AN EVALUATION OF PRIMARY EDUCATION MANAGEMENT IN THE NORTHERN STATES OF NIGERIA FROM 1976-1998

BY

SANI HABIBU IMAM

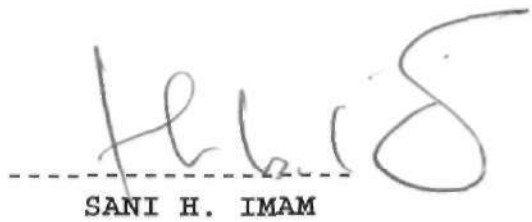
A thesis submitted to the Postgraduate School, Ahmadu Bello University, Zaria in partial fulfilment of the requirement for the award of Degree of Doctor of Philosophy (Ph.D) in Educational Administration and Planning.

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JUNE 2000

DECLARATION

I wish to declare that this thesis is a record of my personal research work. It has never been presented anywhere for the purpose of the award of a higher degree. All quotations and sources of information are either indented or acknowledged by means of references.



SANI H. IMAM

4-12-2000

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CERTIFICATION

This thesis entitled, "An Evaluation of Primary Education Management in the Northern States of Nigeria from 1976 to 1998" by SANI HABIBU IMAM meets the requirements governing the award of the degree of Doctor of Philosophy (Educational Administration and Planning) of Ahmadu Bello University, Zaria and is approved for its contribution to knowledge and literary presentation.

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DEDICATION

This research work is dedicated to the Memory of my late father, Alhaji Sani Iman Bakori and my late mother Hajia Hafsat Sani Imam Bakori. May their souls rest in peace, Amen.

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I wish to extend my sincere gratitude to the Almighty Allah for sparing my life from the inception of this work up to its completion. I also wish to extend my sincere appreciation and gratitude to my Supervisors for their numerous contributions from the beginning of this work up to its completion.

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ABSTRACT

This study is focused on the Management of Primary Education in the Northern States of Nigeria from 1976 to 1998. Specifically the study was interested in finding out the concept of Management of Primary Education, the planning of Primary Education from 1976 to 1998, supervision of Schools and instruction, pupils enrolment and retention, quality and quantity of teachers, supply of facilities and equipment, staff development and curriculum in use in primary schools. In an effort to undertake the research work, ten research questions and nine hypotheses were formulated to serve as guide in the process. The major ones are that there is no significant difference in the opinions of the officials of the FMOE, NPEC, SPEB, LGEAS and Head Teachers of Primary Schools with respect to adequacy of funding primary education in the Northern States; there is no significant difference in the opinion of the officials of the FMOE, NPEC, SPEB, LGEAs and Head Teachers of Primary Schools with respect to the procedure of funding primary education in the Northern States; there is no significant difference in the opinions of the officials of the FMOE, NPEC, SPEB, LGEAs and Head Teachers of Primary Schools with respect to teachers' qualification in primary schools of the Northern States. The method used in obtaining data on the issues mentioned above was the questionnaire and it was administered to respondents from the Federal Ministry of Education, the National Primary Education Commission, the

State Primary Education Boards, the Local Government Education Authorities and Head-teachers of primary schools. The data collected were first presented in frequencies and percentages. They were later subjected to Analysis of Variance (ANOVA) and Scheffe Multiple Range statistical testings. The major findings of the research indicated that there were inconsistencies in the Management of Primary Education in the Northern States of Nigeria in all the three tiers of government in control at one time or the other. It was similarly discovered that most of the problems characterising primary education in the Northern States of Nigeria were as a result of poor funding of the sector.

To this end, it was recommended that more funds need to be allocated to primary education commensurate to its needs. Another finding of the research is that people now want a shift in control of the Management of Primary education from the joint system to state government so that problems such as financial matters, enrolment and retention, supply of facilities and equipment would be addressed squarely. Similarly, to further improve upon the management of the sector, it is recommended that there should be consistency in the system adopted in the management of primary education sector in the northern states. Similarly there is the need for the government to encourage community participation in education through the Non Governmental Organisations (NGOs) or Community Based Organisations (CBOs).

DEFINITION OF TERMS

Administrators: These are officials charged with the responsibility of running the affairs of primary education at federal, state and Local Government levels. In this research, they are officials of the Federal Ministry of Education, the National Primary Education Commission, the States Primary Education Boards, and the Local Government Education Authorities.

Administration: This is seen as the process through which appropriate human and material resources are harmonised and utilised for the purpose of obtaining the goals of an organisation.

Northern States of Nigeria These are nineteen states in number that were carved out of the former Northern region and they include, Adamawa, Borno, Bauchi, Benue, Kaduna, Kano, Katsina, Kwara, Kogi, Kebbi, Zamfara, Nasarawa, Plateau, Sokoto, Yobe, Niger, Jigawa, Taraba and Gombe.

Educational Administration/Management: The Organisation and control of all educational activities that include policy making and implementation, financing, supervision, inspection, supply of facilities and equipment and all other things that may be required in an effort to attain intended goals for primary-education.

Enrolment: This indicates the children that have been given admission into primary schools within a specified period of time.

Retention: This indicates the number of children that has been retained in primary schools after being enrolled.

Attendance: This indicates the children that actually attend school functions regularly after being enrolled

National Primary Education Commission: This is a body set up at the Federal Government Level to develop and monitor the development of primary education throughout the country.

State Primary Education Board: This is a body set up by the State Government at state level, to monitor the development of primary education throughout the state.

Local Government Education Authority: This is a body set up by the Local Government Council at Local Government level to control and monitor the development of primary education in its area of jurisdiction.

Primary Education: This is the foundation and most important level of education that is a pre-requisite to the attainment of higher levels of Education. It is usually given to children between the ages of 6 to 11.

Supervision: This is an activity carried out by inspectors on routine basis. It is usually undertaken for the purpose of supervising the activities of teachers in schools.

Inspection: This is an activity carried out by inspectors in schools for the purpose of quality control. It is usually undertaken for the purpose of assessing the performance of teachers in relation to the rules governing the profession. There are various types of inspections. Follow-up is one of them.

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LIST OF ABBREVIATIONS

NPEC	-	National Primary Education Commission
SPEB	-	State Primary Education Board
LGEA	-	Local Government Education Authority
FMOE	-	Federal Ministry of Education
ANOVA	-	Analysis of Variance
df	-	degree of Freedom
N.C.E	-	Nigeria Certificate in Education
UNICEF	-	United Nations International Children's Education Fund
UNESCO	-	United Nations Education Scientific and Cultural Organisation
SAPA	-	Situation and Policy Analysis
UPE	-	Universal Primary Education
F.C.T	-	Federal Capital Territory
PTA	-	Parents' Teachers' Association
NCE	-	National Council of Education
NPE	-	National Policy on Education

CHAPTER ONE

THE PROBLEM

1.1 INTRODUCTION

Primary education is universally accepted as a basic human right embodied in numerous human right treaties. This could be traced right from the 1948 United Nations' Declaration which proposed Universal Primary Education as a fundamental goal for any nation that was in a quest for development. This declaration was also endorsed at the Adis Ababa Conference of 1961. In addition, the Organisation of African Unity (OAU) Charter on Basic Human Rights of 1963 placed emphasis on primary education as a sound tool for development. Similarly the 1989 United Nations' Convention on the Rights of the Child indicated that the child has a right to education and that the state must ensure that primary education is not only free but must also be made compulsory.

Similarly the 1990 Jomtien Conference on "Education for All" resolved that by the year 2000, at least 80 percent of primary school age children should join as well as complete primary education. This goal was not only reaffirmed by the World Summit for Children in 1990 and the 1994 International Conference on Population and Development but also the World Summit for Social Development in 1995.

In addition to the above treaties which illustrate the importance of primary education as well as the zeal of the international communities towards its effective provision,

studies conducted in East Asian Economies equally underscored the importance of primary education as the single most important contributor towards rapid economic growth because of its ability to support indigenous technological change (UNICEF, 1996).

Perhaps, it is in consideration of the above that countries like Bhuttan, Burkina Faso, and Uganda have classified access to primary education as the top priority of their governments in an effort to ensure education for all (EFA). In fact the goal of seeing that at least 80 per cent of their children complete primary education poses a formidable challenge to these countries (UNESCO, 1995).

However, the Nigerian experience in this endeavour was not significantly different from other developing countries especially in Africa. This is so because all the treaties and conventions that accorded unprecedental position of primary education had bearing in the Nigerian context as in other countries. Primary education in Nigeria according to Akinyemi in Adesina, Akinyemi and Ajayi (1983) can be linked up with the advent of Western education which started formally in the 1840s. However, no meaningful developments were recorded in it according to Taiwo (1980) until in 1908 when there was the emergence of an ordinance which provided important provision for primary education in Nigeria.

Nevertheless the much needed standard in primary education at that time could not be achieved until after

several other ordinances and education plans were put in place that include the 1944 Ten year Education Plan. In this plan particularly, the nature and type of primary education in view were typified and measures enumerated to ensure its attainment. However, the persistent problems that had linkage with colonial era which included among other things, the lack of interest from the beneficiaries, made the anticipated standard unrealizable up to 1960s. This could be argued to be the reason why the western part of this country decided to introduce universal primary education in 1955 with the sole aim of improving performance. Other similar efforts were instituted in both the eastern and northern parts of the country in order to enhance primary education.

However, a balance in this development was never attained between the regions until in 1976 when the Federal Government decided to introduce the Universal Primary Education Programme in the country. The aspiration of the scheme was among others, to ensure effective provision of primary education to all qualified and interested pupils which was not made possible before. Unfortunately, immediately the launching took place, a lot of management problems began to manifest themselves in various forms in the course of running the schools. These problems have helplessly militated against the policy thereby defeating the rationale behind the introducion of the universal primary education programme.

Accepting this view, the Situation and Policy Analysis (SAPA) survey of Basic Education in Nigeria and United Nation Children's Fund (Basic Education Programme Plan of Operation 1992-2000) stated that the quality and efficiency of primary education system are continuously and increasingly being called into question because people have lost confidence that the anticipated objectives of primary education would be achieved taking into cognizance the machineries put in place for that purpose.

This assertion may not be far from the fact that many of the primary schools that came into being as a result of the UPE are to date without the required and qualified teachers that are to man them in some parts of the country. In fact, in some instances they still remain on paper as there may not be a single structure erected in the name of the schools after their establishment since 1976.

Following this trend therefore, a lot of comments and suggestions were made by concerned people as to how primary education can be resuscitated and improved. The summary of all these culminated into the establishment of the National Primary Education Commission in August 1988 through Decree No. 8 of 1988 establishing the following:-

(a) The National Primary Education Commission with corresponding bodies at the states, local government areas, districts and village levels;

(b) The National Primary Education Fund made up of 60 per cent contributed by the Federal government towards payment of primary school staff salaries;

(c) The primary Education Interim Development Fund made up of 20 per cent of the Federal Government contribution to be set aside for Ten years and used for Capital development of primary schools in educationally disadvantaged states.

With the change in the management and funding structure, the position of primary education in the country started changing as there were constant and prompt payment of teachers' salaries and allowances, renovation of dilapidated schools, construction of additional classrooms where needed and a host of other development projects. Unfortunately, the commission was shortlived as in January 1991 barely two years of its existence, it was dissolved following the enactment of Decree No. 31 of 1991. With this development therefore, the management of primary education once more went back to the Local Government Councils until in August 1993 when it became obvious that they could not effectively manage it. Sequel to this therefore, the Federal Government re-established the National Primary Education Commission with all its structures at State and Local Government Levels with the sole responsibility of managing the primary education sector.

As observed from different parts of the country, the commission has not met the expectations of many Nigerians from 1993 to date. Primary schools are still saddled with a lot of

problems that include lack of qualified and required number of teachers, lack of facilities that sometimes include furniture and roofing facilities. These shortcomings have made it virtually impossible for the anticipated goal of primary education to be achieved. Furthermore, a good number of the schools are in serious need of rehabilitation and the estimated amount needed for that purpose, according to the Executive Secretary of National Primary Education Commission (NPEC) is placed at N80 billion by 1996, throughout the country. This was made known at a National Seminar on enrolment and retention held at Sokoto on the 17th to 18th July, 1996. In short, the likely conclusion to be drawn from these inadequacies characterizing primary education in Nigeria might be the existence of poor management. This poor management has become more devastating in the Northern part of the country because of the expectation people have on the government to provide everything to enable their children obtain education. It is therefore, pertinent to note that any attempt to revamp primary education in Nigeria and in Northern Nigeria in particular without focusing attention on its management may not be of significant effect.

1.2 STATEMENT OF THE PROBLEM

Education is believed to be of paramount importance in the development of a nation and primary education in particular is seen as the foundation of all future education. In the words

of Alabi (1991:38) "primary education forms the basis of the entire economic, social and political development of a country". This is so because the relationship between education and society is an interactive one and it is through education that we can have the ability to shape the society in which we shall live tomorrow.

In realization of the importance of primary education towards nation building, Nigeria as a country is making concerted efforts to ensure that its provision and development are given the right attention. This is made through various forms and means that included committees, commissions and education plans, all targeted towards attaining the desired level in primary education. However, despite these efforts, the acquired level of performance in primary education nowadays is very discouraging. This is so serious when you take enrolment as an example where you find a good number of school aged children who could not enrol in primary schools. In fact the situation did not significantly change until in 1976 when the Federal Government decided to introduce the universal primary education programme in the country.

The intention of the government by so doing was to ensure that every school aged child was placed in a primary school of his parent's choice. To ensure this, more schools were established especially in rural areas and/or additional classrooms were constructed in schools that required them.

Similarly, teachers were recruited in large quantity to reflect the number of schools that were available for the take off of the scheme.

Unfortunately, no sooner had the launching took place than a lot of management problems began to manifest themselves that became a barrier towards effective realization of the programme. With such problems, government was left with no option other than to scout for solutions. Accordingly therefore, several efforts were put in place in a bid to salvage and revitalise the education sector. These efforts included the establishment of the National Primary Education Commission in 1988 with the Sole responsibility of managing primary education in the country.

But with all these put in place, the position of primary education especially in Northern Nigeria is still not encouraging. This state of affairs could be seen vividly when one considers the fact that most of the primary schools established following the UPE scheme are still without buildings to warrant conducive learning atmosphere. For example in a survey jointly conducted by the National Primary Education Commission and the Special Programme Unit of the Federal Ministry of Education, it was discovered that 1,632 schools in the Northern states have no building of whatever type (See Appendix). In some cases, one finds schools with no qualified teachers as most of the teachers recruited for the take off of the scheme were not qualified. Similarly, the

campaign which ushered in the Universal Primary Education programme died almost immediately after the programme took off. Following this, therefore, enrolment lowered as most parents in the Northern part of the country refused to send their children to school thus leaving teachers in schools without children to teach (UNICEF, 1995). In addition to this is the fact that a lot of schools were established in places not even needed, and teachers for such schools had to be recruited, meaning more money for teachers' salary and allowances. This posture has done nothing, but reduce the financial capacity of the government and made it incapable to provide other things needed by the schools such as furniture and instructional materials. Therefore, as government financial capability was squeezed, performance in schools academically was lowered and drop-out among pupils was encouraged (UNICEF, 1995).

However, looking at the mentioned problems, it could be argued that most of them may have their origin from the ways primary education was managed. This study is therefore, intended to examine the effectiveness or otherwise in the management of primary education in Northern states of Nigeria in relation to the factors mentioned earlier. The areas of management to be examined in this study include funding of primary education, quality and quantity of teachers teaching in primary schools, supervision and inspection of schools, staff development, supply of facilities and equipments to

primary schools, and the curriculum in use in primary schools in the Northern states.

The decision to examine only these areas of management is borne out of the fact that they are the most important areas as far as management of primary education is concerned.

Specifically, the study will therefore focus on the following areas of management:

1. The concept of management of primary education;
2. The funding of primary education from 1976 - 1998;
3. Supervision of schools and instruction;
4. Pupils enrolment and retention;
5. Quality and Quantity of teachers;
6. Supply of facilities to schools;
7. Staff Development and motivation;
8. Curriculum in use in Primary Schools.

1.3 THE PURPOSE OF THE STUDY

This study focuses on the management of primary education in Northern States of Nigeria from 1976 to 1998. Primary education within the stated period in Northern Nigeria has witnessed different administrative mode of control that started from the Local Education Authorities in 1976 to State Primary Schools Management Boards in 1988 and later to Local Government Education Authorities through Decree No. 96 of 1993.

The purpose of the study is to identify the problems facing the management of primary education and suggest how these problems can be solved. These problems could include inadequate funding of primary education, lack of facilities and equipment in most of the schools, lack of qualified teachers and very poor staff development package, lack of effective supervision of schools that would bring about quality control, lack of high pupils' enrolment and retention in the schools.

Faced with these problems, people especially in the Northern States of Nigeria are very much worried over the poor position of primary education which is reflected through comments made in Newspapers and the electronic media such as New Nigerian, Guardian, and the National Television over the years.

This study is therefore intended to examine the management of Primary Education in Northern Nigeria from 1976 to 1998 in order to see how effective or otherwise it has been and or whether most of the problems now facing primary education in the area are as a result of poor management of the sector.

This study also examines the current management system of primary education with the hope of showing vividly the lapses associated with it so that an impression can be built from the different management styles from 1976 to date. This will undoubtedly afford the Governments of Northern States an

opportunity to effect positive changes where necessary in order to improve the system.

1.4 RESEARCH QUESTIONS

This study has been designed to answer the following questions:-

1. What is the trend of management of primary education in the Northern States of Nigeria between 1976 and 1998?
2. Are funds available for the management of primary education in Northern Nigeria adequate?
3. What is the procedure for funding primary education in the Northern states of Nigeria?
4. Are primary school teachers qualified for their jobs?
5. What is the teacher-pupil ratio in the primary-schools?
6. What is the rate of enrolment in the primary schools?
7. Are there facilities for effective supervision of primary schools in the Northern States of Nigeria?
8. Are there enough facilities for use in primary schools?
9. How effective is the curriculum in use in primary schools?
10. Who is responsible for the supply of facilities in Primary Schools?

1.5 BASIC ASSUMPTION

The basic assumption of the study are:

1. That the present management system adopted for primary

education in the Northern States of Nigeria does not augur well for the progress of the sector;

2. That the funding of primary education in the Northern States of Nigeria has all along been inadequate;
3. That the procedure of funding primary education sector in the Northern States has not paved way for effective development of the sector;
4. That there is poor enrolment and retention of pupils in primary schools of the Northern States and the needed attention to redress the situation has not been enforced by the respective governments;
5. That the insufficiency of facilities and equipments has been responsible for some problems encountered in primary schools in the Northern states.

1.6 HYPOTHESES

The following null hypotheses have been postulated for the study.

1. There is no significant difference in the opinions of the officials of the FMOE, NPEC, SPEB, LGEA and Head Teachers of Primary schools with respect to the trend in the Management of primary education from 1976 to 1998 in the Northern states.
2. There is no significant difference in the opinions of the officials of the FMOE, NPEC, SPEB, LGEA and Head Teachers of Primary schools with respect to the adequacy of

funding primary education in the Northern states.

3. There is no significant difference in the opinions of the officials of the FMOE, NPEC, SPEB, LGEA and Head Teachers of Primary schools with respect to the procedure of funding primary education in the Northern states.
4. There is no significant difference in the opinions of the officials of the FMOE, NPEC, SPEB, LGEA and Head Teachers of Primary schools with respect to the teacher-pupil ratio found in primary schools in the Northern states.
5. There is no significant difference in the opinions of the officials of the FMOE, NPEC, SPEB, LGEA and Head Teachers' of Primary schools with respect to the teachers qualifications in the Northern states Primary Schools
6. There is no significant difference in the opinions of the officials of the FMOE, NPEC, SPEB, LGEA and Head Teachers of Primary schools with respect to the enrolment and retention of pupils in Primary Schools in the Northern states.
7. There is no significant difference in the opinions of the officials of the FMOE, NPEC, SPEB, LGEA and Head Teachers of Primary schools with respect to the effectiveness of supervision and inspection of Primary Schools in the Northern states.
8. There is no significant difference in the opinions of the officials of the FMOE, NPEC, SPEB, LGEA and Head Teachers of Primary schools with regard to the Curriculum in use

in Primary Schools in the Northern states.

9. There is no significant difference in the opinions of the officials of the FMOE, NPEC, SPEB, LGEA and Head Teachers of Primary schools with regard to the supply of facilities and equipment in Primary Schools in the Northern states.

1.7 SIGNIFICANCE OF THE STUDY

A good number of scholars have argued that it is not the growth of physical capital that determine the economic growth of a nation but human resources. In fact it is in an effort to properly illustrate the importance of human resources towards the development of a nation that prompted Harbison in Todaro (1977:97) to state that "Human resources... constitute the ultimate basis for the wealth of the nation. Capital or natural resources are passive factors of production; human beings are the active agents who accumulate capital, exploit natural resources, build social, economic and political organization and carry forward national development."

The above statement is a clear testimony of the fact that there is no amount of energy or resources invested that would be considered too much in an effort to ensure proper provision of human resources in a nation. This is because human resources constitute the most powerful element in bringing about development in a country.

The way of ensuring this is through education of which primary education is believed to be the most effective as it is the foundation.

However, in consideration of the poor state of primary education vis-a-vis its importance, the study of its management in the Northern States of Nigeria is very important as it will afford an opportunity where the problems that militate against its successful provision will be known and proper action taken to effect change that will subsequently bring about the desired goal.

It is equally hoped that after the study those that are in management circle will find it very important as it will afford them an opportunity to see and know the mistakes that are committed in the management of primary education so that changes could be made. Similarly, teachers in primary schools will see the extent to which government is committed in the provision of primary education and appreciate some of the problems faced in the course of managing the schools. Furthermore, teachers will see areas that need their urgent attention especially in terms of dedication to duties. As for the parents, the study will expectedly show them the need to come to the aid of the government in the management of primary education just as it happens in the Southern part of this country. Summarily, therefore, the study is supposed to serve as a piece that will enhance effective management of primary education in the Northern States of Nigeria.

1.8 SCOPE AND DELIMITATIONS OF THE STUDY

The study which is on the Management of Primary Education in the Northern States of Nigeria covers the following states: Kaduna, Katsina, Zamfara, Kebbi, Nasarawa, Yobe, Plateau, Benue, Kogi, Taraba, Adamawa, Kwara, Jigawa, Gombe, Niger, Sokoto, Bauchi, Kano, Borno and Abuja (F.C.T). The research is concerned with the planning, funding and management of primary education in the Northern states. Other areas of concern are issues such as supervision and inspection, staff development, enrolment and retention of pupils in schools, supply of materials and equipment, qualification of teachers, adequacy of the curriculum content and teacher/pupil ratio. The subjects of the study include the officials of the National Primary Education Commission, Primary Education Unit of the Federal Ministry of Education, the Selected States Primary Education Boards, their Local Education Authorities, Teachers and Headmasters from the selected Local Education Authorities. The study covers a period of 22 years, from 1976 to 1998. The period of the study was chosen to start in 1976 when Nigeria introduced Universal Primary Education Programme at national level.

CHAPTER TWO

2.0 THE REVIEW OF RELATED LITERATURE

2.1 INTRODUCTION

In this chapter, the review of literature is organised according to the issues raised in the research questions in chapter one. These issues are:

1. concept of management;
2. funding of primary education;
3. supervisiion of schools and instruction;
4. pupils enrolment and retention;
5. quality and quantity of teachers;
6. supply of facilities and equipments to schools;
7. staff development and motivation;
8. curriculum in use in primary schools;

2.2 CONCEPT OF MANAGEMENT

The term management which is believed to be in all human organisations has no one single definition that is universally accepted or acclaimed. Perhaps this explains why in many attempts to offer useful explanation or even definition of the term, people end up revolving around the intrinsic connotation of the concept.

However, writers on management like Drucker (1954) and Baron (1978) are of the view that management could be seen as an activity that is associated with the goals of an organisation and the setting up of strategies that could be

employed in achieving the goals with minimum difficulties. The outcome of such actions will constitute the yardstick from which future objectives and further planning for actualising them will be based. The perception from which these writers view management could be argued to be similar to that of Wheeler (1969) and Wilson (1989). The only difference is that they feel more comfortable stressing the human side of managerial functions. For example Wilson is of the view that management is largely an activity that reflects the willingness of members of an organisation to work hard towards attaining the set objectives through a carefully planned allocation of resources. In a sense therefore, the success of organisational development depends to a large extent on joint efforts and co-operation among members of an organisation. The stance of these writers on management could also be linked up with that of Kelly (1980) in Ibukun (1997) when he also considers management as a structural setup consisting of top, middle and lower management in an organisation. However, his contribution here may not have offered a clear understanding of the term and therefore the one given by Ibukun (1997:3) seems to have shed more light on the term management. According to him management is a "process of delimiting an organisation into structural levels, arranging workers and activities into performance units and coordinating resources and production procedure through appropriate leader behaviour to achieve organisational goals" (Ibukun 1997:3). Like in

Wilson's, one notes that this definition of management has more emphasis on management being an action oriented activity that is geared towards inducing workers for optimum utilisation of resources in order to achieve the goals of that organisation.

2.2.1 EDUCATION MANAGEMENT

The above definitions of management as given have informed us that management has to do with the breaking down of organisation activities into smaller units so as to allow for maximum utilisation of resources that would bring out the anticipated results. However, educational management which Ibukun (1997) opined as being the same with all other types of management is seen by this study as the effective control and monitoring of the different segments of educational development that include planning, administration, funding, staff development, supervision and inspection, enrolment and retention of pupils for the purpose of ensuring improved performance in an organisation.

This definition seems to have some bearing with the views of Nwachukwu (1988) who is of the opinion that management function is the same in all formal organisations whether it is profit making or not. What matters, he further stressed, is the fact that they perform similar functions of planning, organising, staffing, directing and controlling and that they have one responsibility of achieving organisational goals through group efforts.

2.3 TREND IN THE MANAGEMENT OF PRIMARY EDUCATION IN NIGERIA

The problems associated with the funding and management of primary education in the country have aggravated the problems characterizing the running of primary schools. The financial inadequacies often faced in the running of primary education will be better understood if a historical presentation of the problem is made.

The funding and management of primary education in Nigeria before the creation of states in 1967 were a joint responsibility of the Central Government and the Native Authorities. However, grant in aid was usually given by the Federal Government to the schools that were managed by the missionaries and other non governmental organizations in the regions where such schools were found. As time went on and between 1967 - 1975, the management was shifted to states and Native Authorities and/or other councils.

This arrangement continued until the time when the white paper on local government reform was officially implemented in 1976. As a result of this development and based on the recommendation of the report, the management of primary education was transferred to the Local Government Councils while states Governments continued the funding aspect with the Federal Grant in aid (Sambo 1996).

However, this method did not last long as there were a lot of pressures mounted on the Federal Government by the Public craving for free and Universal Primary Education

throughout the country. As at that period (early 70s), it was only the Western and Eastern regions that had that programme introduced in their regions. Therefore, faced with that incessant demand, the Federal Government was left with no option other than to introduce and launch the Universal Primary Education Programme in September 1976. Thus ostensibly taking over the responsibility of managing primary education financially by contributing N3,500 per classroom and N72.56 per child for instructional materials while state governments were left with the administration of the schools under them.

Sequel to the launching of the Universal Primary Education Programme, a quantum upsurge in enrolment figure was recorded but unfortunately it did not last long because the Federal Government on realising the magnitude of the financial burden devolved the responsibility by involving the state Governments in the cost sharing aspect. With this development, states then contributed N40.00 per child and N250 per classroom.

However, a change in this system of management was effected in 1979 when the then new constitution transferred the funding and management of primary education to the state governments with local government councils participating actively. Therefore, a new revenue allocation formula was enacted. In 1981, another revenue allocation formula was introduced and its introduction has among other things phased out the Federal Government participation in the funding of

primary education. Under that dispensation therefore, the primary education sector was left in the hands of state governments who at a later date transferred the responsibility to the local government councils.

It is pertinent to mention here that the oscillation in the management and funding of primary education in Nigeria has among other things been considered by some to have pushed primary education sector to an almost total collapse. This was made so because the inconsistencies in the management and the disjointed nature of policies and programmes as they were introduced created an environment where "teachers' salaries were owed for months, physical facilities were pitifully dillapidating, instructional materials were completely absent in most schools, which culminated into continued strike action by teachers all over the country "(Sambo, 1996:4). Similarly the academic standard usually recorded in primary schools drastically fell woefully as a result of which parents withdrew their children to private schools, but those who could not, left their children uncared for. Since then, therefore, various attempts and programmes were mounted in a bid to ensure that the position of primary education is improved at different levels of governments. Perhaps it was in consideration of this development that the Federal Government decided to once more introduce the National Primary Education Commission in 1993 with all its structures so as to restore normalcy and consistencies in the management of primary education sector.

2.4 THE DEVELOPMENT OF PRIMARY EDUCATION IN NIGERIA

The history of primary education in Nigeria has undergone many significant changes right from the missionary days to the present time. However, in his analysis of the development of primary education, Wilson (1969) discusses it in four stages. The first phase according to him began between 1842-1880 and it was characterised by intensive missionary activities in the Southern part of the country and the missions used the schools as a means of converting the people into christianity. At that particular period, there was nothing like public education policy nor an institution that was assigned the responsibility of coordinating the affairs of primary education in such area as uniformity in syllabus, textbooks and other vital areas of educational development. Since all the schools were managed and controlled by missionaries with funds obtained from their home base, in forms of donations and other presents, it made some people to believe that their attention was more on propagating christianity than providing education for which the schools were set for.

However, Fafunwa (1974) has submitted that, later some missionary bodies such as the Church Missionary Society (CMS) Wesleyan and Methodist set up Schools Management boards to coordinate and regulate matters like the curriculum, teachers' salaries and general conduct of teachers.

The second stage in the development of primary education according to Wilson (1969) was between the period of 1880 -

1900. This started with the enactment of an education code in 1882 by the Colonial government that affected Lagos Protectorate only. Talking about the code Maduewesi (1990) states that it provided for the following:-

1. Grants in aid of education to christian missions;
2. A general Board of Education with powers to appoint Local Boards;
3. The establishment of government schools to be financed entirely from public funds;
4. The establishment of inspectorate to supervise schools which received government grants;
5. Certification of teachers through empowering the inspectorate to conduct teachers' certificate examinations.

This code, he further states, marked the end of total and exclusive control of schools by the christian missionaries. Similarly in 1881, an Education Ordinance was enacted which provided that teachers should be paid a fixed amount as wages and that when grants are given to the colonial government, at least a third of the grants should be set aside for teachers' salaries. All these according to him were clear indication that the colonial government had started taking over the responsibility of running the schools at that period. The third phase was between 1900 - 1920 and this period was ushered in following the creation of the protectorate of Northern and Southern Nigeria in 1900. Immediately, an

education department was created in 1903 for the Southern protectorate and it was followed by an education code which provided that attendance and the yearly inspectorate reports on schools would be the guiding principle in the provision of grants to schools (Maduwwesi 1990). However, Taiwo (1980) states that when in 1906 the colony of Lagos was merged with the Southern Protectorate of Nigeria, a new education ordinance was promulgated given the following functions:-

1. giving each province the power to make rules for the management of government and assisted schools;
2. establishing a register of assisted schools;
3. setting out duties of school managers;
4. specifying what relevant records need to be kept in assisted schools;
5. showing how to compute attendance for the purpose of grants-in-aid;
6. on curriculum matters such as subjects to be taught at the various levels;
7. classifying teachers certificate and teachers into grades such as school master, Assistant Teacher (AT) and Pupil Teacher (PT);
8. classifying early schools into two: infantry and primary.

In consideration of the above posture, there was an improved government's participation in educational matters as manifested by its concern on the quality of teachers, increased supplies of equipment and the use of localised

educational practice to suit the local setting.

The last phase according to Wilson's classification was between 1920 - 1950 when the colonial government allowed the Phelspstock Foundation to send an Educational Commission to West Africa. The Commission after an intensive tour, submitted a report that all the schools lacked adequate facilities and that teachers training arrangement was poor. Similarly, the report recommended the use of local language not only for instruction but also to promote the development of sound mind and character. Similarly, it was to capture and retain pupils' interests and attachment to the environment.

In a nutshell, as posited by Maduewesi (1990), the phase and indeed the structure of primary education remained so until the 1969 curriculum conference and curriculum review panels of 1970s. Such was the situation up to 1977 when the publication of the National Policy on Education took place, an act that was considered the highest watershed in the nation quest and efforts to "streamline, energize and Nigerianize" educational practice and policy. This document emphasises that education was a tool for national development and of course primary education remained its very foundation, thus, giving primary education the pride and place which it rightly deserves as the "key to the success or failure of the whole system" (Maduewesi, 1990:9).

2.5 THE DEVELOPMENT OF PRIMARY EDUCATION IN NORTHERN NIGERIA

Northern Nigeria was proclaimed on the 27 of December, 1899 and Sir Frederick Lugard was appointed its first High Commissioner in the same year.

Today, the Northern part of the country consist of 19 states and they include the following: Katsina, Kaduna, Kano, Kebbi, Sokoto, Zamfara, Jigawa, Bauchi, Benue, Niger, Taraba, Yobe, Kogi, Kwara, Gombe, Plateau, Adamawa, Borno and Nasarawa. They cover an area of 251 - 273 square miles with a population of 4,585,047 (Census News 1991). The area that comprises of these states is politically referred to as Northern Nigeria and it was carved out of the former Sokoto caliphate, Borno empire and some chiefdoms in the South East of Niger-Benue confluence. The fact that these places are well known for their political, economic, military and educational accomplishment is believed to be the secret behind the British decision to introduce indirect rule in the area after its pacification by the Colonial Masters.

However, even though educationally the North had reached an enviable position among its contemporaries, an area which Muhammad (1985:24) in Sanusi (1994) was reported to have described as a "centre for the propagation of intellectual thought at a "time when the Western World was largely unlettered" and an area where Lugard as reported in Fafunwa (1974:100) says to have possessed 25,000 quranic schools with pupils enrolment of 218,618 by 1914. Yet the introduction of

western education into the area was pioneered by the Christian Missionaries especially the Christian Missionary Society (C.M.S) and the Sudan United Mission (S.U.M). This is buttressed by the fact that as far back as 1863, a mission school was opened at Lokoja by the CMS and later at Gbede. These were the only schools that existed prior to the proclamation of Northern Nigeria. Subsequently, more schools were established in the area between 1900 and 1907 in places like Zaria, Zungeru, Kabba, Bida, Lokoja, Kuta, Wukari, Durga, Dampar and Sokoto. The last one to be established was in Sokoto in 1905 and was purely government owned.

In comparison with the southern part of this country, it could be argued that the performance of the missionaries in this regard was not at all encouraging. Perhaps, the main reason behind the non-performance has been attributed to their being restricted apparently to only non-muslim areas in conformity with Lord Lugard's pledge not to interfere with the religious affairs of the people of the North. Similarly, the resistance to christianity by both Muslims and non-muslims helped greatly to slow down the zeal and efforts of the missionaries in the provision of education to the people of the area (Ozigi, 1981).

This notwithstanding, however, by 1905 a small school which was meant for the sons of chiefs and emirs was opened in Sokoto and also in 1909 government opened another one in Nasarawa-Kano and is intended to serve the same purpose with

that of Sokoto. The development of education in the North was maintained at this phase until in 1905-06 when Lugard in his annual report as presented in Fafunwa (1974 :104) mentioned a four point plan of action as regards the provision of education in the North that include the establishment of secular general primary schools throughout the protectorate.

Subsequently, therefore, by 1914 four government primary schools were opened in Katsina, Sokoto and two in Kano. This ostensibly showed that the mission had started work immediately in the Northern region thereby making the period of 1920 - 1951 a period of consolidation and expansion of mission education. This is so because by 1920 only one mission school in the North was in receipt of government grant but by 1947 the number of the schools had risen to 167. Table 2.1 shows vividly the trend on the growth of primary education in Northern Nigeria.

Table 2.1: The Growth of Primary Education in Northern Nigeria Between 1912 and 1947.

	Governmental Native Administration		Voluntary Agency Assisted		Voluntary Agency Unassisted	
Years	No. of Schools	Average Attendance	No. of Schools	Average Attendance	No. of Sch.	Average attendance
1912	5	350	-	-	29	-
1926	68	2,207	1	-	56	3003
1936	195	9,130	22	3,430	322	7709
1947	400	25,122	167	21,388	543	24452

Source: Ogunsola A.F 1975 Legislation and Education in Northern Nigeria, Ibadan, (Oxford University Press) P. 27.

As could be seen from the Table, there had been a steady growth in primary education in the North during the stated period and the rate of the growth was maintained up to the time when the shortage of teachers was so glaring that the expansion was limited. The reason behind this in the views of Ozigi and Ocho (1981:36) was because a considerable number of teachers were engaged in political activities since teachers formed the bulk of the educated elite in the rural areas.

However, Ogunsola (1975) on the other hand, opines that even though the shortage of teachers served as a great barrier towards the expansion of primary education in Northern Nigeria, yet by 1953, the number of Native Schools (primary) and enrolment stood at 744 and 51,303 while that of voluntary agency schools and enrolment was 1,033 and 92,506

respectively. The reason for this development according to him was due to the 1952 Education Ordinance which superseded that of 1948. This made it difficult for the missions to open new schools in the North.

One point to note is that the British education policy in the North was forced to be negative in its approach because of the concern to avoid what Ozigi and Ocho (1981:57) describe as offending the ruler by interfering with the customs and traditions of the people.

Such was the situation until 1976 when a remarkable attempt was made in the northern states to ensure that primary education is given its rightful position. The introduction and launching of Universal Primary Education (UPE) in the area had actually opened a new chapter in the history of the provision of primary education in Northern Nigeria. This is so because it enabled every school aged child to have access to primary education. However, this development was not without problems because after the introduction of the programme, problems that were either underrated or not anticipated cropped up that later prevented the scheme from succeeding as expected.

2.6 THE INTRODUCTION OF UNIVERSAL PRIMARY EDUCATION (UPE) IN THE 1950S AND 1976.

The first attempt in Nigeria to introduce UPE scheme was made in the Western Region in 1952 when the then Regional Minister of Education Chief S.O. Awokoya presented a proposal

in respect of free primary education for all in the region. The implementation of this scheme according to Taiwo (1980) was made possible through careful planning in 1955 and immediately after its implementation, the attendance ratio in the schools was almost doubled from 457,000 in 1954 to 811,000 in 1955. This development was considered very encouraging so much that the eastern region government was lured into embarking on the same scheme in 1957 without devoting time to plan it very well for successful take-off. This ill preparedness by the eastern region government subjected the scheme to face a lot of problems and consequently, it was abandoned in 1958 (Maduewesi 1990).

While the Western and Eastern regions had attempted introducing the UPE scheme, the Northern region had made no effort to join them in implementing the scheme. Instead, the government declared its intention to embark on the training of its teachers so as to put them in a better position to teach effectively.

This notwithstanding, however, a significant attempt was made by the northern government in the development of primary education when it accepted the Oldman Report in 1962. The commission was charged with the responsibility of analysing the financial and administrative consequences that the northern government would likely face in the event of increasing or expanding primary education development and its intention to introduce Universal Primary Education.

In this report of 1981 as presented by Ozigi and Ocho (1981:67) Oldman recommended:-

- the formation of Local Education Authorities each with an education committee comprising of important, experienced and knowledgeable people in the local administrative area;
- the training of educational administrators to man the new Education Authorities;
- the separation of inspectorate and administrative duties.

It is pertinent to note that the acceptance of the above report placed each Local Education Authority to be responsible for all the primary schools under its areas of jurisdiction. Thus, the report paved way for an education law to be passed in 1962 that established a partnership between the government and voluntary agencies so as to provide and develop a public system of primary education with the Minister of Education being in total control.

Inspite of these developments, there has never been any attempt to revolutionize primary education on a national scale until in 1976 when the universal primary education programme was introduced. It was aimed at ensuring that all children of school going age in Nigeria had an opportunity to go to a school of their parent's interest. Thus, following the UPE campaign, there was a serious increase in the number of primary schools from 20,000 in 1975 to over 37,000 in 1982/83 and by 1990 the number of primary schools was 35,433.

Correspondingly also, the gross enrolment increased from 46 per cent in 1975/76 to 93 per cent in 1982/83. However, when Nigeria witnessed the oil slump in 1980s enrolment ratio dropped to 25 per cent. But the situation was immediately reversed through government intensive efforts so that enrolment rose from 68 per cent in 1990 to 81 per cent and 84 per cent in 1992 and 1993 respectively. Furthermore, there was a corresponding increase in the number of primary schools from 35,435 to 38,027 (FGN/UNICEF, 1947-2001).

Much later the UPE programme failed to achieve the successes which the government of that time led people to expect. The major set back which the UPE programme suffered was the projection on which it was based, which turned out to be inaccurate in certain cases. For example, according to a FME Master-Plan (1993), preparations for the take-off of UPE had been made for only 3 million children but when the doors of the schools were opened for interested and qualified children, 4.5 million showed up willing to join the schools. Faced with this problem, the government had to make hurried arrangements to recruit and train more teachers, build more classrooms and provide more facilities and equipment. To further compound the problems, the country's economy took a plunge into recession thereby reducing the tempo with which government offers remedial assistance to the already turbulent situation. Following this, various forms of levies were introduced by respective state governments to salvage the

situation while in some places, parents withdrew their children from schools or the children just dropped out by themselves on the pretext that the expected benefits of attending the school were not forthcoming. Since then discussions were made and comments have been passed by a cross section of Nigerians over the poor and sad state of primary education and the need for the government to come to its rescue. However, it was not until 1988 when the federal government set up the National Primary Education Commission (NPEC) that a serious departure was made in the management and running of primary schools in Nigeria with the hope that the poor state of the primary schools would be made a scene of the past. The need for this change cannot be overemphasised considering how Bjork (1969) Curle (1970) and Castle (1972) in Alabi (1991) describe the importance of education in forging developing nations ahead. It is sad to note that primary education in Northern Nigeria was not in a position to offer conducive atmosphere for development. This is reflected through non-availability of the required facilities, lack of qualified teachers, poor policy on staff development, incessant teachers strike actions which are all indications of ineffective management. In fact, the sorry state of education in Nigeria especially at primary level still form a subject of daily discussions by people although so many attempts are being made by Federal, State and Local Governments to change the situation. This includes the re-enactment of Decree 96 of

1993 that restored the services of National Primary Education Commission and subsequently the States' Primary Education Boards and Local Government Education Authorities.

2.7 THE POSITION OF PRIMARY EDUCATION IN THE NATIONAL POLICY ON EDUCATION (1981)

The National Policy on Education which was revised in 1981, defined primary education as "Education given in an educational institution for children aged usually six to eleven. Since it is considered as the key to the "success or failure" of the entire education system, it has seven general objectives stated as follows:-

(a) the inculcation of permanent literacy and numeracy and the ability to communicate effectively;

(b) the laying of a sound basis for reflective and scientific thinking;

(c) citizenship education as a basis for effective participation in and contribution to the life of the society;

(d) character and moral training and the development of sound attitudes;

(e) developing in the child the ability to adapt to his changing environment;

(f) giving the child opportunities for developing manipulative skills that will enable him to function effectively in the society within the limits of his capacity; and

(g) providing basic tools for further educational advancement, including preparation for trades and crafts of the locality." (National Policy on Education, 1981:4).

The National Policy on Education has further made it emphatically clear that, these objectives will form the basis of primary education in all the states of the federation. It further states that Government in its zeal and efforts to see that the stated objectives are pursued vigorously, has among other things, made primary education free and universal by implementing the U.P.E scheme in September 1976, ensure that all schools are properly equipped in order to promote sound and effective teaching as well as to ensure that, the existing teacher-pupil ratio of 1:40 in Primary Schools is maintained in the schools after the education transition period.

As commendable as the above development is, cursory observers are still skeptical of the rate at which primary education is moving especially when compared with its laudably prescribed objectives in Nigeria. For instance, the observation made by Ozigi and Ocho (1981:71) and Banjo report (1961) as presented in Musaazi (1986:66) on the problems of primary education in the 1960s still prevail in the late 1990s. This is alarming and it actually calls for instant concern and attention from all mindful Nigerians.

In its analysis of the problems of primary education in Nigeria, the Situation and Policy Analysis (SAPA) Survey of Basic Education in Nigeria (FGN/UNICEF, 1992) as contained in

(Federal Government of Nigeria - UNICEF Basic Education Programme Plan of Operations (1992-2000) it states that the quality and efficiency of primary education system are continuously and increasingly being called into question because people have lost confidence that the anticipated objectives of primary education would be achieved taking cognisance of the machineries put in place for that purpose. According to the Survey, for example, the curriculum adopted in primary schools has been over-loaded with 16 subjects and this is not often accompanied by the "requisite teacher training or instructional support materials". The Report further adds that, even in a situation where teachers have been trained, the training programmes are usually inadequate and one finds that the teachers lack the tools and motivation to apply whatever they have acquired in terms of knowledge and skills. Furthermore, there is an acute shortage of qualified teachers in the primary schools so much that it negates the provision of the National Policy on Education that recommended a teacher pupil ratio of 1:40 in the primary schools throughout the country.

Similarly, the Report further added in relation to the physical condition of the schools that their environments are not in any way near the promotion of quality teaching and learning. While good atmosphere for conducive learning could only be ensured if all the required facilities are made available in the schools, the situation as obtained is

contradictory. So many schools were without roofing facilities while most of them were without seats, thus militating against successful learning. For example in the fortyseven per cent of the schools sampled, the Report states, "furniture was grossly inadequate for pupils' use, pupils sat on building blocks or were cramped in long benches without desks and thirty eight per cent of the classrooms had no ceilings."

With respect to provision of textbooks to the primary schools which was considered as an important tool towards ensuring good output as contained in the National Policy on Education (1981) it is sad to note that up to this moment (1998) no significant impact has been recorded in that direction. In line with this problem, the SAPA report explains that seventy seven per cent of the children that were observed in the study had no textbooks and one-third of them lacked writing materials. This, therefore, becomes a clear testimony that the anticipated objectives cannot be achieved. However, of recent, and in 1995 to be precise, the Federal Government of Nigeria has introduced a revolving scheme for the supply of the required textbooks to all primary schools in the Federation. In this scheme, an arrangement or agreement has been entered between the Federal Government and the World Bank for the supply of textbooks in phases beginning with primary 1. However, this has not recorded significant impact in reducing the shortage of textbooks in schools especially in the Northern States. This is caused primarily because the

little contribution of N20,00 (Twenty naira) per book as agreed upon has not been forth-coming. Many parents in the North are still of the belief that it is the duty of the government to provide education to the children free of charge without soliciting for their contribution. With this situation, therefore, the problem is still prevailing in many schools and it is of course a source of great concern and worry.

Another important area in Primary Education is that of funding which observers believe is an important factor that would determine the level of performance in the primary schools. A lot of comments have been passed that indicated an intense skewed resource allocation to education sector. These comments are concurred by FGN/UNICEF Basic education programme plan of operations (1997-2001:10) which states that although education enjoys a high status in national budgetary allocations compared with other sectors "..Allocations to primary education are grossly inadequate where salaries and other emoluments absorb close to 90 per cent of the primary education budget". This pressure in addition to the magnitude of primary education problems constitute the bane of successful provision of primary education to the populace (Adesina et al, 1983:78).

From the review so far, it could be seen that the Federal Government at the initial instance did fund the universal Free Primary Programme until the adoption of the 1979 constitution

that passed the responsibility to state and local governments.

Unfortunately, that was the period when the programme started experiencing trouble primarily due to poor funding that often made it difficult to even pay teachers' salaries not to talk of other vital issues. Following this trend, therefore, a lot of comments and suggestions were made by concerned people as to how primary education can be resuscitated and improved. The summary of all these culminated into the establishment of the National Primary Education Commission in August, 1988 through Decree No. 8 establishing the following:

(a) the National Primary Education Commission with corresponding bodies at the States, Local Government areas, District and village levels;

(b) the National Primary Education Fund made up of 65 per cent contributed by the Federal Government toward the payment of primary school staff salaries;

(c) the Primary Education Interim Development Fund made up of 20 per cent of the Federal Government contribution to be set aside for ten years and used for capital development of primary schools in educationally disadvantaged states.

With the above funding structures put in place, the position of primary education in the country started changing. There was constant and prompt payment of teachers' salaries and allowances, renovation of dilapidated schools, construction of additional classroom where needed and a host of other

development projects.

However, since the management structure of primary education as contained in its enabling decree, gave the Local Education Authorities autonomy, the Local Government councils felt slighted over this because they used to be under them in all respects. Consequently, a lot of appeals were made to the Federal Government to change the structure not minding whether the structure has brought about successes or failures. This tendency made Federal Government in January 1991, through Decree No. 31, barely two years of the existence of the National Primary Education Commission with other States and Local Government Primary Education Structures, to repeal the Decree that established them. Thus, primary education management was once more handed back to the Local Government Councils in the Federation.

This action coupled with the fact that after sometime, the pathetic sight of primary schools together with other problems began to resurface again, led the Federal Government to rescind its decision of putting primary education under Local Government councils. Therefore Decree No. 96 of August, 1993 was enacted and it provided the same structure of primary education management with some modification in the funding structure. This is what now obtains as far as the management structure of primary education is concerned in Nigeria. One thing to be borne in mind is that the inconsistencies in the management of primary education according to some Nigerians

largely contributed to the teeming problems now militating against its successful provision.

2.8 FUNDING OF EDUCATION:

2.8.1 A Global Perspective

It is often argued that most economists would probably accept the fact that it is the human resources of a nation that largely determine the character and pace of its socio-economic development and not capital or material resources. The most effective mechanism for developing human skills and knowledge is through formal education system.

With this in mind therefore, most developing nations have been lured to believe that it is the rapid quantitative growth or expansion of educational opportunities that will lead to the attainment of rapid development in a country. To this end, many countries have committed themselves to the goal of universal primary education in the shortest time possible not minding the cost implications. In fact it is only recently that some politicians are beginning to realise that a quantitative expansion of primary education will certainly require a corresponding rise in the cost of maintenance.

This notwithstanding, Todaro (1977) opines that in most developing countries, formal education remains the largest industry and of course the greatest consumer of public revenue. This development, in the researcher's view, owes its origin to the ardent belief that education forms the basis

upon which successes are recorded in all human endeavour. For example a literate farmer with at least a primary education is thought to be more responsive to new agricultural technologies than an illiterate one and this applies to all other human endeavours. In order to succeed, therefore, people strive to acquire those skills thereby encouraging the government to expand education industry. Again, in former colonial countries, many educated indigenes were needed to replace the colonial masters in areas like medicine, engineering, and architecture. This also served as an impetus to the governments to expand the provision of education in their respective countries.

Apart from the need for manpower, people also exerted considerable influence or political pressure for the expansion of schools so that their children could have places in schools, obtain certificates and be placed on a lucrative job in government. This, in their opinion, is the only way to escape from poverty. Following these forces of demand for more schools, there had been a very tremendous acceleration on the rates of public expenditure on education in the low developing countries in the last two decades. For example, in Asia, the total public expenditure on education trippled during the 1960s while in Africa and Latin America, public education expenditure more than doubled (Todaro, 1977). Commenting further, Todaro (1977), states that public expenditure on education during the 1960s was more pronounced than for any

other sector of the economy. This, he maintained was so glaring because by mid 1970s, educational budgets in many third world nations consumed 20 to 25 per cent of the total government recurrent expenditure, Table 2.2 will shed more light on the public expenditure on education from a global perspective.

Table 2.2: Public Expenditure on Education, 1970-1988

	1970	1975	1980	1985	1986
World Total	171.2	348.6	617.3	687.4	1023.7
Developing Countries	14.4	40.9	94.6	97.6	125.8
Sub-Saharan Africa	1.3	4.0	11.0	8.0	7.1
Arab States	1.8	8.4	18.0	23.8	27.7
Latin America/Caribbean	5.6	13.6	32.7	28.6	38.9
Eastern Asia/Oceania	2.6	6.3	15.5	19.9	24.4
Southern Asia	2.2	5.3	12.8	14.8	24.0
Least developed Countries	0.5	1.1	2.2	2.5	3.0
Developed Countries	156.7	307.7	522.7	589.8	897.9
North America	8.3	131.3	201.8	298.3	365.7
Asia/Oceania	10.2	35.0	73.0	79.7	158.9
Europe/USSR	63.5	141.4	247.9	216.8	373.3

Source:World Education Report 1991 (UNESCO)P.36.

A close observation of Table 2.2 will show that public expenditure on education has been on the increase in almost all countries and this perhaps could be due to the fact that the need and consideration attached to education as a basic

necessity for all countries that required progress have been emphasized in different educational gatherings. For example, Arjun in UNESCO (1994:29) states that "education is a fundamental element in sustaining economic growth in any country". While primary education, according to Strumulin in UNESCO (1994:30), yields the highest economic growth or returns to society. These declarations were made in India when a panel was set up to analyse the "External and Internal Financial Resources of Education For All" (EFA).

2.8.2 Recent Trends in the Funding of Primary Education in Nigeria

Giving the heavy responsibility of funding primary education, coupled with its importance towards economic growth which Musaazi (1982:248) describes as a "Lever for economic advance and national integration", it is imperative to trace the track followed in the funding of primary education in Nigeria with a view to ascertaining the extent to which attention was accorded to it or other wise.

In his analysis of the funding issue in Nigeria, Eze (1983) states that the funding started during the period when Nigeria became a political entity in 1914 and during that period, the British High Commissioner was empowered under 1905 Education Proclamation to control and provide financial assistance to schools. Another milestone was reached in the funding of primary education when both private and public engaged in the funding of education. Under this system,

government provided subsidy for education and such subsidies could be in any form that included grant to education, direct assistance to students in form of scholarship, bursaries and where absolutely necessary soft loans. Tax relief were also given to remedy the financial difficulties encountered by parents in the payment of school fees for their children.

However, as things began to change on educational expansion and control, government had to be realistic enough to assume full responsibility of funding primary education. This was necessary as Callaway and Musone (1968) observe "as educational facilities spread, the government of the day gradually took a greater share in the responsibilities of the financing and administration of primary schools".

Presently, the Federal Government's position on financing primary education in Nigeria can be seen in relation to its declaration in the revised National Policy on Education (1981) which emphatically states that "Education in Nigeria is no more a private enterprise but a huge government's revenue that has witnessed a progressive evolution of government complete and dynamic intervention and active participation. The Federal Government of Nigeria has adopted education as an instrument per excellence for effecting national development" (NPE 1981:3). Taking into cognizance the very nature of education as cost intensive investment which needs the concern of all and sundry, the National Policy on Education went further to state that "education is an expensive social service that

requires adequate financial provision from all tiers of government for a successful implementation of educational programmes.

However, the fact that the Federal Government accepts and believes that the provision of education is a social service mandatory on the government itself to provide, may be the reason why people were and are still reluctant to contribute towards its development despite the statement in the National Policy on Education that government welcomes and encourages the participation of local Communities, individuals and other organisations.

Arguing in favour of private contribution in the expansion and development of primary education in Nigeria, Callaway and Musone (1968) observe that "if primary education is to be expanded given the rapid population growth rate of between 2.5 per cent and 3 per cent and while not retarding other essential developments, drastic policy action on its financing is unavoidable".

It was against this background therefore that government was compelled to take greater responsibility in the financing of education despite its lean resources. As a start the responsibility was shouldered squarely by the state governments except during the colonial period and the time of universal primary education programme. Daku (1986) in agreement with the above statement maintains that it was only recently that local governments were asked to contribute 40

per cent as counter funding to the 60 per cent given by the states government. Besides, it should be known that the practice of putting the responsibility of financing education to states, in the researcher's view, owes its origin to the 1947 Richard's constitution which specifically organised education regionally so that each region could become solely responsible for the development of its own educational programmes. Furthermore, the 1979 constitution came out clearly to divide the responsibility of financing education into the three levels of government. According to its provision, Federal Government took the lion share of 50 per cent, state governments 43 per cent while the Local Government Councils contributed 7 per cent.

However, this arrangement was short lived due to the poor economic position of all the three tiers of government at that time. In addition also the continued statement that education is an expensive social service as such all the three tiers of governments must be deeply involved was also a factor. This statement was reported in a New Nigerian edition of 24 September, 1977 where the then Head of State General Olusegun Obasanjo was reported to have said that States and Local Governments would have to contribute towards the running of primary education if at all the quantity and quality in the sector are to be maintained.

Even though this represented the stand of the Federal Government yet Ndagi in Adesina et al (1983) report that the

Federal Government continued to make substantial financial grant towards primary education. For example, in 1975-76 one hundred million was allocated, about five hundred and fifteen million in 1976-77 and 584.2 million in 1977-78 academic session.

However, when State and Local Governments were asked to contribute their own quota as stipulated in the 1979 constitution, most of them could not fund primary education as intended. These incapabilities led to so many Local Government Areas being unable to pay even teachers' salaries not to talk of other vital requirements of the schools (Daku 1986).

This financial incapacitation as exhibited by different Local Government councils continued until 1987 when a Technical Committee was set up by the National Council on Education to critically study the situation and recommend the most appropriate way of financing primary education. The report of the committee which was submitted the same year recommended the responsibility sharing formula for primary education as follows:

1. Teachers' Salaries;
   - (a) Local Government Councils — 50 percent
   - (b) State Governments — 30 percent
   - (c) Federal Government — 20 percent
2. Capital and other charges;
   - (a) Provision and Maintenance of Infrastructure
   - (b) Instructional and Public learning materials

(c) Other charges.

i)	States	50 percent
ii)	Local governments	30 percent
iii)	Communities	20 percent

(Report on Technical Committee, 1987:37).

The sharing formula as can be seen above was, however, subjected to a lot of criticism because of certain lapses that could be spotted. In the first analysis, the Local Government Councils who have been allocated lion share in the formula may not actually be in a position to comply without affecting other aspects of developments because of certain economic constraints especially those that are located in the North. Probably that may be why Alabi (1991:26) challenges the committee of arbitrariness because of its failure to provide criteria followed in arriving at the formula and non-specification of actual sources of the funds.

With all these developments in the field of primary education, the quest for solution for the proper funding continued up to the time when the Armed Forces Ruling Council (AFRC) decided to subsidise the provision of primary education by sixty five per cent and the establishment of National Primary Education Fund to which all the tiers of government will make contribution. (New Nigerian 24th March, 1988:1). This similarly paved way for the emergence of the National Primary Education Commission through Decree No. 31 of August 1988. However, the provisions made in the Decree regarding

primary education gave some little autonomy to the Primary Education Commission, State Primary Education Boards and Local Education Authorities and this later became a source of discontent among the three tiers of government especially the Local Government Councils which felt that their money was deducted at source and they have little or no control over primary schools at their respective areas. Perhaps, this discontent and the appeals that followed made the Federal Government to abrogate the Decree establishing the National Primary Education Commission with all other structures in 1991, thus putting primary education back to Local Government Councils.

Following this action people wanted to see positive changes coming up but unfortunately inspite of all the resources meant for primary education given to Local Government Councils, no meaningful developments were noticed (Ibukun 1997:181). This retrogressive tendency could not be contained by people and so government had to promulgate a new decree in August, 1993 because of the incessant public outcry. This re-established the National Primary Education Commission with all its former structures.

With the National Primary Education Commission presently managing primary education in the country, the question of funding still gnaws at peoples conscience. This, perhaps is necessitated because the problems that have been attributed to poor funding before are still prevailing in the management of

the schools and are of course constituting as a serious barrier to proper provision and maximum utility of primary education in Nigeria.

In essence, therefore, more considerations need to be focused in the area of funding primary education so that solutions beneficial to the targeted objective be achieved.

2.8.3 Developments in the Financing of Education in Nigeria:

Financing of education could be seen as a process of allocating resources for the purpose of running the affairs of schools in order to attain the goals for which they were set. Such monies are allocated to educational administrators who are assumed to be expert in the field of education so as to enable them steer the schools towards achieving the desired objectives.

However, allocation of the required resources is a prerequisite before the targeted objectives are articulated and attained. This was concurred by Edem (1987) who states that if educational goals are to be achieved, there must be adequate financial support. Musaazi (1982) in a similar comment states that for schools to function effectively, they need sufficient money which will be used in buying textbooks, payment of teachers' salaries, construction of new buildings, purchase and maintenance of equipment that will enable the schools to function effectively. Similarly, Ozigi (1987:69) further stresses that "no organization can survive or carry

out its functions effectively without adequate financial resources at its disposal". He further maintains that "money is needed to pay staff, maintain plant and keep services going". To sum up, Adesina (1990:46) reaffirms that the "cost of goods and services embedded in the school system is a sufficient justification of the emphasis commonly placed on school finance". The magnitude of the number of employees, buildings, equipment and supplies used in the school system show how important school accounting and principles of financial resources allocation are to the educational administrator".

However, the financing of education in Nigeria according to Adesina (1981) started with the missionaries who were the pioneers of education in Nigeria. This was done according to Fafunwa (1974) through gifts from their home missions, friends and later from the local contributions. Considering how informal the source of the financing was, one will believe that it looked so temporal and unreliable to support such a big capital intensive investment. However, as the missionaries were gaining more ground, they had a corresponding increase in the number of converts thereby expanding their source of revenue for the maintenance of the few schools. Similarly, between 1870 and 1876 the colonial government in Lagos made spasmodic effort to assist some of the missions that were responsible for the schools established. In the first instance, the sum of 300 pounds was earmarked for the support

of the missions and in 1872, it was increased to 1000 pounds but later it was reduced to three hundred pounds again. Between 1874 and 1876 the colonial government made an annual grant of three hundred pounds and this amount was shared equally among the three missions that had established schools as at then and in 1887 it was raised to six hundred pounds per year (Fafunwa 1974:129). Consequently, as the pace of this expansion was maintained, the dependence on foreign sources for the maintenance of schools was phased out completely.

However, a remarkable departure from this trend was recorded when the 1882 Ordinance was promulgated based on the British Education Act of 1844 containing the following criteria for grants for teachers' salaries as submitted in Fafunwa (1974:94):

(a) Grants for organisation and discipline, with special grants to schools which obtained a large percentage of pass and reached high standards of general excellence;

(b) A capitation pass grant for each subject;

(c) A capitation grant in proportion to the average attendance at the school.

This arrangement remained intact until in 1886 when Lagos was separated from Gold coast to become the colony and protectorate of Lagos on its own. This development later made it necessary for the enactment of the first Nigerian Education Ordinance in 1887 having a Board of Education that looked and followed the same pattern as that of 1882. The only uniqueness

of the 1887 Board was that the grants for schools were properly spelt out in detail, categorising it into infant, primary, secondary and industrial schools, each receiving grants according to size and productivity. In fact, scholarship of ten pounds a year was given to children especially those from poor homes to support them obtain secondary education. This was all to show how government was concerned about the provision of education at that period.

However, Thakur, Musaazi and Aminu (1980) in Alabi (1991:15) further identify other forms of grants in addition to the provision made in the 1887 Education Ordinance. According to them, the Board was empowered to make available grants for capital expenditure and grants for industrial teaching. In Adesina (1981) the list was further increased with an addition of grants in aid for infant schools.

With all these developments as regards the financing of education, it would still be noticed that the financing of education was not only informal due to non availability of a defined source, mode and of course continuity but also because of the snail speed the whole financing processes were subjected to. This line of argument is agreed by Alabi (1991) when he classifies colonial funding of primary education as purely informal. This is also accepted by Ibukun (1997:1990) who describes the funding of education by the British as unserious and in consequential.

This notwithstanding, however, Phillipson (1948) in his Report on grant in aid of education in Nigeria in the period 1939 - 40 and 1947 - 48 gives the following as the colonial government grant in aid of education.

1939/40	106,562	pounds
1940/41	106,071	pounds
1941/42	133,210	pounds
1942/43	186,864	pounds
1943/44	296,948	pounds
1944/45	288,281	pounds
1945/46	393,259	pounds
1946/47	529,264	pounds
1947/48	758,700	pounds

Phillipson Report (1948:7).

In consideration of the above distribution of grants in aid of education, Lord Lugard, a one time Governor General of Nigeria notes that "the net cost of education in Nigeria is about 1.5 per cent of the ordinary revenue of the country (1.6 per cent in 1916 and 1.4 per cent in 1917). He similarly observes that "if this were doubled it would still be an inadequate ratio" (Philipson 1948:17). However, the successive increase in the amount of contribution given by the government could have emanated due to enrolment increases as observed over the years and this according to the World Education Report of 1991 had significant implication in terms of resources both human and financial. The significance of the

Philipson Report according to Taiwo (1981:113) is more obvious when government has a clear view of the need to accept the growing financial responsibility in education that include teachers' salaries and allowances, Headmasters' allowances, administrative expenses, overhead cost in relation to supervision and special grants to schools that attained "exceptional standards in efficiency, organisation, teaching, discipline and tone" (Taiwo, 1981:113). The acceptance is understood by people to be a tremendous development in the field of financing educational developments. This development aside, a critical analysis of the way and manner the colonial government handled the financial affairs of schools especially the grants in aid offered, would convey the message that there was no permanent system of funding education at that period. What actually determined the level of contribution towards education was the attached importance enjoyed by it given the prevailing circumstances and situations. No wonder, therefore, Aluko (1965) in Alabi (1991:17) rightly observes that "the colonial government contented itself only with regulating opening and running of schools through the process of meagre grants in aid". Therefore, since there was no rigid formula used in allocating resources to schools the financial attention and concern changed according to whatever government wanted to emphasis at a particular point in time. Moreso, since some financial assistance used to come from donor agencies, perhaps it might be argued that the change in

emphasis from one system or method to another could be attributed to the donor's interest and aspiration hence his decision to offer the financial assistance. This argument is in line with Bhuttan experience where there used to be sharp difference between capital and recurrent expenditure in the country and this was caused by the financial donors who wanted to see their funds used for specified projects. In fact the intensity of the problem prompted the Royal Government to "step in to persuade aid agencies to avoid the natural bias towards capital projects as there will be a requirement for recurrent cost financing" (UNICEF, 1996).

However, when financial assistance from donor agencies was not regular and constant, another form of financing popularly known as Assumed Local Contribution came up to serve as a source of funds to aid the schools. This contribution more than anything else helped towards ensuring that parents were geared into payment of school fees that were based on unit of male pupils. This disposition was concurred by Abernethy (1969:181) who states that the assumed local contribution was to serve as a remedy to the financial difficulties encountered by the missionaries in the provision of education. But one point to note is that even though the Assumed Local Contribution was meant to assist schools yet no clear definition was made on its operational modalities. This subjected the contribution to a lot of lapses and abuses. Sharing this view, Adesina (1980:153) states that many

unscrupulous principals turned the proceeds realised through ALC into personal wealth thereby defeating the rationale for its introduction. This pathetic situation might have been the retionale behind the recommendation made by Oldman (1961:33) in his report that "tuition fee in primary schools be completely abolished". This was further accepted by Aluko (1965:23) who considers the contribution through the ALC as very insignificant to serve as a good source of revenue for the government.

However, it was not until September, 1976 when the Universal Primary Education was introduced, that school fees in all primary schools were abolished across the nation. The point worth noting here is that school fees as charged in the primary schools have not actually made any appreciable impact in supporting the financing of education. In fact, to further buttress this very fact, in October, 1979 following the inception of the second republic, five states which included Ogun, Ondo, and Lagos went ahead to abolish fees in all their secondary schools as a policy with a pledge that their respective government would bear the cost squarely.

However, the real problem associated with the financing of education was not immediately felt until when the Native Governments took over the responsibility. This was partly because the Colonial Government did not very much concern itself with the provision of education in the real sense.

Thus, the kind of education given by the colonialists was to enable them achieve the purpose of their coming which was undoubtedly not development in education. Mead in Ukeji (1978) and Lord Lugard in his Dual Mandate (1965) agree that colonial administration anywhere in the world had no initial intention to develop the colonies, hence, the low investment in education in Nigeria as well. The trend in expenditure in education from 1918 - 1950 is presented in Table 2.3.

Table 2.3: Expenditure for Education in Nigeria Selected Years 1918 - 1952 (in pounds)

Year	Expenditure for Education	Total Expenditure	Percentage of Total Expenditure
1918	35,747	3,450,774	1.0
1923	100,063	6,509,244	1.5
1925	116,301	6,509,244	1.8
1929	263,457	6,045,621	4.3
1933	237,732	6,898,816	3.3
1936	231,983	6,585,458	3.5
1939	282,820	6,576,835	4.3
1951-52	8,325,000	49,131,000	16.0

Source: Adesina S. (1977:65). Planning and Education Development in Nigeria. Lagos: Academy Press.

From Table 2.3, it would be noticed that the years 1929 and 1939 have been singled out with a high level expenditure on education of up to 4.3 per cent, while all the other years have a relatively low expenditure before the Regional

Governments were established when the expenditure rose to 16.0 per cent of the total government expenditure. With this, the trend in the development of education especially as regards financing, confirmed the argument put by Ukeji that colonial administrators were not in colonies for the purpose of development.

However, when Regional Governments took over the financial responsibility of education in their respective regions, expansion of schools and a corresponding rise in the level of finance started. Taiwo (1980:113) states that an indication to that effect was given by Awokoya, the then Minister of Education for Western Region in July, 1952.

Commenting on the region's educational policy, the minister said "is one of expansion and reorientation... it is hoped that in a few years time, it should be possible to have universal education for all children of school age in the Western region". But the problem of financing the expansion in primary education according to Abernethy (1969) soon accompanied the statement made by the Minister so much that it frustrated the effort of the regional government in that direction. One of the noticeable factors that brought about the problem was the expansion recorded sequel to the introduction of Universal Primary Education. Furthermore, Abernethy (1969:155) maintains that the planning of Universal Primary Education was based on the assumption that enrolment would increase slowly in 1953 and 1954 over the 1954 figures

of 381,000, that in 1955 it would rise to 492,000 and later grow by about 100,000 annually until 1959 when a plateau would be reached at 900,000. Unfortunately for the planners, these figures later turned out to be grossly underestimated, thus making the whole financial plan unrealistic and counter-productive. In fact, the financial predicament witnessed in running the schools made an Ibadan based communal party called Mobaloje to categorically state in opposition to the programme that "when we paid for (education) the children did not learn much, now that it is free, they will learn nothing (Abernethy, 1969:156).

Consequent upon that, in 1952, the Ibadan Government announced that an education and health levy would be collected to cushion the difficulties encountered in the financing of primary education in the region.

The financing of Universal Primary Education in the Eastern Region was also similar to that of the West. When the Eastern region introduced the scheme in 1957, a committee was set up to review the education system in the Region and it discovered that already one third of the total revenue was spent on education and that it would require all resources of the government to enable it introduce Universal Primary Education. This declaration is in line with Banjo Commission's Recommendation as reported in Alabi (1991: 22) that a lot of money must be injected to primary education before it can stand to serve the purpose for which it is meant. Table 2.4 is

expected to provide more light on expenditure on education as entertained by the regional governments.

Table 2.4 Education as a Percentage of Government Expenditure in the Regional Accounts and in the Accounts for the Federation of Nigeria during the period 1955-62.

Region	1955	1956	1957	1958	1959	1960	1961	1962
Current Expenditure								
Northern Region	20.1	25.4	24.0	24.5	24.4	23.0	22.4	24.3
Eastern Region	37.6	42.5	49.0	43.4	45.2	44.9	41.5	38.2
Western Region	40.7	36.5	42.8	41.3	40.8	43.9	44.6	47.3
Eastern Region	16.4	18.7	22.0	21.2	21.4	21.4	22.3	not known
Capital Expenditure								
Northern Region	21.1	10.0	12.5	11.7	13.6	22.2	25.9	17.3
Eastern Region	6.6	40.9	10.9	5.7	4.6	6.9	3.4	6.5
Western Region	34.2	40.9	41.9	17.1	9.7	10.1	5.6	4.1
Federation	12.1	13.5	11.7	10.2	5.5	5.8	5.8	not known
Recurrent and Capital Expenditure								
Northern Region	20.5	19.5	19.5	19.7	20.7	23.9	23.6	21.5
Eastern Region	28.4	42.3	34.0	34.0	34.8	36.9	28.2	26.9
Western Region	38.7	37.5	42.6	33.7	28.1	30.5	29.1	29.5
Federation	18.7	17.3	18.7	17.0	15.2	16.1	15.5	not known

Source: Callaway and Musone, Financing of Education in Nigeria (Paris: UNESCO/International Institute for Education Planning, 1968), P. 24.

pronounced at independence. In fact, recent trends in the financing of education testified that even with the increasing government financial participation, the problems are yet to be over. This might have informed why when the universal primary education was started in 1976, the Federal Government could only manage it for just five years before it later devolved the responsibility to states and local governments thus opening a new chapter in the history of financing and management of primary education in Nigeria.

However, a point worth noting is that the Federal Government did not start the oscillation in the financing of primary education without what they called genuine reasons. According to sources emanating from the government, cost devolution was necessitated after a careful analysis of the funding problem through which it realised that, all hands must be on deck in order to properly fund primary education in Nigeria. This line of argument is agreed to by Bray (1981:96) who states that:-

> "because cost turned out to be so high, the Federal Government had to devolve responsibility to States and Local Government. Secondly, the newly introduced revenue allocation formula had an adverse effect on the total Federal Government share. Consequently, therefore, this resulted in the Federal Government completely withdrawing its

> the total Federal Government share. Consequently, therefore, this resulted in the Federal Government completely withdrawing its Universal Primary Education assistance (Report of Technical Committee, 1987:7).

Similarly, the collapse of crude oil price which was so glaring in 1975 could also be identified as a good reason for the Federal Government's financial withdrawal in the field of primary education. The drastic effect caused by the decline in the prices of oil at the time of Nigeria's quest for educational development was reported in the West African Magazine in its issue of 18th September, 1975. Another probable reason for the decline in government's subvention to education as advanced by critics, is the way and manner the second republic managed public funds which the succeeding administration described as reckless and fraudulent.

All along it has become very clear that the heavy responsibility of financing education generally and that of primary to be more precise needs other sources to make it not only viable but also productive. Table 2.5 which follows throws more light on the heavy finances involved in the funding of education in Nigeria.

Table 2.5: Federal Government Expenditure on Education 1960-1 to 1979 - 80

YEAR	CAPITAL EXPENDITURE	% OF TOTAL CAPITAL BUDGET	RECURRENT EXPENDITURE	% OF TOTAL RECURRENT EXPENDITURE
1960-61	1.7	1.7	9.4	11.8
1962-63	5.4	6.0	10.2	5.2
1965-66	10.9	8.8	7.8	2.7
1968-69	5.4	3.1	15.2	4.7
1973-74	30.0	3.9	12.2	2.1
1974-75	179.0	9.6	128.7	13.7
1975-76	750.3	19.6	295.2	17.5
1976-77	567.9	11.7	590.7	23.5
1977-78**	500.0	6.9	786.6	25.4
1978-79**	301.4	5.8	773.7	27.6
1979-80	391.1	5.8	773.7	27.6

* Approved Estimate * Estimates

Source: Bray 1981:94 Universal Primary (Education in Nigeria: A study of Kano State. Routeledge and Kegan Poul, London).

From table 2.5, it is obvious that the Federal Government spent a lot of money on education and so when it devolved the responsibility to State and Local Government Councils, there were justifications. However, even the State and Local Government Councils knew too well that the responsibility now given to them to fund primary education was not an easy one. Therefore, right from the onset, they started thinking of ways

of reducing or minimising the hardship to be encountered. For example two years after introducing Universal Primary Education in Kano State, a former Military Governor of the state, in appreciation of the enormous task of UPE programme cautioned that "parents in Kano state may soon be called upon to contribute in cash or kind towards the UPE". He further stated that 'the reference of UPE as "Free" was not tenable as such it should be deleted so as not to raise false hopes and aspirations from the government (Alabi (1991:24). This development was equally accepted by Bray (1981:98) who opines that education sector needs serious contribution from the public to make it attain its objectives. This experience was felt also in Kenya when the expansion in primary education placed so much financial burden on the government to an extent that other sources were scouted to reduce the burden (Stabler, 1969 in Musaazi, 1986:243).

Subsequently, government lured parents into payment of token amount of money as contribution in the field of education under different guises that include development levy, Parent Teachers Association (PTA) levy, and so on. In a similar development, Alabi (1991:25) reports that the National Council on Education Technical Committee Report on the Financing and Management of Primary Education also discovered the existence of this contribution in Borno State and the total amount realised through it amounted to six point eight million naira (6.8m) annually.

No doubt, therefore, there are difficulties in the funding and management of primary education as noted above. This necessitated changes in the sector which invariably brought incessant oscillation from one system of funding to another.This is argued to be a major factor in the predicament now afflicting primary education in Nigeria.

2.9 NATIONAL PRIMARY EDUCATION COMMISSION, LOCAL GOVERNMENT EDUCATION AUTHORITY AND THE MANAGEMENT OF PRIMARY EDUCATION

From the above review, it could be noted that Federal Government did start the funding of primary education throughout the country especially during the Universal Primary Education period in 1976. However, this decision was reverted following the adoption of the 1979 constitution which passed the responsibility to states and Local Government Councils. This arrangement was maintained until when the sector fell into trouble primarily due to poor funding which made it virtually impossible for teachers' salaries to be paid regularly. In fact, according to Maduwesi (1990) this short coming led to so many strike actions embarked upon by teachers and subsequent closure of schools in different parts of the country in the late eighties.

With this kind of atmosphere, people were left with no option than to offer suggestion over the media regarding the issue. Government on its own part, set up committees to study the situation and recommend as appropriate.

It was as a result of this that finally in August, 1988 the Primary Education Decree was promulgated establishing the following:

(a) the National Primary Education Commission with corresponding bodies at the States, Local Government Areas, District, and Village levels;

(b) the National Primary Education Fund made up to 65 per cent contributed by the Federal Government towards the payment of primary staff salaries;

(c) the Primary Education Interim Development Fund made up of 20 per cent of the Federal Government contribution, to be set aside for Ten (10) years and used for capital development of primary schools in educationally disadvantaged states.

With the above stated law enforced, the National Primary Education Commission was assigned the responsibility of managing the affairs of Primary Education throughout the country. The same structure was also established at the states and local government levels. However, as earlier on stated, this system of management was short lived as in January, 1991 the set up was reverted and the local government councils were given that responsibility. But when later it was discovered that they could not shoulder the burden, the management system was also changed and the National Primary Education Commission was re-established in 1993 by the Federal Government. It was re-established with some modifications with regard to the

funding procedure most important of which is the fact that the Local Government Councils took charge of the payments of staff salaries and allowances. Now that the commission has been in existence for some years, it would be argued that at least some remarkable achievements have been recorded especially in the field of payment of staff salaries and allowances, promotions of staff, renovation of dilapidated structures and a host of other areas that helped towards lifting the standard of primary education in the Northern states in particular and the nation in general. However, there are areas that require close attention and possible modifications so that the management of the sector would be more efficient with greater performance achieved.

2.9.1 State Primary Education Boards, Local Government Education Authorities and the Management of Primary Education

The Decree that established the National Primary Education Commission made provision for the setting up of the State Primary Education Boards and the Local Government Education Authorities to be responsible for the running of primary education at state and local government areas respectively.

The main functions of the SPEB are among others to ensure that the management of primary education at the state level is done hitch-free. It also receives funds from the Commission and remits to LGEA. The State Governments, apart from paying

the salaries of staff of the Boards, also make available funds for the purchase of facilities and equipment for use in the schools.

In a similar development, the Local Government Education Authorities are assigned the responsibility of monitoring primary education at the Local Government levels. The salaries and allowances of staff of LGEAs are deducted at source from the grants of Local Government Councils and remitted through the Boards to the LGEAs for payment. The LGEAs manage the development of Primary Education in their respective areas with funds received from the Commission as over heads. It is pertinent to note that with all the three tiers of government involved in the funding structure, the Local Government Councils appear to be contributing more since they pay the salaries and allowances of the staff of LGEAs. Perhaps that may be why the Councils are always complaining that the burden is too much on them.

2.10 STAFF DEVELOPMENT

Staff development can be seen as an aspect that embraces much more than in service education as is usually opined by some scholars. Perhaps this assertion may have its base on the fact that organisations have been trapped into engaging their employees in continuing education beyond the normal sequences of schools and colleges for quite sometimes. The anticipated expectations of such organisations by so doing are that

employees would be better trained and equipped for effective productivity.

However, in his own contribution, Harris (1980) sees staff development as an aspect that connotes professional growth of staff in an organisation mostly sponsored by respective managements to enhance performance. He further stresses that staff development as a term involves at least two different kinds of training. The first is the in-service education where staff are given the latitude to further their education and later competence to enable them function well in the over-all organisational performance. The second type of training, he further emphasizes is the advanced preparation that involves training too but with modifications to ensure that staff are well educated on new, advanced and different job assignments. In fact, this aspect of staff development is often considered very important because it involves some aspect of manpower planning.

The above submission will sufficiently convey some ideas that after an employee has been recruited, selected and placed, he is then given certain instructions on how to perform his job. These instructions in actual sense, marked the beginning of training process and is argued to be a good aspect of staff development. Chruden and Sheman (1963) have advanced the argument that when an employee works in an organization according to specifications of his superior it means the beginning of employee's development. They further

argue that such trainings take the form of either instructions, verbal or written or through induction course.

To sum it up the researcher wants to consider the definition of staff development by Ngu (1990) as the process of behavioural modifications or changes in workers in order to integrate organisational needs and aspirations with their different characteristics. In line with this opinion, Novit (1979) has similarly viewed staff development as the provision of training primarily to the operative personnel managers and executives for the purpose of motivating them to work hard with great competence towards organizational achievement. According to him both staff training and staff development are purposely geared towards improving skills and performance and they involve moulding and re-moulding of workers towards the attainment of organisational goals.

This then suggests that staff training and staff development are fused rather than difused and have as their main focus the tendency to improve the position and condition of workers on the one hand and the attainment of goals of the organisation on the other. This rather unprecedental development has therefore made the two aspect indispensable in the annals of organisation development and of viability. In fact according to Ngu (1990:25) staff development is so important that "No organisation can dispense with it as a programme and as a process. These views were supported by Pigors and Myers in Ngu (1990:25) when they assent to the fact

that no organisation can choose whether or not to train employees". This will be tantamout to contemplating on whether to succeed or fail in the business.

Important as it is, staff development is an arrangement where written statements or organisational plans or programmes are developed with the sole aim of improving worker's skills and subsequent performance in the various organisations. It is, however, pertinent to note that there are various ways and means at the disposal of organisations in their zeal to develop staff. Ngu (1990:31) has given the following as ways towards ensuring staff development:

(a) Induction course;

(b) On-the-Job training;

(c) Off-the-Job training;

(d) On-and-off-the-Job training;

(e) Vestibule training;

(f) Refresher courses;

(g) Conferences;

(h) Role Playing;

(i) Sensitivity Training;

(j) Supplementary Training.

However, Decree No. 96 of 1993 that establishes the National Primary Education Commission and its other structures at state and Local Government levels emphasised the issue of staff Development and training.

The Local Government Education Authorities have the

responsibility to train teachers to acquire the skills needed to function effectively in their schools. Methods employed in this regard could include in-service training scheme, National Teachers Institute's training Programmes and others. In fact, through this methods, a lot of teachers have acquired or up dated their qualifications in line with the challenges of the day.

2.11 QUALITY AND QUANTITY OF TEACHERS AND FACILITIES IN PRIMARY SCHOOLS:

One of the problems that has been militating against effective provision of primary education in the Northern part of the country is the dearth of qualified and enough teachers that will man the 40,204 (NPEC 1996) schools that are located throughout the area. This shortcoming has actually been a source of concern and worry to educational administrators and planners especially when the provision of the National Policy on Education is taken into account. The policy eloquently states that by 1995 and 1998 only holders of Teachers Grade II and NCE certificates will teach in primary schools throughout the country. In fact, this decision was what informed the phasing out of Teacher' training colleges and the National Teachers' Institute was assigned the responsibility of catering for the remaining unqualified Grade II teachers as well as making provision for Grade II teachers to obtain NCE through the Distance Learning Programme.

However, owing to the indispensability of teachers in the provision of primary education in the 40204 schools in 1996 in the country, it is imperative to make a comparative analysis between the quantity and quality of the teachers vis-a-vis the available number of primary schools with a view to showing a clear picture on whether they could actually manage them competently so as to achieve the desired objectives or not.

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Table: 2.6 DISTRIBUTION OF TEACHERS BY QUALIFICATION AND STATE IN 1995

S/NO	L.G.A	QUALIFIED TEACHERS University DEGREE	N.C.E & EQUIV	A.C.E & TCII	TOTAL QUALIFIED	UNQUAL TCIIR BELOW	GRAND TOTAL	QUALIFIED %	UNQUAL %
1.	ADAMAWA	42	2,026	5,406	7,474	3,693	11,167	66.93	33.07
2.	BAUCHI	26	1,951	5,398	7,375	6.280	13,655	54.01	45.99
3.	BENUE	187	4,992	9,528	14,707	1,685	16,392	89.72	10.28
4.	BORNO	13	1,048	3,001	4,062	5,747	9,809	41.41	58.59
5.	JIGAWA	14	508	3,289	3,811	5.524	9,335	40.82	59.18
6.	KADUNA	12	2,268	7,623	9,903	4,454	14,357	68.98	31.02
7.	KANO	60	1,773	5,853	7,686	10,614	18,300	42.00	58.00
8.	KATSINA	16	539	2,401	2,956	9,520	12,476	23.69	72.31
9.	KEBBI	7	808	2,089	2,904	4,271	7,175	40.47	59.53
10.	KOGI	65	4,528	7,246	11,839	4,804	16,643	71.14	28.86
11.	KWARA	74	4,532	5,467	10,073	3,031	13,102	76.87	23.13
12.	NIGER	16	1,829	4,377	6,222	5.326	11,508	53.88	46.12
13.	PLATEAU	22	2,530	9,787	14,387	7,404	21,791	66.02	33.98
14.	SOKOTO	7	854	2,302	3,163	8,354	11,517	27.46	75.54
15	TARABA	28	1,517	3,746	5,291	3.714	9,005	56.76	41.24
16	YOBE	3	452	1,203	1,658	3,670	5,328	31.12	68.88
17	ABUJA (FCT)	3	466	1,644	2,113	1,298	3,411	61.95	38.05
	TOTAL	595	32,621	80,360	115,624	89,389	203,971	56.68	43.82

Source: National Primary Education Commission Kaduna, 1996.

Table 2.6 offers a statistics of the number of teachers available on state basis with their qualification for all the states of the North.

From the table, it could be seen that there are 203,971 teachers in the public primary schools in the Northern States and Abuja. Of this number, 115624 representing about 59 per cent of the population possess Grade II Teachers' Certificates which at present is the minimum teaching qualification in the country at primary school level. It could also be understood that only 24.05 per cent of the teachers in primary schools are unqualified to teach in the primary schools. However, Katsina State has the highest number of the unqualified ones.

It is pertinent to note that with this kind of teachers teaching in the primary schools located in the North, the academic performance of the pupils cannot be encouraging.

Conversely, when you take the quantity of the teachers teaching in primary schools in the North which is 203,971, you will note that the quantity is enough to go round the 9,228,492 number of enrolment in public primary schools at the approved United Nations' teacher pupil ratio of 1:40 per class. Therefore, the most serious problem at the primary school level is the competence of the teacher or quality and not quantity. Of course, inducement and other motivationary tactics can go a long way towards raising the level of teachers' output in schools.

On the issue of quantity and quality of facilities supplied in the primary schools, one can state with some elements of precision that they are not at all enough even if they are of the good quality. Fransis, et al (1998:11) have asserted that most of the public primary schools are without the required facilities and this could be attributed to the fact that no clear guidelines have been entrenched into the operational structures of primary education as to who is exactly responsible for the supply of facilities to the schools. The State Primary Education Boards do the supply sometimes while at other times the Local Education Authorities do so. This inconsistency is argued to have some bearing to improper management of primary education especially in relation to supply of facilities in public primary schools as in most cases they are either in short supply or not supplied at all.

2.12 ENROLMENT AND RETENTION OF PUPILS IN PRIMARY SCHOOLS IN NORTHERN NIGERIA:

It is widely believed that education is the cornerstone of economic, social and political development. Put in another form, education is the process of enabling one to develop his potentials that include physical and mental capabilities and modify his behaviour in order to live and contribute effectively in the society.

In fact, that is why for a long time in Nigeria, education has been receiving the lion share of the country's annual budget especially in the recurrent estimates. Of particular reference was the period of 1980 - 1990 when an upsurge was recorded in the recurrent and capital estimate allocation to education which was due to government's direct intervention in the funding of primary education through the Federal Government.

However, despite the government's positive strides in this direction, a considerable number of primary school age children does not attend school particularly in the Northern States. So many reasons could be attributed to this negative development in education. However, the important point to note here is that this negative attitude incurs noticeable material and financial loss on the government so much that it becomes a source of concern and worry to the entire educational system. If by 1996, the enrolment figure for the majority of the Northern States has not changed significantly in primary schools, certainly one expects a problem to exist and this, therefore, needs to be studied and solution proferred. For example, of the primary school age children of 18,522,587 in 1989 in the country, the enrolment as at then was only 12,721,089 representing just 68.7 per cent of the total primary school age children. Unfortunately, despite our upward population variables which are observable everywhere, the enrolment into the primary schools as could be witnessed

today stands the little over 15 million and the attendance falls down to about 10 million (Anisulowo, 1996).

In a similar contribution to the problem of enrolment into primary schools, Sambo (1996:3) states that the problem of poor enrolment ratio witnessed in Nigeria's primary schools is actually a source of concern not only to the government who "has the social responsibility of providing basic education to every Nigerian child but to every right thinking person". This is so because according to him Nigeria with a population of about 88 million (1991, census) is expected to have according to United Nations' Guidelines on population, 22 million children in primary schools. But in 1995 the actual number of children attending primary schools throughout the country was just 14.9 million, thus, suggesting that 7.09 million children who are supposed to be in schools are loitering about in the streets nationwide.

Against the background of Nigeria's stand on education as contained in its constitution coupled with the fact that it is a cosignatory to the United Nations' declaration on "Education For All" by the year 2000, the problems militating against meeting full enrolment capacity in the primary schools remained a source of concern and daily discussions.

It is pertinent, however, to note that, the problem of enrolment in primary schools in Nigeria is not a new phenomenon or development entirely. When Nigeria became independent in 1960, it had 15,703 primary schools with an

enrolment figure of 2,912,600 pupils. But paradoxically by 1964, the figure went down to 14,976 and 2,849,500, respectively. The fact is that even though the relative political instability at that moment was blamed for the shortfall, yet the dramatic change was obvious enough to suggest that closer attention and concern need to be focussed on the issue of enrolment and retention in the country's primary schools. This is more important now that despite our relative political stability, socio-economic advancement and population explosion in birth rate, the attendance of primary school pupils stands at 12,937,225 as at 1994/95 which was a figure less than 15,607,505 which was the attendance in 1980 (Sambo 1996).

In his own contribution to the discussions on primary school enrolment and retention, Okoro (1996) says that the idea of increasing enrolment and retention in primary schools in Nigeria started gaining ground in the 1950s when political rivalry between the Western and Eastern regions manifested in what Nwagwu in Okoro (1996) describe as designed political and educational policies especially the introduction of free Universal education programme in the 1950s with the challenge of making education at the door steps of every child.

In defence of these moves, the Northern Regional Government also instituted the Oldman's Commission to investigate the problems of primary education in the North in 1960. The report of the commission resulted into the Northern

Nigerian Education Law of 1962 that established a partnership between government and the voluntary agencies for the rapid development and expansion of primary education in which the Minister of Education was to assume full control of the organisational and administrative function of the system (Nwagwu 1993) in (Okoro 1996).

While the above submission represents some bold steps taken by Regional Governments in their attempt to ensure the provision of primary education to every qualified child in the country, at the Federal level a more serious and gigantic attempt was also made in 1976 when the Universal Primary Education Programme was introduced throughout the country. Although the programme was designed to be free, no law was made to make it compulsory. This shortcoming actually serves as a barrier to the effective drive to ensure full enrolment capacity. The fact that State Governments have by virtue of the provision of the country's constitution, been given the duty to provide free and universal primary and secondary education to all qualified and deserving children so far as the resources will permit, the absence of a well defined law that will make it compulsory makes the whole system subject to abuses. No doubt, this anomaly has not only been a leading variable of reference being made to Nigeria but also a source of wastage of public funds. Moreso, it is scarcely necessary to mention here that Nigeria being a member of the United Nations will view the enrolment problem as a great challenge

when it especially refers to the United Nations' declaration of 1948 where Article 26 clearly states that everyone "has the right to education" and much later the United Nations further asserts that "elementary education shall be compulsory.." Similarly it also made a commitment to the Jomtiem World Declaration (1995) that education is indispensable for;

> Human progress and empowerment for human beings to be able to survive, to develop their full capacities to live and work in dignity, to participate fully in development to improve the quality of their lives to make informed decisions and to continue learning that it can help to ensure a safer, healthier, more prosperous and environmentally sound world, while simultaneously contributing to social, economic and cultural progress, tolerance and international cooperation and that Sound basic education is fundamental to the strengthening of higher levels of education and scientific and technological literacy and capacity and thus to self reliant development (Okoro 1996:5).

Another area where Nigeria got herself committed to the provision of basic education is in the Delhi Declaration where nine most populous countries in the world met for "Education For All" Summit in December, 1993. The countries that were in attendance in that summit included Bangladesh, Brazil, China, Egypt, India, Indonesia, Mexico, Nigeria and Pakistan. These countries signed a declaration pledging both individually and collectively to give proper attention and priority to the following:

i) Expansion of access to education especially for girls, women and marginalized or minority groups;

ii) Improvement in the quality of education through the

development of better teaching materials;

iii) More efficient use of resources and improved teacher training;

iv) Mobilisation of additional human and material resources for basic education at the national and international levels.

v) Greater attention to non-formal education especially distance education.

With this, it is only logical if Nigeria as a country is worried over the current trend in enrolment and retention in its primary schools. To illustrate this more, Table 2.8 is expected to shed more light on it.

Table 2.7: Northern Nigerian Primary School Statistics as at March, 1995 State by state:

S/No	STATE	ENROLMENT MAY 1994	ATTENDANCE MARCH 1995	DIFFERENCE
1.	Adamawa	464,615	493,551	(28,935)
2.	Bauchi	458,527	399,623	(58,904)
3.	Benue	730,659	589,769	(140,890)
4.	Borno	585,713	288,159	(297,554)
5.	Jigawa	426,096	121,306	(304,736)
6.	Kaduna	548,171	340,151	(208,020)
7.	Kano	840,541	471,042	(369,499)
8.	Katsina	1,623,534	371,073	(1,252,461)
9.	Kebbi	198,748	143,762	(54,986)
10	Kogi	672,552	396,438	(276,114)
11	Kwara	267,267	270,447	(3,180)
12	Niger	354,050	240,000	(114,050)
13	Plateau	806,676	559,085	(247,591)
14	Sokoto	338,281	294,403	(43,878)
15	Taraba	422,924	334,639	(88,285)
16	Yobe	458,906	281,339	(177,567)
17	Abuja F.C.T	91,232	81,095	(10,137)
	Total	9,288,492	5,675,882	3,676,788

National Primary Education Commission, 1996 Kaduna.

From Table 2.3, one will notice that 5,292,860 pupils do not attend school even though they have been enrolled.

The likely consequences of this unhealthy development is that these children will turn into social misfits in the North. It will similarly portray Nigeria as a country that is not actually paying heed to all the United Nations' declaration concerning education, especially because it has all along been participating in most of them. To alleviate the problem as it affects primary schools, several scholars have met at different fora to discuss the possible factors responsible for this unwanted development and the summary of their findings seem to suggest those that have been equally identified by Odaga and Heneved (1996) as factors militating against successful recording of good enrolment and retention in primary schools.

2.12.1 Factors Affecting Enrolment

i. Economic Factors

One major area that militate against successful enrolment and retention in primary schools is associated with the high and sometimes prohibitive cost of schooling especially in the urban centres. This submission is concurred by Odaga and Heneveld (1996) when they state that parents often could not supply essentials for the children to use in schools most of which should have been provided by the government under normal circumstances. Examples of these are the payment for

desks, sports and laboratory equipment. Furthermore they assert that most parents find it difficult to buy books and uniforms for their children and the possible option is usually to withdraw them from the schools and refuse further entry of others.

Arguing in favour of this, Obadina (1993) in Osumulu (1996) says that when fees were re-introduced into Nigerian Schools between 1982 and 1986, primary schools enrolment declined from 92 per cent to 72 per cent. This situation was more serious according to Osimulu (1996) with girls because they are less likely to attend schools in torn uniforms because of safety or decency.

Similarly, these children are sometimes needed by poverty ridden parents to supplement their efforts in taking care of the family. These could take the form of going to farm, hawking goods on the streets or even begging for alms mostly in the Northern states.

Against this background, therefore, it is the researcher's candid opinion that all these have retarded the enrolment rate as well as attendance of pupils into the primary schools. Consequently, such pupils will be left without the basic primary education because their parents could not accommodate the huge cost involved in the schooling process.

ii. Socio-Cultural Factors

Issues related to cultural orientation of a people have been argued to have adverse effect on their perception of things around them generally. This is because culture, which is seen by Orire (1996:1) as a complete way of life that comprises "language, habits, ideas, beliefs, mode of dresses, social organisations, artifacts, technical process and values, has an almost complete acceptance of people the world over. This acceptance and complete adherence to it have been more glaring as they affect female education in the northern part of the country because no emphasis is placed on girls education. This view is also shared by Osinulu (1996:4) when she posits that in the African society "priority is given to a woman's the first role as wife and mother, not only by her parents but also by the girl herself to the extent that she might drop out if not withdrawn by her parents". If on the other hand such girls decide to remain in school, you find that their academic performance and subsequent educational attainment would be greatly curtailed as a result of the feelings mentioned above.

Apart from the above belief people have generally on female education and which greatly affects enrolment and retention in primary schools, cultural activities like initiation ceremonies and the misconception of religion as a barrier to the acquisition of Western education, are often used as a source of discouragement to the successful provision

of Western education. For instance, when a small girl is circumcised during working period, it will certainly affect her attendance to school function. This could either be as a result of health complications or a feeling of the attainment of adulthood which will make them difficult to control in the schools. This problem is more devastating in Kenya and Tanzania as 81 per cent of such girls drop-out after attaining that level in life (Osinulu, 1996). When such type of developments are recorded in schools, no doubt, enrolment and retention in the schools would be greatly affected.

This unhealthy development would later have severe consequences on the future of a nation just as Hamilton (1969) quoted in Lockheed and Verspoor (1990:69) observes:

> A nation's children are its greatest resources. In only a few decades the prosperity and quality of life of our nation will be determined by today children and their abilities to solve the problems that be fall them, their families, communities and countries.

Owing to the above therefore, he further states we cannot but put all machineries in motion to ensure that we leave behind a generation of children that would be capable of forging the nation forward. What matters, however, is not the world we leave to our children but the children we leave to the world (Naik, 1993).

iii. Infrastructure and Facilities in Schools.

It is often argued that one of the factors militating against successful enrolment and retention in primary schools

is the dearth of infrastructure and facilities in the schools. There are many primary schools in the Northern states that have no furniture and other essential facilities that the enrolled pupils can use. In fact, in some cases, there are a lot of such schools that have no single structure erected in the name of the school. In other-words, it is just on paper.

With this type of atmosphere, hardly can you find a child attending school regularly since even if he goes, there is virtually little or nothing to be done. These areas of short-coming have already been highlighted in the preceeding discussions.

iv. Level of Teachers Interest and Commitment:

For obvious reasons, the popular saying that the reward of a teacher is in heaven is no longer accepted by teachers. Perhaps, the little pay teachers are receiving as salaries and allowances could have bearing on their present level of interest and commitment to their jobs. The lack of sincere interest and commitment to teaching on the part of the teachers has made parents to lose interest in primary schools so much that they do not encourage their wards to attend regularly. The argument often advanced by such parents is that they cannot be sending their children to school only to come back without learning anything. Apart from the inadequacy of the teachers in terms of academic qualification, the absence of commitment has been a source of concern and worry to parents. The teachers could be in the school, but the will to

teach and even to teach effectively may not be there. This is so because such teachers find themselves in schools as there is no other alternative jobs for them.

Faced with this situation, a child will neither be fully educated at that level nor is he allowed to go and learn skills outside the school system. Therefore, the attitudes of the teachers in this regard have to a greater extent encouraged truancy and non enrolment in schools generally.

v. School Curriculum as a Factor:

The level to which curriculum assists towards attaining the objectives of a school system has relationship with the interest parents have in the school system. If a curriculum is designed and implemented in a way that the society feels the impact, more encouragement would be given for it to be imbibed properly. The primary school curriculum contents emphasise the acquisition of literacy and numerical skills, good culture and moral training; however, parents would like to see their wards with those traits after completing that level of education. Therefore, a shift from knowledge centred curriculum to general or practical education curriculum is necessary so as to allow parents and society to see the benefits of the education acquired by their wards. This will greatly improve the level of enrolment and attendance of pupils in the schools.

2.13 SUPERVISION AND INSPECTION OF SCHOOLS

2.13.1 Concepts of Supervision

The concept of supervision has been viewed by different writers and educationists from different perspectives. However, in all their different approaches to the concept one point was made eloquently clear and this is the fact that supervision of schools and instruction is not only an indispensable tool in the effective management of schools but of course a pre-requisite towards the attainment of success generally.

This disposition, therefore, suggests that, the variation in conception and definition of the term cannot in any way lead to total deviation from its main focus. For example, while Cater (1955:83) in his edited Dictionary of Education defines supervision as "all efforts of designated school officials directed towards providing leadership to teachers and other educational workers in the improvement of instruction" Mbiti (1974) on the other hand, sees supervision as an aspect of administration responsible for the maintenance of the efforts of the personnel in line with the goals of the administration.

Looking closely at these definitions one would understand that supervision as far as possible is almost the life wire of all organisations with which the goals of the organisations can be achieved.

Similarly, Musaazi (1982:98) sees supervision as "a consciously planned programme for the improvement and consolidation of instruction involving a constant and continuous process of guidance based on regular visits to the place of instruction in order to define and re-define the objectives of instruction". While Musaazi concentrates his definition of supervision of instruction on continuous guidance through constant visits to schools, Wiles (1967:14) sees it from numerous angles. First he sees it as "service activity that exists to help teachers to do their job better". Again, he believes it to be a process of releasing "human potential that makes available a more competent staff to conduct the human interaction that is called education". Wiles (1967:14) does not hesitate to further explain supervisory process as:

> Basically the process of relating to the ones a supervisor seeks to help in such a way that they feel more adequate they are clearer concerning their goals, they seek more alternative courses of action, they seek more knowledge, they seek evidence on which to base decision, they increase their concern for development of the potential of all men.

A critical observation of the above perception of supervision will convey some hints about supervision as an act that offers an opportunity for the improvement of knowledge and performance through the provision of courses of action at the disposal of the personnel.

Dodd (1958:45) in his own analysis about the concept of supervision sees it from a liberal point of view. According to

him, whatever name is given to a person charged with the responsibility of supervision, such a person

> is first and foremost an adviser to teachers. He is to provide by any possible means concrete and constructive advice to teachers so that the quality of education in schools may be improved. He is not merely an inspector of school. But rather a person who by inspection, refresher courses, seminars and exhibitions helps teachers to help the children.

The above submission is a clear indication that the purpose and function of educational inspection is geared towards the improvement of quality instruction. However, this is made more possible when an inspector strives to "function less as an overseer and inspector and more as a group leader who works through and with others to improve the quality of the activities they perform" (Adams and Dickey, 1953:5).

When this is done, an inspector assumes a leadership role which when carefully undertaken will subsequently lead to the attainment of educational goals. This was further concurred by Nwaogu (1980) when he postulates that supervision of instruction by inspectors helps tremendously in bringing desired general improvement in instruction by working with people who are also directly dealing with the children.

Taking into cognizance the numerous approaches used by the different educationists in defining supervision, one can accept the fact that there are endless ways of defining the concept and meaning of supervision of instruction. However, what is pertinent or relevant in the issue is that the different definitions have more things in common than in disagreement. The most common areas of similarities and which are of significance are that:

(a) it is a means of offering assistance to teachers especially those with difficulties;

(b) strive to increase efficiency and performance in an organisation when constant and close monitoring are mounted, and;

(c) it leads to the attainment of organisational objectives especially in schools.

2.13.2 Purpose of Supervision of Instruction

The need for supervision of instruction in schools cannot be overemphasized especially considering the number of schools in the country and the quest for effective ways to manage them within the available scarce resources. In line with this development, series of commissions, committees and even task force were set up at federal, state and local levels in order to look into aspects of Nigerian education so that a lasting solution to the incessant problems could be obtained. The summary of the reports according to Oyeyemi in Ozigi (1974:14)

states that:

> the Ashby Commission reported in 1960 that our schools suffered badly from lack of supervision. The Banjo Commission reached similar conclusion in 1969 that supervision was grossly inadequate. The Oldman Commission reported in the same vein in 1961 when it stressed the need for a strong advisory service and inspectorate for maintenance of educational standards. The Dike Commission in 1962 remarked painfully that the work of the inspectorate division of the ministry of education was seriously retarded because cases were known of schools which have not been inspected for upward of ten years.

The above comments by Oyeyemi posit that at a point there was an intense need for supervision of schools in the country. This was of course necessary because the anticipated purposes of establishing the schools cannot in any way be met without proper installation of inspectorate machineries.

Accepting this view, Akanbi (1983) states that the main purpose of inspection or supervision of schools is to help create room for improvement in the teaching and learning situation. Perhaps, it may be in realisation of this that Eyes, Krey and Ntzer (1978) in Ogunsanjo (1982) view inspection as that phase of school administration that focusses attention upon the achievement of the appropriate instructional expectation of educational system. With this idea in mind, an emphasis on the importance of supervision of instruction for the general improvement of quality in schools has been shown. Without effective supervision in schools, the purpose for which schools were established cannot be achieved maximally. This is made possible according to Briggs and

Justman (1955) because supervision helps teachers to develop greater competence in teaching-learning situation. It also assists teachers in no small measure in understanding the learning difficulties of pupils as could be witnessed in the course of teaching. Other things include interpretation of school programmes to the communities and at the same time share with the members of public some problems of the school with a view to finding solutions to them collectively.

From the foregoing, it is evidently clear that the practice of supervision of instruction under ideal situation should not be seen as an attempt to find fault in teachers but rather to assist them discover solutions to their problems. Arguing in the same vein, Adams and Dickey (1953:23) maintain that "not until teachers are able to comprehend their problems are they able to start working towards solutions. One of the initial responsibilities, therefore, of a good supervisor is the task of determining in what areas the teachers most desire and need assistance". This is carefully done by a supervisor when he puts across his mission so that teachers become aware of his role as an aide not as an officer on a fault finding mission. This easy accessibility and clarity of purpose is more important to beginning teachers who are not only new to the profession but also have a general apathetical perception of it. In fact, justifying the need for more concern and attention to new teachers by supervisors, Hammock, et al (1955:56) present several reports on studies conducted on

problems experienced by this category of teachers. They state that according to a study conducted by Herbert in 1951, he found from 95 beginning teachers a total of 2537 difficulties. These problems were analysed and classified into eight different types in order of the frequency of occurrence as follows:-

1. "handling problems of pupils control and discipline;
2. adjusting to deficiencies in the school equipment, physical conditions and materials;
3. difficulties related to the teaching assignment;
4. adapting to the needs, interests and abilities of pupils;
5. motivating pupils interests and responses;
6. keeping records and making reports;
7. handling broader aspects of teaching techniques;
8. Being able to establish and maintain proper relationship with supervisors and administrators.

However, it is important to note that these problems are not only peculiar to beginning teachers alone but even the experienced teachers do encounter problems occasionally that require supervisory attention. Accepting this stance Wiles (1967:8) states that" in a world where knowledge is doubling every seven years, and information about instruction is increasing even more rapidly it is inappropriate to allow teachers to hold to the past or maintain the status quo". He therefore, expressed the need to assist all teachers to overcome the problem of trying to keep abreast in curriculum

development for better results in performance.

Perhaps, it was in consideration of the purpose of supervision and its indispensability in the teaching - learning situation in schools that Ogunsaju (1978) lists five major duties that a supervisor should perform to justify his mission and purpose:

1. the planning of school curriculum;
2. to suggest and prescribe reward for an outstanding performance from a school;
3. supervision of teachers and provision of required textbooks including instructional materials;
4. routine visits to schools to see how effective the curriculum plan has been implemented;
5. provision of reports (inspection) as submitted by the advisory committee of the Ministries of Education to schools (Ogunsaju, 1978:76).

2.13.3 Types and Techniques of Supervision of Instruction:

The need to pay greater attention and concern to supervision of instruction in schools cannot be over emphasised. There are various ways and types of supervision conducted in schools.

Amadi (1981) has listed seven major types of supervision that are used depending on the time and situation. These are autocratic, inspectional, representative, co-operative, democratic, invitational, scientific and creative. In a

similar move Ayer (1954) in Amadi (1981) on the other hand has provided a list of five steps and these are authoritative, creative, organismic, democratic and scientific. In all cases these different methods of conducting supervision are all aimed at ensuring that teachers teaching in schools are made more productive in the discharge of their duties. The inadequacies of teachers especially those that are new to the profession are taken into consideration and measures adopted to redress the situation to allow for greater productivity. It is worth noting that, the idea of reducing supervision of instruction as a fault finding mission should be replaced. An inculcated notion where supervisors are more often than not agent of change in schools whose responsibility is to assist teachers in replenishing their knowledge to prevent it from becoming obsolete should be practised. It is, therefore, pertinent for a supervisor to bear in mind that there are a number of tasks which are expected to be performed by him to facilitate the teaching-learning situation.

Haris (1963:32) in his own contribution, has provided a list of some of these tasks which invariably include curriculum development, the provision of facilities and instructional materials, in-service programmes to update teachers' knowledge, orientation for new teachers and development of new teaching techniques and methods. An attempt by an inspector to discharge these functions would necessitate him to employ a number of supervisory techniques for effective

accomplishment of his duties.

Some of these techniques involve classroom observation which according to Haris (1963:55) enables the supervisor to become familiar with practices in general to identify problems that need to be corrected and to rate or evaluate individual teachers. However, the most effective way of conducting classroom inspection according to Msher and Purpel (1972:180) is through the use of clinical approach or rather the three-step approach comprising of:

(a) planning a lesson taking into consideration its objectives and contents;

(b) presentation of the lesson, and:

(c) the evaluation of the outcome of teaching.

The next technique is the use of supervisory bulletins which are designed specifically to convey vital information to the staff on matters related to instructional materials, teaching materials, research studies and other equally important information. In fact, it is the opinion of Gwynn (1968:333) that supervisory information bulletins are very important because they;

> acquaint all personnel more exactly with new plans and projects, new methods and materials, to prepare for specific studies or report, to initiate new interests and to let the rest of the staff know what interesting practices are being carried out in their midst.

Furthermore, he emphasizes the importance of supervisory bulletins as a tool where information related to professional growth programmes like in-service, workshop, seminars as well

as audio-visual materials and how they can be obtained and operated for smooth conduct of school activities. These are conveyed to affected teachers and their administrators.

In the words of Adams and Dickey (1953:240), supervisors can make an excellent use of supervisory bulletins as an effective in-service technique where incessant staff meetings are reduced at the same time making it feasible for the required information to be passed to all concerned like new curriculum trends, techniques for putting new projects into action and so on.

Another technique used in supervision is through planning demonstration lesson. In this technique, it is the contention of Adams and Dickey (1953) that "all teachers whatever their training experience and ability can profit from observing good teachers at work". However, two important provisions are emphasized; that the demonstration is aimed at specific purposes and that the observer, demonstrator and the supervisor should properly be aware of these purposes.

In addition to this, there are other methods that can be of assistance in using this technique. For example, the use of the art of questioning, the project method, the socialized recitation, introduction of a unit or the use of visual aids can to a large extent assist towards obtaining maximum benefits in teaching-learning situations. Recommending this technique, Jacobson, et al (1963:104) suggest that the inspector or even the principal of a school could arrange a

demonstration lesson regardless of whether they would participate or not. In this case, what is imperative is for conducive atmosphere to be created where more productivity will emanate.

Other techniques or methods used by supervisors in uplifting the standard of performance of teachers in schools are the in-service training programmes which Haris (1963:67) sees as a specially designed programme that seeks to promote the growth of all instructional staff in an effort to make them more productive and efficient in the discharge of their duties.

Similarly, the evaluation of teacher effectiveness even though it has some short comings, is described as a medium through which an improvement in instruction can be obtained with relative ease (Afolayan, 1980).

2.14 SUMMARY

The review of related literature is focused on certain aspect on management of primary education. These aspects include planning, funding, enrolment and retention in primary schools, supervision and inspection of primary schools, supply of facilities and equipment, staff development and issues on curriculum.

Similarly an attempt is made to highlight the development of primary education in the Northern states of Nigeria paying more attention to the conceptualization of U.P.E. scheme in

the West, East and later in the whole nation in 1976. From the review, it is evident that management as a concept involves the setting up of strategies by Managers so as to achieve success in an organisation. Furthermore, Education Management is believed by some educationists as being the same with all other management and that it involves planning, administration, funding, staff development, supervision/inspection, enrolment and retention of pupils in primary schools.

The review has also shown that planning is very important so much that a lot of efforts are now put in place so as to get plans achieve their purposes. Some of these efforts are to ensure that adequate data and reliable statistics are obtained before planning begins.

The funding of education in general and primary education in particular since colonial period has not been easy or consistent. So many different methods have been employed in order to properly fund primary education. It looks like up to this time, the quest for proper funding procedure has not been obtained. This is so because all the methods tested before have not yielded desired results. Enrolment and retention are areas where attention is focused by administrators at primary education level. The status of this phenomenon now is not at all the desired one. More attention needs to be devoted to ensure proper enrolment and retention of pupils in primary schools. From the review, it is understood that certain

factors that include economic and social have been militating against successful enrolment and retention in primary schools in the Northern states.

The review has also indicated the importance of supervision and inspection of schools. But it is noted that aspects of management are not fully exploited. The problems attributed to this inability is the dearth of working materials that would facilitate the conduct of the exercise. This financial inability has also hit the spate of the supply of facilities and equipment to schools despite the fact that the review has shown its significance towards successful provision of primary education.

Similarly, the issue of staff development was explored in the review. It is discovered that it is very important to the corporate existence of organisations. In fact, scholars argue that no organisation can succeed without paying attention to the development of its staff.

The importance of curriculum is also given attention in the review. However, such curriculum should have the ability to make it possible for skills to be imparted to the beneficiaries.

CHAPTER THREE

3.0 RESEARCH DESIGN, METHODS AND PROCEDURES

3.1 INTRODUCTION

This chapter describes the research design, methods and procedures. Details of discussions in the chapter are presented in the following sequence; the research design, population, sampling procedure, instrumentation, administration of the instrument, validation of the instrument and methods of data analysis.

3.2 THE RESEARCH METHOD

The research which is descriptive in nature focuses on the management of primary education in the Northern states of Nigeria. The Survey approach is used in the collection of the data because Whitney (1942:153) and Denga and Ali (1989) have described the use of survey as "a systematic and organised attempt to analyse, interpret and report the present status of a social institution, group or area.

The approach is, therefore, expected to offer a detailed description of the target population for the research in terms of size and differences as may be reflected in the respondents' attitudes, feelings and opinions in relation to the management of primary education in the area under study. The survey method becomes imperative so as to provide a comprehensive description of the complexities in such a way that conclusions or inferences could be drawn on each of the phenomena.

3.3 POPULATION

This study has as its population five (5) officials from the primary unit of the Federal Ministry of Education, six (6) Principal officers of the National Primary Education Commission, 160 principal officers from the States Primary Education Boards in the Northern States of Nigeria, two thousand and ninety five (2,095) Principal Officers of the Local Education Authorities throughout the Northern States of Nigeria and four thousand one hundred and ninety (4,190) Head Teachers from the Local Education Authorities in Northern Nigeria. From the submission above, the research has five different sets of population groups to be studied. It should be noted that by Principal Officers, the researcher means those officers that constitute the management of that organisation or unit.

3.4 SAMPLING PROCEDURE:

In an effort to get a fair representation of the target population, the cluster sampling technique was used where six states plus Abuja were selected from the six National Primary Education Commission (NPEC) Zonal offices located in the Northern states of Nigeria. In each zone, one state was selected to represent the states within the Zone while Abuja was taken because of its unique position.

However, at every zonal office, the random sampling technique was used to arrive at the representative of the zone

which formed part of the sample. In this regard, the researcher used the random number sampling method where the six states to form part of the sample emerged randomly. This view is concurred by Gregory and Ward (1978) who are also of the opinion that this technique should be adopted to prevent bias from creeping during the course of selecting the sample. It is, however, pertinent to note that the same procedure or approach was equally used to arrive at the sampled Local Government Education Authorities from the six states sampled and Abuja as shown in Table 3.1.

Table 3.1 Sampled States and Local Government Education Authorities.

NPEC ZONAL OFFICE	STATES	SAMPLED STATES	POPULATION LGEA IN NO.	NO.OF LGEA SAMPLED	SAMPLE L.G.E.A.
Ilorin	Kwara Kogi Niger F.C.T(Abuja)	Niger Abuja	25 6	8 2	Lapai, Gurara, Edati, Shiroro, Minna, Lavum, Kontagora, Rijau, Abuja Municipal, Bwari.
Sokoto	Kebbi Sokoto Zamfara	Sokoto	23	8	Ilela, Tangaza, Bodinga, Rabah, Sabon Birni, Kware, Yaro, Tureta
Bauchi	Bauchi Gombe Plateau Yobe	Plateau	17	6	Qul-anpan, Mikang, Jos East, Rijam, Langtang South, Kanke
Kano	Kano Jigawa Katsina Kaduna	Kano	44	15	Madobi, Tsanyawa, Kunchi, Danbatta, Gaya, Tudun Wada, Bagwai, Minjibir, Fagge, Doguwa, Nasarawa, Kiru, Gwale, R/Gado, Kabo.
Yola	Taraba Adamawa Borno	Taraba	16	5	Ibi, Ussa, Sardauna, Bali, Gassol
Makurdi	Nasarawa Benue	Benue Total	23 ------ 154	8 --------- 52	Guma, Katsina Ala, Vandeikya, Ukpokwu, Logo, Apa, Ado, Konshisha

Source: National Primary Education Commission, Kaduna (1998).

With six states and Abuja FCT as the sample of the study, representing about 35 percent of the states in the North, the Sample is adequate and representative enough because Roscoe (1969) in Aderonmu (1985) has recommended that a sample of 30 percent or more could accommodate any statistical analysis and conclusions. Therefore, the argument as advanced by Roscoe is used to equally arrive at 52 Local Government Education Authorities that formed part of the sample of the study out of the 154 Local Government Education Authorities located in the sampled states and Abuja as could be seen in Table 3.1. The total number of respondents for this research is 847 comprising of some five (5) officials from the primary unit of the Federal Ministry of Education, six (6) Principal officers of the National Primary Education Commission, Fifty six (56) Principal Officers of the Sampled States Primary Education Boards, Two hundred and sixty (260) Principal Officers from the sampled Local Government Education Authorities of the sampled states, and Ten (10) Head teachers from the sampled Local Government Education Authorities. This is further illustrated in Table 3.2.

Table 3.2 POPULATION AND SAMPLE OF THE STUDY

ORGANISATION	POPULATION	SAMPLED STATES OR LGEAS	NO. OF RESPONDENTS
Primary Unit of the Federal Ministry of Education	5	N.A	5
National Primary Education Commission	6	N.A	6
State Primary Education Board	260	7	56
Local Government Education Authorities	2,095	52	260
Head Teachers	4,190	52	520
Total	6556	N.A	847

Key: N.A: = Not applicable

3.5 INSTRUMENTATION:

The questionnaire method of gathering data is described as most appropriate in descriptive survey study. In fact, Gay (1976) and Olomolaiye (1986) have both stated that its usage is most suitable for this type of research.

Therefore, this research used the questionnaire as a means of collecting data from the respondents. It is preferred in most cases where the sample size is large or where factual information are required with relative degree of accuracy, confidentiality and uniformity (Van Dalen, 1966). In it a respondent was asked to respond by choosing from the different categories of responses using a tick ( ).

This category of questions is called the closed structured type of questions because a respondent simply states the extent to which he agrees or disagrees with a given statement related to an issue. However, he may be asked to supply information representing his opinion over a given phenomenon. In this case, a space was provided where he was expected to pencil down his opinion. Usually such questions are regarded as open or unstructured type of questions.

In both cases one single questionnaire divided into Nine parts and based on five point Likert Scale was used to collect the data as follows:

Strongly Agree	(SA)	5
Agree	(A)	4
Undecided	(U)	3
Disagree	(D)	2
Strongly Disagree	(SD)	1

However, section one of the questionnaire consisted of open type of questions aimed at obtaining information about the Bio-data of the respondents. Section two - Nine of the questionnaire that were largely framed along the structured type of questions were designed to obtain information from the respondents that would provide answers to all the research hypotheses. The last part of the questionnaire was the section designed to allow respondents to express their opinions with regard to management of primary education in their particular areas of jurisdiction. The decision to have this section in

the questionnaire was borne out of the zeal the researcher has to offer suggestions and recommendations at the end of the study based on the opinions of the respondents collated from the section.

3.6 VALIDITY AND RELIABILITY OF THE INSTRUMENT:

The instrument for the study, which was the questionnaire, was at the initial stage developed by the researcher. However, experts were then given to scan through and effect corrections where necessary on each item on the questionnaire. The instrument was taken to the supervisors who are specialists in educational administration and planning for validation.

It is pertinent to note that this method of instrumental validity has been recommended by Kerlinger (1973:457) and Gray (1976:88) who are of the opinion that the content of the instrument should be subjected to expert vetting to make it valid and reliable. In addition, Fox (1969:370) has strongly argued in favour of content validity of instruments. This, he further asserts, is best done when experts are requested by a researcher to critically examine the drafted instrument with a view to effecting corrections, amendments and modifications to make it valid for the intended research study. The questionnaire was also pilot tested by administering it to 30 people that do not form part of the sample to be studied.

3.7 RESULT OF THE PILOT STUDY

3.7.1 DESCRIPTION OF THE DATA:

The data collection instrument which was the questionnaire was subjected to pilot testing in order to ensure its validity and reliability towards the attainment of the objectives of the study. Fifty three copies of the questionnaire were distributed to three different categories of respondents of the research. These include the Principal Officers of the State Primary Education Board, Katsina, Principal Officers of the Local Education Authorities of Bakori, Katsina and Funtua together with ten (each) of their Head teachers. Out of the copies served thirty five were completed and returned. This number was subjected to estimate reliability test using the SPSS computer package.

Following this development, some observations were made on some out of the forty items of the instrument which were either ambiguous to the respondents or that did not attract their responses due to the cumbersome nature of the questions. For example, the item that sought information on the names of establishments were amended so that the names of the different establishments were written and the respondents just ticked instead of writing their names. Thus, saving their time and energy.

Similarly, the item that required information about respondents' qualifications was also amended so that different qualifications were listed while the respondents ticked as

applicable. This was also believed to be a measure that will reduce time wastage on the part of the respondents. The last amendment affected three items of the instrument which were advised to be taken to the last part of the instrument as their responses are not to be rated by the Likert Scale of measurement as with the others.

3.7.2 VALIDITY OF THE INSTRUMENT:

Two methods were employed in order to validate the instrument for the study. These are the content validity and face validity. In the two methods, the services of experts in the field of research and statistics were employed to ascertain the level to which the instrument was valid for the intended research study. Sequel to this, therefore, some items as they appear in the instrument were reviewed and amended accordingly.

3.7.3 RELIABILITY OF THE INSTRUMENT:

To ascertain the level to which the instrument was reliable, the Split-Half of Guttman was used to estimate the consistency of items in the instrument using the SPSS computer package.

The obtained level of consistency level was 0.8389 and chorumback alpha was 0.7058.

The obtained level of reliability was significant. Thus the instrument was satisfactory for use in the study. This is in agreement with Tuckman's (1975) view when he says that an instrument can be said to be reliable when the reliability co-

efficient can be approximated to one. In summary, therefore, the instrument was assumed to be satisfactory for the conduct of the research.

3.8 ADMINISTRATION OF THE INSTRUMENT:

The instrument for the study was partly distributed by the researcher himself while on the other hand the services of reliable assistants were also used.

He, however, personally administered the questionnaire to officials of the Primary Section of the Federal Ministry of Education, National Primary Education Commission and those of the State Primary Education Boards.

However, at the Local Government Level, the researcher exploited the opportunity of being part of the system by administering the questionnaire to the Education Secretaries and the principal staff under them. This notwithstanding, there were some places where the researcher had to use the services of research assistants in the conduct of the administration.

In all cases, the researcher took the copies of questionnaire to their respective destination or targets and went back to collect them personally at an agreed date. This, ensured more reliability and prompt return of the questionnaire.

3.9 METHODS OF DATA ANALYSIS:

The data collected was analysed using frequency counts,

percentages, mean scores and tabulation in form of tables to make it easy to understand.

Similarly, the Analysis of Variance was employed just as recommended by Borg and Gall (1983) to determine whether the groups under study or examination differ significantly among themselves or not. Since the ratio was found to be statistically significant, then the Scheffe test was performed to determine the source of the difference and which particular group Means differed significantly from one another. In addition to this, the researcher made specific comparison in an effort to find the extent to which the different categories of respondents agreed or disagreed to a given item(s). In this case, the Anova was used to accomplish the task. Significant differences were observed, a post hoc test was performed using the Scheffes procedure for multiple comparison to ascertain the level of the differences.

In general, all the Null Hypotheses of the study were tested using the Scheffe Test and Analysis of Variance as tools. The significant level of the statistics was placed at 0.05 that is to mean, five per cent (5%) probability of committing a type I error which represents a rejection of a hypothesis that is actually true. The use of this level of significance is considered most valid for studies that are related to Arts, Social Sciences and Education (Best, 1981). This is so because in these areas there are enough rooms for the emergence of diverse opinions over an issue or phenomenon.

CHAPTER FOUR

4.0 PRESENTATION, ANALYSIS AND DISCUSSION OF DATA

4.1 INTRODUCTION:

In this chapter, data are presented, analysed and discussed according to issues raised in chapter one. These issues are:

1. Trends in the management of primary education between 1976 and 1998;
2. Adequacy and availability of funds for primary education;
3. Funding procedure for primary education;
4. Source of funding primary education;
5. Teachers qualifications;
6. Teacher/pupil ratio in primary schools;
7. Enrolment and retention of pupils in primary schools;
8. Supervision and Inspection of schools;
9. Facilities and supply of materials and equipment;
10. Effectiveness of the curriculum contents in primary schools.

4.2 TRENDS IN THE MANAGEMENT OF PRIMARY EDUCATION BETWEEN 1976 AND 1998:

This section deals with the responses obtained for items 4, 5 and 6 of the questionnaire. Item 4 sought the opinions of the respondents on the trend followed in the management of primary education right from 1976 to 1998. Item 5 sought out the views of the respondents on the extent of consistency or otherwise in the management of primary education in the

Northern states of Nigeria from 1976-1998. Similarly, item 6 on the questionnaire solicited the views of the respondents on whether the trend followed in the management of Primary education in the northern states has been the same or not within the period of 1976 to 1998. This item is ostensibly to serve as a rider to the other items on the trend of management of primary education in the Northern states. The responses of the respondents as regards to these issues are analysed and presented by means of frequencies and percentages in Table 4.2.1

TABLE 4.2.1: OPINIONS OF RESPONDENTS ON THE TREND IN THE MANAGEMENT OF PRIMARY EDUCATION IN THE NORTHERN STATES OF NIGERIA FROM 1976 - 1998.

ITEM NO.	ITEM STATEMENT	CATEGORY OF RESPON-DENTS	LGA		STATES		FEDERAL		ALL OF THEM		COMBINATION		TOTAL	
			FRQ	%	FRQ	%	FRQ	%	FRQ	%	FRQ	%	FRQ	%
4	The Management of Primary Education in the Northern States of Nigeria from 1976 to 1998 has been under the LGA, States, Federal, all of them and a Combination of some.	FMOE	3	60	0	0	0	0	2	40	0	0	5	100
		NPEC	0	0	1	16.7	2	33.3	3	50	0	0	6	100
		SPEB	4	7.1	5	8.9	13	23.2	34	60.7	0	0	56	100
		LGEA	72	30	10	4.2	26	10	132	55	0	0	240	100
		PRY SC.T	170	37	55	12	114	24.8	121	26.3	0	0	460	100
	There was inconsitency in the management of primary education in the Northern states of Nigeria from 1976 to 1998	FMOE	2	40	2	40	1	20	0	0	0	0	5	100
		NPEC	3	50	1	16.7	1	16.7	1	16.7	0	0	6	100
		SPEB	16	28.6	20	35.7	14	25	6	10.7	0	0	56	100
		LGEA	122	50.8	78	32.5	20	8.3	11	4.6	9	3.8	240	100
		PRY SC.T	160	34.8	233	50.7	38	8.3	23	5	6	1.3	460	100
6	The trend in the management of Primary Education in the Northern States has not been the same.	EMOE	1	20	3	60	0	0	0	0	0	0	5	100
		NPEC	0	0	5	83.3	0	0	1	16.7	0	0	6	100
		SPEB	14	25	21	37.5	18	32.1	1	1.8	0	0	56	100
		LGEA	128	53.3	78	32.5	10	4.2	15	6.3	0	0	240	100
		PRY SC.T	173	37.6	215	46.7	43	9.3	19	4.1	0	0	460	100

From Table 4.2.1 it could be noted that 60 per cent of the officials of the Federal Ministry of Education were of the view that the Management of Primary Education from 1976 - 1998 has been under the local government councils while only 40 per cent of them were of the opinion that it was under all the three tiers of the government. On the part of the National Primary Education Commission officials, 16.7 per cent of the respondents were of the opinion that the management of primary education at that period was under the state governments while 33.3 per cent of them opined that it was under the Federal Government. However, 50 per cent or 3 of the officials of NPE maintained that it was under all the three tiers of the government.

However, out of the officials of the state primary education Boards, 7.1 per cent of them believed that the management of primary education was under the local government councils within the stated period, 8.9 per cent opined that it was under the state governments, 23.2 per cent were of the opinion that it was under the state and federal government, respectively. Similarly, 55 per cent of them agreed that it was under all the three tiers of the government. However, for Head teachers at the primary schools involved in the study, the frequency indicated that 170 or 37 per cent of them were of the opinion that the Management of primary education at the stated period was under the local government councils. Twelve per cent of them opined that it was under state governments,

24.8 per cent felt it was under the Federal Government while 26.3 per cent were of the view that it was under all the three tiers of the government.

Given the frequencies and percentages as reflected above, one notes that there was congruence in opinions with regard to the organ responsible for the management of primary education in the Northern states of Nigeria. For example, of all the category of respondents contacted only officials at the primary school level were of the opinion that primary education was managed entirely by the local government councils at the stated period. Perhaps, this could be attributed to their level of education and or due to their closeness to the local government councils.

This notwithstanding, however, a close look at what obtained since the local government reform of 1976 might have influenced their judgement as the responsibility of managing primary education was placed at the local government councils. Similarly, the Local Government Reform of 1976 owed its origin with respect to primary education to the 1950s when the Native Authorities system was replaced with the Local Government system and the reform actually touched on education. For example, the eastern region appointed the Dike Commission in 1960, the West appointed the Banjo Commission in 1960 while the North set up the Oldman Commission in 1961, all with the aim of reviewing their educational systems. All the three Commissions recommended the establishment of Local

Education Authorities or Boards to manage education at primary school levels. The fact that changes have now occurred in relation to the management of primary education where the federal, state and local government councils have all been involved in its management justified why 80 per cent of the Federal Ministry of Education officials concluded that there was inconsistency in its management. Perhaps, it may also be why 66.7 per cent of the National Primary Education Commission officials opined that there was inconsistency in the management of primary education. Their position was further maintained by 64.3 per cent of the officials of the state Primary Education Boards. In fact the same position was also maintained by the officials of the Local Education Authorities as well as Primary School Head Teachers at 83.3 percent and 85.5 percent, respectively.

Looking closely at the above submission, it could be noted that majority of the respondents have agreed that there were inconsistencies in the management of primary education sector in the Northern states of Nigeria. As mentioned earlier, probably this conclusion could be attributed to the fact that primary education was placed under local government councils through the Local Government Reforms of 1976 and was later taken to state governments through the 1979 constitution. By 1988, it was again taken care of by all the three tiers of the Government through the National Primary Education Commission. The Decree establishing the Commission

was repealed in 1991 and so primary education was taken back to Local Government Councils alone. This was short lived as by 1993 the Primary Commission was re-established to manage primary education sector. Presently, and in accordance with the Decree establishing the National Primary Education Commission of 1993, the responsibility is now jointly taken by Federal, States and Local Government Councils.

This oscillation could be responsible for the responses recorded as people or the public are either kept unaware of who is actually responsible for the management and to what extent or it was ambiguous for them to see and understand easily.

On whether the trend in the management of primary education has been the same or otherwise, it could be seen from the Table that 80 per cent of the officials of the Ministry of Education were of the opinion that it has not been the same within the period of 1976 to 1998. Similarly, 83.3 per cent of the officials of the National Primary Education Commission have also agreed that the trend in the management has not been the same. This position was also affirmed by the officials of the State Primary Education Boards when 62.5 per cent of them indicated their agreement that the trend in the management of primary education in the Northern states has not been the same. In a similar vein, the officials of the Local Education Authorities and Head Teachers of Primary Schools had a similar view on the issue. Taking this into consideration,

therefore, the frequencies and percentages as could be noted from the Table suggest a consensus opinion over the incessant changes manifested in the management of primary education in the Northern states. The unanimous opinion in this case may have owed its origin to the fact that it is only the primary level of education that has witnessed these changes in management and control. This is more glaring when it is compared with secondary education that is assigned to state governments to manage and control and also tertiary education that is either with state or Federal Governments as the case may be.

4.3 FUNDING OF PRIMARY EDUCATION IN THE NORTHERN STATES OF NIGERIA:

This section deals with the responses generated for items 8, 9 and 11 of the questionnaire. Item 8 sought responses on the joint responsibility of funding primary education among the three tiers of the government. It tried to find out whether the respondents were conversant with the system of funding of primary education in the Northern states of Nigeria or not. Item 9 on the questionnaire solicited opinions as regards the joint system of funding primary education. It wanted to find whether it was actually appropriate for the development of primary education in the area or not. However, item 11 on the questionnaire was to find out the opinions of the respondents on the statement that most problems of primary education as encountered today hinge on poor funding.

All the three items that revolved around funding of primary education had their responses analysed and presented by means of frequencies and percentages in Table 4.3.1.

TABLE 4.3.1: OPINIONS OF RESPONDENTS ON THE FUNDING OF PRIMARY EDUCATION IN THE NORTHERN STATES OF NIGERIA

ITEM NO.	ITEM STATEMENT	CATEGORY OF RESPON-DENTS	A		U		D		SD		TOTAL	
			FRQ	%	FRQ	%	FRQ	%	FRQ	%	FRQ	%
8	The Funding of Primary Education in the Northern States is jointly made by the Local Government Councils. States and the Federal Government.	FMOE NPEC SPEB LGEA PSHT	4 5 49 208 373	80.0 83.3 87.5 86.6 81.1	0 0 4 14 26	0 0 7.1 5.8 5.7	0 1 2 15 48	0 16.7 3.6 6.3 10.4	1 0 1 3 13	20 0 1.8 1.3 2.8	5 6 56 240 460	100 100 100 100 100
9	The Funding Procedure as Jointly made is not appropriate for the development of Primary Education.	FMOE NPEC SPEB LGEA PSHT	2 2 38 174 325	40.0 33.4 67.9 72.6 70.6	0 0 4 20 41	0 0 7.1 8.3 8.9	2 1 8 26 74	40 16.7 14.3 10.8 16.1	1 3 6 20 20	20 50 10.7 8.3 4.3	5 6 56 240 460	100 100 100 100 100
11	Most Problems of Primary Education hinge on inadequate Funding.	EMOE NPEC SPEB LGEA PSHT	4 2 42 214 402	80.0 33.4 74.9 89.2 87.4	0 2 7 2 28	0 33.3 12.5 0.8 6.1	0 2 5 11 17	0 33.3 8.9 4.6 3.7	1 0 2 13 13	20 0 3.6 5.4 2.8	5 6 56 240 460	100 100 100 100 100

Table 4.3.1 above shows that majority of the respondents contacted agreed that the funding of primary education in the Northern States is jointly made by the three tiers of government. In fact, the rationale behind this question was to actually find out whether people are aware of how primary education is funded in the Northern states of Nigeria. Their responses here would be used to analyse other responses on the funding issue. On the appropriateness or otherwise of the joint funding system, the frequency of 3, representing 60 per cent of the officials of the Federal Ministry of Education disagreed with the notion that the joint system is not appropriate. This position almost agreed with the opinions of the officials of the National Primary Education Commission when 66.7 per cent of them also disagreed with that statement.

As for the officials of the State Primary Education Boards, Local Government Education Authorities and Head Teachers of Primary Schools, the funding procedure which is a joint system is not appropriate because 67.7 per cent, 72.6 per cent and 72.6 per cent, respectively agreed with the item statement. The absence of parity in their responses could be borne out of the fact that the officials of the Federal Ministry of Education and those of the National Primary Education Commission were at a higher level where policies and decisions were made. They could probably be among those who initiated the joint funding system and because of their location at a high level, they may not be able to assess how viable the system has been for the years it has been practised. The contrary opinion as shown by the officials of SPEB, LGEA and Head

Teachers of Primary Schools on the joint Funding procedure may have been influenced largely by the fact that they are located at the grassroot level. This posture might have enabled them to see vividly the lapses associated with the funding procedure and so would want some changes to be effected in order to boost primary education.

On the issue of whether most problems of primary education hinge on inadequate funding, 80 per cent of the officials of the Ministry of Education agreed that inadequate funding of primary education account for most of the problems now facing the sector. Only 20 per cent of them were of contrary opinion. Similarly, 75 per cent, 89.2 per cent and 87.4 per cent, of the officials of the State Primary Education Boards, Local Government Education Authorities and Head Teachers of primary schools agreed that the problems now militating against successful provision of primary education have their roots in inadequate funding of the programme. Therefore, it is only the officials of the National Primary Education Commission who indicated a different opinion. For example, only 33.3 per cent of them agreed that the problems of primary education are as a result of poor funding. The remaining 33.3 per cent disagreed while 33.3 per cent preferred to be undecided on the issue.

One important point to note is that the emergence of a contradictory opinion especially from a very important organ in the hierarchy of the management of primary education calls for serious consideration and analysis. The National Primary Education

Commission which has been saddled with the responsibility of monitoring and developing primary education in the country should be considered strategic enough to supply first hand account of situations as far as primary education is concerned. Their choice to disagree with the notion that inadequate funding accounted for most problems of primary education suggests that there could be other factor or factors that are contributory to the problems. Perhaps, the Commission officials who disburse funds to state Boards and later to Local Education Authorities may have other factors like lack of accountability or prudence on the part of those who manage primary education at the lower levels as part of issues militating against adequate provision of primary education.

This notwithstanding, the issue of proper accountability cannot be over emphasised. Some people may still be of the opinion that there is need for those in authority to inject sanity into government establishment generally to curtail or avert mismanagement of scarce resources. However, whether this should include educational establishment could be ascertained by further researches on the matter especially when a study related to accountability in education management is undertaken.

4.4 FUNDING PROCEDURE FOR PRIMARY EDUCATION IN THE NORTHERN STATES:

This section deals with the responses obtained for items 12 and 10 on the questionnaire. Having understood the funding procedure of primary education which is jointly made, item 12 was to find out whether the five categories of respondents were

interested in seeing that the funding procedure is changed or not. Therefore, their views on it have been postulated through their response to the item. However, item 10 solicited their opinion on how they feel primary eduction should be funded. In other words, in respect of the procedure of funding the sector, they prefer something that would replace the existing joint system where all the three tiers of the governments are involved. The outcome of their responses to the two items on the questionnaire has been analysed and presented by the use of frequencies and percentages as could be seen below in Table 4.4.1.

TABLE 4.4.1: OPINIONS OF RESPONDENTS ON FUNDING PROCEDURE OF PRIMARY EDUCATION IN THE NORTHERN STATES

ITEM NO.	ITEM STATEMENT	CATEGORY OF RESPON-DENTS	L.G.C		STATES		FEDERAL		A.B.C		COMBINATION		TOTAL	
			FRQ	%	FRQ	%	FRQ	%	FRQ	%	FRQ	%	FRQ	%
10	Primary education in the northern states should be entirely funded by the Local Government Councils, States Government, Federal Government, A.B.C or a Combination	FMOE	0	0	3	60	0	0	1	20	1	20	5	100
		NPEC	0	0	4	60	0	0	0	0	2	33.3	6	100
		SPEB	1	1.8	29	51.8	3	5.4	15	26.8	8	14.3	56	100
		LGEA	31	12.9	147	61.3	10	4.2	36	15	16	6.7	240	100
		PSHT	97	21.1	197	42.8	34	7.4	96	20.9	36	7.8	460	100
12	There is need for a change in the current funding procedure.	FMOE	3	60	1	20	0	0	0	0	0	1	5	100
		NPEC	2	33.3	0	0	2	33.3	2	33.3	2	0	6	100
		SPEB	14	25.0	18	32.1	16	28.6	2	3.6	2	6	56	100
		LGEA	113	47.1	57	23.8	16	6.7	26	10.8	26	28	240	100
		PSHT	213	46.3	117	25.4	38	8.3	59	12.8	59	33	460	100

From Table 4.4.1, it could be observed that in responding to the item that solicited opinions on whether the procedure of funding primary education in operation now should be changed, 80 per cent of the officials of the Federal Ministry of Education consented to that while 57.1 per cent of the officials of the States Primary Education Boards also agreed that it should be changed. In addition, the officials of the Local Government Education Authorities numbering 170 (70.9) per cent also accepted that the funding procedure should be changed. Their position on this issue almost agrees with that of the Head Teachers of Primary Schools. In fact, 71.7 per cent of them were also of the opinion that it should be changed. Therefore, of all the categories of respondents, only the officials of the National Primary Education Commission held a contrary view. Only 33.3 per cent had the opinion that the procedure should be changed while the remaining ones were either undecided or even disagreed.

Considering their stance on this issue, it is worthwhile to mention here that the funding procedure currently in practice provides that all monies meant for Primary Education Management are allocated to the National Primary Education Commission which later disburses to State Primary Education Boards for onward distribution to Local Government Education Authorities.

Perhaps, it is because of this that they may not want the procedure to change as it probably favours them. However, for the simple fact that most of those who are at the lower echelon of administration of the sector were yearning for a change in the

procedure, then it is imperative to give it closer attention and consideration. Their decision in seeking for a change may be borne out of some reasons that could include delay in remittances or even denial in some cases. Whatever could be the situation in this case, there is need for a greter attention to the problem.

As regards to the particular organ that should be assigned the responsibility of funding primary education, the Table shows that 60 per cent of the officials of the Federal Ministry of Education were of the opinion that primary education should be entirely funded by the State Governments. This position was also maintained by the officials of National Primary Education Commission, State Primary Education Boards, Local Government Education Authorities and Head Teachers of Primary Schools at a level of 60 per cent, 51.8 per cent, 61.3 per cent and 42.8 percent, respectively. The other respondents either wanted a combination of two or all the three tiers to be involved in the funding process.

It is imperative to note that the choice of state governments to shoulder the responsibility of funding Primary education by the majority of the respondents may not be unconnected with the fact that the local government councils were tried, prior to the establishment of the National Primary Education Commission, and failed woefully. Primary Education collapsed almost completely with teachers' salaries owed for months or even years. This resulted to the establishment of the Commission to oversee the affairs of Primary Education. Now since the system of funding under the Primary Commission is experiencing some problems, as indicated by

the respondents, probably that may be why they now want a shift of the funding to the State Governments. However, this does not mean that there has never been a time when states shouldered that responsibility because by 1981 when the Federal Government introduced a new revenue allocation formula, it used that opportunity to withdraw completely from giving states assistance to manage primary education. With this unprecedental development in states, primary education found itself in problems that put it on the verge of collapse. In fact, when they could not help it, they resorted to the introduction of various forms of levies and fees to supplement their efforts in that regard. However, this time the states may not find it difficult as the Secondary Commission is established to oversee the affairs of Secondary Schools in the country.

Probably, with this development, funds meant for primary education would be given to states to manage Primary Education. This perhaps, may aid them in managing it as against what happened in the early 80s.

4.5 TEACHER-PUPIL RATIO IN PRIMARY SCHOOLS IN THE NORTHERN STATES:

This section deals with responses obtained for items 13, 14, 15 and 16 on the questionnaire. Item 13, for example, intended to find out from the respondents whether they shared the view that the ideal teacher-pupil ratio in a class should be 1:40 or not. This is expected to form the basis upon which other important information could be generated. Item 14, on the other hand, was to enable the

respondents to draw conclusions themselves on the situation of teacher-pupil ratio in their respective States or Local Government Areas. This would be done when they compare what is obtained in their states with the ideal ratio mentioned above. Since the respondents have in the preceding items drawn their conclusion, the next item which is number 15 was to elicit information from them on whether what obtained in their states as teacher - pupil ratio allows for conducive learning atmosphere to prevail or not. The last item in this category is aimed at finding out the position of the number of pupils in a class in the respective states or Local Government Areas of the respondents. The purpose of this item was to find out what exactly obtained on the ground so that a general view of what happens will be known.

TABLE 4.5.1: OPINIONS OF RESPONDENTS WITH RESPECT TO TEACHER-PUPIL RATIO IN A CLASS IN THE NORTHERN STATES IN THE NORTHERN STATES

ITEM NO.	ITEM STATEMENT	CATEGORY OF RESPONDENTS	A		U		D		SD		TOTAL	
			FRQ	%	FRQ	%	FRQ	%	FRQ	%	FRQ	%
13	The ideal teacher-pupil ratio in a class should be 1:40 in the northern states.	FMOE	5	100	0	0	0	0	0	0	5	100
		NPEC	5	83.3	1	16.7	0	0	0	0	6	100
		SPEB	42	75.0	12	21.4	2	3.6	0	0	56	100
		LGEA	185	77.1	30	12.5	12	5.0	13	5.4	240	100
		PSHT	305	66.3	48	10.4	72	15.7	35	7.6	460	100
14	The teacher-pupil ratio found in my state is not the ideal one.	FMOE	3	60.0	2	40	0	0	0	0	5	100
		NPEC	4	66.7	2	33.3	0	0	0	0	6	100
		SPEB	35	62.5	17	30.4	4	7.1	0	0	56	100
		LGEA	161	67.1	50	20.8	16	6.7	13	5.4	240	100
		PSHT	296	64.3	83	18.0	49	10.7	32	7.0	460	100

ITEM NO.	ITEM STATEMENT	CATEGORY OF RESPONDENTS	A		U		D		SD		TOTAL	
			FRQ	%	FRQ	%	FRQ	%	FRQ	%	FRQ	%
15	The teacher-pupil ratio found does not allow for conducive learning atmosphere.	FMOE	3	60.0	0	0	1	20.0	1	20.0	5	100
		NPEC	5	83.3	0	0	1	16.7	0	0	6	100
		SPEB	41	73.2	4	7.1	17	12.5	4	3.8	56	100
		LGEA	186	77.5	30	12.5	15	6.3	9	3.8	240	100
		PSHT	284	61.7	69	15.0	68	14.8	39	8.5	260	100
16	There are 40 or less pupils in a class in the primary schools of my Local Government area or state.	FMOE	5	100	0	0	0	0	0	0	5	100
		NPEC	2	33.4	2	33.3	2	33.3	0	0	6	100
		SPEB	26	46.5	3	5.4	20	35.7	7	12.5	56	100
		LGEA	100	41.7	48	20.0	37	15.4	55	22.9	240	100
		PSHT	206	44.6	67	14.6	90	19.6	97	21.1	260	100

From Table 4.5.1, it would be noticed that in responding to the first item, the officials of the Federal Ministry of Education all agreed that the ideal teacher - pupil ratio in a class is 1:40. Their position was similarly accepted by 83.3 per cent of the officials of the National Primary Education Commission; 15 per cent of the officials of the States Primary Education Boards, 77.1 per cent of the officials of the Local Government Education Authorities and 66.3 per cent of the primary schools Head Teachers contacted. Their position on the issue was synonymous with the provision of the National Policy on Education (1981) that recommends a teacher-pupil ratio of 1:40 in a class.

On the issue of class ratio in the respondents' respective states, majority of the five categories of respondents agreed that the situation found in their respective states is not the ideal one or type. This is to mean, therefore, that the teacher - pupil ratio of 1:40 as indicated above is not found in those states or Local Government Areas.

The responses as indicated in this item were used as a rider to the next item that solicited opinions on whether the situation allows for conducive learning atmosphere to prevail or not. On this, 60 per cent of the Federal Ministry of Education officials accepted that the teacher-pupil ratio found in the states does not allow for conducive learning atmosphere while 83.3 percent of the National Primary Education Commission had also the same view. With regard to the other three categories of the respondents, they all agreed that the various situations as obtained in the sampled

states do not allow for conducive learning atmosphere to prevail. This is represented by 73.2 per cent, 77.5 per cent and 61.7 per cent of the official of the state primary Education Boards, the Local Government Education Authorities and Head Teachers of Primary Schools, respectively.

Responding on whether there were 40 or less pupils in a class in their respective states, the Table shows that all the officials of the Federal Ministry of Education were of the opinion that there are not more than 40 pupils in a class in their respective local government areas. This was similarly maintained by 33.4 per cent of the National Primary Education Commission officials. However, 33.3 per cent of them disagreed while 33.3 per cent were undecided on the issue. For the officials of State Primary Education Boards, 46.5 per cent of them signified agreement that the number found in their areas did not exceed 40 pupils per class. This was concurred by 41.7 per cent of the officials of the Local Education Authorities and 44.8 per cent of the Primary School Head Teachers. With this development, it should be noted that some of the respondents disagreed with that submission while others were neutral.

Perhaps, what was most important was that the respondents knew what an ideal teacher-pupil ratio should be and this knowledge has enabled them to conclude that the one obtained in their different states does not reflect the ideal type. Considering the fact that it is not the ideal type, majority of them now conclude that it would not allow conducive learning atmosphere to prevail. This

situation is probably caused by poor enrolment and retention in the primary schools and is very common in the Northern States of Nigeria where parents appear to be indifferent about the education of their children. Furthermore, one finds that different classes are merged together in one class and taught together because of the poor enrolment in one class or the other.

In fact, this situation is mostly argued to be part of the problems aggravating the poor state of primary education in particular and other levels of education in general.

4.6 TEACHERS AND THEIR QUALIFICATION IN THE NORTHERN STATES OF NIGERIA:

This section is concerned with the response gathered for items 17, 18 and 19 on the questionnaire. Item 17 solicited opinions from the respondents on whether most teachers teaching in primary schools in the Northern States are qualified or not. The impression derived here is of importance to the research because their position on this issue would assist in analysing their response to the next item which was aimed at finding out the qualifications of teachers teaching in the primary schools.

Having got their opinions with respect to the two items above, the next item was to find out their views on the adequacy of arrangements made for teachers to pursue further training which are either through National Teachers Institute or conventional Colleges of Education through in-service training programmes. The views expressed by the respondents on these items are indicated here by means of Table 4.6.1

TABLE 4.6.1: OPINIONS OF RESPONDENTS WITH RESPECT TO TEACHERS QUALIFICATION IN THE NORTHERN STATES

ITEM NO.	ITEM STATEMENT	CATEGORY OF RESPONDENTS	A		U		D		SD		TOTAL	
			FRQ	%	FRQ	%	FRQ	%	FRQ	%	FRQ	%
17	Most teachers obtained in Primary Schools in the Northern Statees are unqualified to teach.	FMOE	3	60.0	1	20	1	20	0	0	5	100
		NPEC	3	50.0	2	33.3	1	16.7	0	0	6	100
		SPEB	25	44.6	19	33.9	6	10.7	6	10.7	56	100
		LGEA	114	47.6	36	15.0	45	18.8	45	18.8	240	100
		PSHT	243	52.5	61	13.3	87	18.9	69	15.0	460	100
19	Adequate arrangements through N.T.I Distance Learning programmes, other conventional colleges and in-serevice programmes have been made for teachers to up grade their qualifications	FMOE	3	60.0	2	4	0	0	0	0	5	100
		NPEC	5	83.3	0	0	0	0	1	16.7	6	100
		SPEB	18	32.1	34	60.7	2	3.6	2	3.6	56	100
		LGEA	221	94.6	90	37.5	5	2.1	6	2.5	240	100
		PSHT	334	71.6	109	23.7	3	7	14	3.0	460	100
18	Most teachers of Primary schools in your state or local government area are either degree holders, NCE, Grade IIP, Grade IIR, Diploma or Others	MOE	5	100	0	0	0	0	0	0	5	100
		NPEC	3	50.0	1	16.7	1	16.7	1	16.7	6	100
		SPEB	49	87.5	5	8.9	1	1.8	1	1.8	56	100
		LGEA	221	94.6	7	2.9	4	1.7	2	.8	240	100
		PSHT	411	87.4	23	5.0	25	5.4	10	2.2	460	100

From Table 4.6.1 it would be seen that 60 per cent of the officials of the Federal Ministry of Education agreed that most teachers found teaching in primary schools in the Northern States are unqualified. This position was shared by only 50 per cent of the officials of the National Primary Education Commission. However, for the officials of the State Primary Education Boards only 44.6 per cent consented to the notion that most teachers of primary schools are not qualified to man the primary schools. The rest of those in that category either remained undecided or disagreed completely. In a similar response, the officials of the Local Government Education Authorities had also indicated their disagreement over that preposition. Thus, 52.6 per cent of them are against the conclusion that most of those teachers in primary schools are unqualified. This view was shared by 47.2 per cent of Primary Schools Head Teachers.

As regards the qualification possessed by teachers of primary schools in the different areas of the North, the response of the officials of the Federal Ministry of Education indicated that 40 per cent of the teachers were Grade II pass, 40 per cent hold National Certificate of Education (NCE) while only 20 per cent were Grade II referred that is those who have not obtained their Grade II certificates. Their opinions with regard to this issue have not been accepted by the officials of the National Primary Education Commission. About 83.3 per cent of them asserted that most of the teachers found in primary schools in different states of the North were holders of Grade II Teachers' certificate. The officials of

the State Primary Education Boards maintained that 60.7 per cent of the teachers hold either N.C.E. or Diploma certificate. However, the response of the officials of the Local Government Education Authorities on the qualifications of the teachers as indicated on the Table shows that 42.5 per cent of the teachers are Grade II certificate holders, while 37.5 per cent are either NCE or Diploma Certificate holders, 15.4 per cent are Grade II referred teachers while the remaining per cent of the teachers possess other qualifications. The percentage distribution here almost agrees with the response of the Primary School Head Teachers. They, however, felt that 37.6 per cent of them are not actually qualified because they are yet to complete their Grade II certificates. Table I of the Appendix throws more light on this issue state by state.

On whether adequate arrangements have been made for these teachers to up grade their qualifications, through the service of the National Teachers' Institute, the existence of other conventional Colleges of Education and other forms of in-service training programmes, all the five categories of respondents agreed that arrangements have been made. The only noticeable difference emanate from the fact that only 50 per cent of the officials of the National Primary Education Commission agreed. The rest of them disagreed or remained undecided on the matter. This posture is contrary to those of the other respondents who unanimously agreed with only marginal difference of opinions.

4.7 ENROLMENT AND RETENTION OF PUPILS IN PRIMARY SCHOOLS IN THE NORTHERN STATES.

This section is particularly related to the responses obtained for items 20, 22 and 23 on the questionnaire. Item 20 was intended to obtain the opinions of the respondents on whether government's attention is now drawn towards ensuring effective enrolment and retention of pupils in primary schools or not. This was for the purpose of knowing whether people appreciate government's efforts and programmes on education.

Item 22 on the other hand was particularly intended to solicit information on whether all school aged children were enrolled in to primary I or not in their respective places. Whatever could be the outcome of their responses would be determined by the next item which is number 23. In this item, opinions are sought on the extent to which adequate planning and arrangement were made by respective Governments to ensure that all school age children were absorbed in to primary schools in the Northern states.

However, for the details of their responses as regards to the three items, the frequencies and percentages of opinions are presented in Table 4.7.1.

TABLE 4.7.1: OPINIONS OF RESPONDENTS WITH RESPECT TO ENROLMENT AND RETENTION OF PUPILS IN PRIMARY SCHOOLS IN THE NORTHERN STATES.

ITEM NO.	ITEM STATEMENT	CATEGORY OF RESPONDENTS	A		U		D		SD		TOTAL	
			FRQ	%	FRQ	%	FRQ	%	FRQ	%	FRQ	%
20	The attention of the Government is now drawn to wards effective enrolment and rention of pupils in primary schools in the North.	FMOE	4	80.0	1	20	0	0	0	0	5	100
		NPEC	5	83.3	1	16.7	0	0	0	0	6	100
		SPEB	40	71.5	12	21.4	4	7.1	0	0	56	100
		LGEA	163	67.9	42	17.5	25	10.4	10	4.2	240	100
		PSHT	265	57.7	88	19.1	82	17.8	25	5.4	460	100
22	Most Primary Schools in my State or Local Government Areas do not succeed in enrolling the expect number of Prim ary I pupils every year	FMOE	5	100	0	0	0	0	0	0	5	100
		NPEC	2	33.4	0	0	2	33.3	2	33.3	6	100
		SPEB	40	71.9	4	7.1	9	16.1	3	5.4	56	100
		LGEA	155	64.6	17	7.1	44	18.3	24	10.0	240	100
		PSHT	283	61.5	32	7.0	112	24.3	33	7.2	460	100
23	adequate planning and provion have been made by respective governments to ensure enrolling all qualified children.	FMOE	3	60.0	0	0	0	0	2	40	5	100
		NPEC	3	50.0	2	33.3	1	16.7	0	0	6	100
		SPEB	29	51.8	5	8.9	18	32.1	4	7.1	56	100
		LGEA	102	42.5	28	11.7	61	25.4	49	20.4	240	100
		PSHT	209	45.4	71	15.4	152	33.0	28	6.1	460	100

Table 4.7.1 indicates that the frequency of 4 representing 80 per cent of the officials of the Federal Ministry of Education were of the opinion that the attention of the government at all the three tiers is drawn towards effective enrolment and retention in primary schools in the Northern states. The remaining 20 per cent were undecided on the issue.

This stance is, however, concurred by 83.3 per cent of the officials of the National Primary Education Commission as well as 71.5 per cent of the officials of the state Primary Education Boards. Similarly, the Table shows that 67.9 per cent and 57.7 per cent of the officials of the Local Education Authorities and Head teachers of primary schools have all agreed that the attention of the government is now focused on effective enrolment and retention in primary schools in the Northern States, respectively. The rest of them were either neutral or disagreed on the issue.

As it relates to the successful enrolment of qualified children into primary schools in the Northern States, all the officials of the Federal Ministry of Education (100 per cent) agreed that most primary schools in their respective states succeed in enrolling the expected number of children into schools. This position was only accepted by 33.4 per cent of the officials of the National Primary Education Commission while 66.7 per cent disagreed completely.

Similarly, majority of the officials of the other groups as could be seen on the Table also agreed that the expected number of children that required to be in schools were enrolled every year.

Taking the position of the majority of the respondents on enrolment and the table on enrolment in appendix II, one will notice that even if the expected number of children to be enrolled into primary schools was enrolled, that same number is not retained afterwards. A lot of them dropped out later or stopped coming to school for different reasons. Perhaps, that may be why majority of the officials of the National Primary Education Commission were of the opinion that the required number was not enrolled.

On whether adequate provision and planning were made towards enrolling all qualified children into primary schools in the Northern States, 60 per cent of the officials of the Federal Ministry of Education accepted that provisions and planning were made by respective Governments to ensure the enrollment of all qualified children. This was further accepted by 50 per cent of the officials of the National Primary Education Commission and 51.8 per cent of officials of the State Primary Education Boards. On the same issue, 42.5 per cent and 45.4 per cent of the officials of the Local Government Education Authorities and Primary Schools Head Teachers only were of the opinion that these arrangements have been made. Others were either undecided or disagreed completely. Considering all these views, one may likely consider the views of the officials of the LGEA and Head Teachers of Primary Schools as more significant than other respondents' views. This is because they are those who implement such decisions at the school level. Any change in enrolment would be noticed by them earlier before any body or group. However, all these views were subjected to further

statistical testing to ascertain the degree of their relatedness.

4.8 SUPERVISION AND INSPECTION OF PRIMARY SCHOOLS IN THE NORTHERN STATES.

This section concerns itself with items 24, 25 and 26 on the questionnaire. Item 24 sought opinions from the respondents on whether close monitoring and supervision are a prerequisite towards effective and successful provision of primary education in the Northern States. Item 25 on the other hand, solicited the opinions of the respondents on whether supervision of instructions are carried out in their respective States or Local Government Areas or not. Item 26 was, however, aimed at generating the respondents' views on provisions made in respect of effective supervision of primary schools in the Northern states.

The outcome of responses over these issues were tabulated, analysed and presented by means of frequencies and percentages as presented in Table 4.8.1.

TABLE 4.8.1: OPINIONS OF RESPONDENTS WITH RESPECT TO EFFECTIVE SUPERVISION AND INSPECTION OF PRIMARY SCHOOLS IN THE NORTHERN STATES.

ITEM NO.	ITEM STATEMENT	CATEGORY OF RESPONDENTS	A		U		D		SD		TOTAL	
			FRQ	%	FRQ	%	FRQ	%	FRQ	%	FRQ	%
24	For Successful Provision of Primary education to emanate there must be close monitoring and supervision of primary schools.	FMOE	5	100	0	0	0	0	0	0	5	100
		NPEC	6	100	0	0	0	0	0	0	6	100
		SPEB	50	87.5	4	7.1	3	5.4	0	0	56	100
		LGEA	223	52.9	11	4.6	6	2.5	0	0	240	100
		PSHT	405	88.9	31	6.7	12	2.6	8	1.7	460	100
25	Supervision of instrcution is not effectively carried out in my state or Local Government Area	FMOE	5	100	0	0	0	0	0	0	5	100
		NPEC	4	66.6	1	16.7	1	16.7	0	0	6	100
		SPEB	40	71.5	2	3.6	8	14.3	6	10.7	56	100
		LGEA	125	52.5	18	7.5	63	26.3	33	13.8	240	100
		PSHT	244	53.1	50	10.9	130	28.3	36	7.8	460	100
26	There is in adequate Provision in respect of effective supervision of primary schools in my state or Local Government Area.	FMOE	5	100	0	0	0	0	0	0	5	100
		NPEC	4	66.7	1	16.7	1	16.7	0	0	6	100
		SPEB	30	53.5	7	12.5	10	17.9	9	16.1	56	100
		LGEA	172	71.7	21	8.8	30	12.5	17	7.1	240	100
		PSHT	319	69.4	52	11.3	64	13.9	25	5.4	460	100

From Table 4.8.1 above it could be observed that 100 per cent of the officials of the Federal Ministry of Education agreed that for a successful provision of Primary education, there must be close monitoring and supervision of primary schools. A total of 100 per cent of the officials of the National Primary Education Commission contacted held similar views. It was also the opinions of 87.5%, 92.9% and 88.9% of the officials of the State Primary Education Boards, Local Education Authorities and Primary School Head Teachers of the Northern States, respectively.

With respect to Supervision not being carried out in the primary schools in the states, about 100 per cent of the officials of the Federal Ministry of Education and those of the National Primary Education Commission were of the opinion that adequate supervision of schools is not being carried out in their respective states. As many as 71.5 per cent, 52.5 per cent and 53.1 per cent of the officials of the states Primary Education Boards, Local Government Education Authorities and Primary Schools Head Teachers, respectively held the same view that adequate supervison is not carried out. On whether there was adequate provision or not in respect of effective supervision of schools, all the five officials of the Federal Ministry of Education together with 56.7 per cent of the officials of the National Primary Education Commission believed that there was no adequate provision made to enhance effective supervision of primary schools.

Moreover, 53.5 per cent of officials of SPEB, 71.7 per cent of officials of LGEAs and 69.4 per cent of Head teachers shared the

same view that there was inadequate arrangement for effective supervision of primary schools. The remaining of these officials decided to disagree or were undecided on the issue as could be seen from the Table. With this development, the concensus opinion was that no adequate arrangement has been made to facilitate effective inspection.

The outcome of the responses of the five sets of respondents as obtained from the items of the questionnaire was later subjected to further statistical testing as could be seen in table 4.11.7.

4.9 CURRICULUM IN USE IN PRIMARY SCHOOLS IN THE NORTHERN STATES:

This section is related to items 27, 28, 29 and 30 on the questionnaire. Item 27 solicited the opinions of respondents on the extent to which curriculum contents determine the quality of education provided in schools. The next item which is item 28 was to find the views of the respondents on whether the curriculum found in the respondents' respective places was appropriate for the provision of sound or required education. Item 29 on the questionaire on the other hand was to find out whether the number of subjects as reflected in the curriculum makes it difficult for the provision of qualitative education or not. The last item in this section was aimed at finding out the opinions of the respondents on whether they feel that the number of subjects taught in primary schools should be reduced to only the core subjects to allow for effective learning or not.

The responses obtained from the five sets of respondents on all these items were analysed and presented below in Table. 4.9.1.

TABLE 4.9.1 OPINIONS OF RESPONDENTS WITH REGARD TO THE CURRICULUM IN USE IN PRIMARY SCHOOLS IN THE NORTHERN STATES.

ITEM NO.	ITEM STATEMENT	CATEGORY OF RESPONDENTS	A		U		D		SD		TOTAL	
			FRQ	%	FRQ	%	FRQ	%	FRQ	%	FRQ	%
27	Effective Curriculum Contents determines the quality of Education to be provided in primary Schools.	FMOE	5	100	0	0	0	0	0	0	5	100
		NPEC	3	50.0	2	33.3	1	16.7	0	0	6	100
		SPEB	44	78.5	5	8.9	5	8.9	2	3.6	56	100
		LGEA	223	92.5	9	3.8	8	3.3	0	0	240	100
		PSHT	416	90.4	24	5.2	12	2.6	8	1.7	460	100
28	The Curriculum in Use in Primary Schools is appropriate for the provision of qualitative education in my state or Local Government Area.	FMOE	5	100	0	0	0	0	0	0	5	100
		NPEC	4	66.6	1	16.7	1	16.7	0	0	6	100
		SPEB	42	75.0	4	7.1	9	16.1	1	1.8	56	100
		LGEA	164	68.4	28	11.7	43	17.9	5	2.1	240	100
		PSHT	283	61.6	57	12.4	91	19.8	29	6.3	460	100
29	The Curriculum has been over loaded with too many subjects that makes it difficult for the provision of qualitative Primary Education.	FMOE	2	40.0	0	0	2	40	1	20	5	100
		NPEC	1	16 7	1	16.7	3	50	1	16.7	6	100
		SPEB	18	32.1	12	21.4	21	37.5	5	8.9	56	100
		LGEA	131	54.6	28	11.7	68	28.3	13	5.4	240	100
		PSHT	259	56.3	49	10.7	125	27.2	27	5.9	460	100

ITEM NO.	ITEM STATEMENT	CATEGORY OF RESPONDENTS	A		U		D		SD		TOTAL	
			FRQ	%	FRQ	%	FRQ	%	FRQ	%	FRQ	%
30	The number of subjects taught in Primary School is in my state or Local Government Area need to be reduced to only the core subjects to allow for effective learning.	FMOE	0	0	1	20	2	40	2	40	5	100
		NPEC	0	0	2	33.3	3	50	1	16.7	6	100
		SPEB	14	25.0	15	26.8	21	37.5	6	10.7	56	100
		LGEA	130	54.2	24	10.0	57	23.8	29	12.1	240	100
		PSHT	241	52.4	50	10.9	133	28.9	36	7.8	460	100

Table 4.9.1 Indicates that 5 officials representing 100 per cent of respondents from the Federal Ministry of Education contacted agreed that the curriculum in use in primary schools determines the effectiveness or otherwise in the provision of sound education at that level. A total of 50 per cent of the officials of the National Primary Education Commission shared the same opinion while the remaining officials either remained undecided or disagreed with the notion. The position of currculum as a determining factor in the provision of sound education was also the opinion of 78.5%, 92.9% and 90.4% of the officials of the States Primary Education Boards, Local Government Education Authorities and Primary Schools Head Teachers, respectively.

With respect to the item that sought their opinion on the appropriateness of the curriculum in the provision of sound education, 100 per cent of the officials of the Federal Ministry of Education were of the view that the curriculum in use in primary schools allow for the effective provision of primary eduction. This stance was concurred by 66.6%, 75%, 68.4% and 61.6% of the officials contacted from the National Primary Education Commission, States Primary Education Boards, Local Government Education Authorities and Head Teachers of Primary Schools, respectively.

On the notion that the curriculum in use in primary schools in the Northern states was over loaded with too many subjects, 80 per cent of the officials of the Federal Ministry of Education disagreed with that postulation. This was accepted also by 66.6 per cent of the officials of the National Primary Education Commission

46.4 per cent of the officials of the State Primary Education Boards, while 21.4 per cent of the SPEB officials later remained undecided on the issue. However, 54.6 per cent and 58.3 per cent represented the number of the officials from the LGEA and Primary School Head Teachers that did not agree that the curriculum in use in Primary School was over loaded with so many subjects.

The Table also shows the responses of the five sets of respondents on item 30 that wanted to obtain their views on whether to reduce subjects taught in primary schools or not. In this case, the Table indicates that 80 per cent of the officials of the Federal Ministry of Education disagreed with the idea of reducing the subjects. This was accepted by 66.7 per cent of the Commission's officials contacted. However, it was felt by 54.2 per cent of the officials of the Local Government Education Authorities and 52.3 per cent of the Primary School Head Teachers contacted that the subjects taught in primary schools need to be reduced to the core subjects. An item to note in this regard is the fact that a good number of the respondents decided to remain undecided on this issue as could be seen from the table concerned. In summary, therefore, all the responses acquired through the administration of the questionnaire items were later subjected to further statistical test using the analysis of variance as statistical tool and method. The outcome is presented in table 4.11.8.

4.10 SUPPLY OF FACILITIES AND EQUIPMENT IN PRIMARY SCHOOLS IN THE NORTHERN STATES:

This section is related to item 31, 32, 33 and 34 on the questionnaire. Item 31 was aimed at finding out the opinions of the

respondents on the importance of facilities and equipment towards the provision of qualitative education in primary schools. Item 32 sought the views of the respondents on the regularity or otherwise of the supply of these facilities to the primary schools in their respective areas. Item 33 on the questionnaire was meant to find out who actually is given the responsibility of supplying these facilities to primary schools among the three organs that manage primary education in the Northern states. The last item in this section was to find out the views of the respondents on the system of supplying these facilities as mentioned above and whether it was appropriate or not in a bid to give sound primary education. Details can be seen in table 4.10.1.

TABLE 4.10.1 OPINIONS OF RESPONDENTS WITH REGARD TO THE SUPPLY OF FACILITIES AND EQUIPMENT IN PRIMARY SCHOOLS IN THE NORTHERN STATES.

ITEM NO.	ITEM STATEMENT	CATEGORY OF RESPONDENTS	A		U		D		SD		TOTAL	
			FRQ	%	FRQ	%	FRQ	%	FRQ	%	FRQ	%
31	Availability of facilities in Primary Schools greatly assist in the Provision of Primary Education in the Northern states	FMOE	5	100	0	0	0	0	0	0	5	100
		NPEC	5	83.4	1	16.7	0	0	0	0	6	100
		SPEB	41	73.2	12	21.4	3	5.4	0	0	56	100
		LGEA	228	95.0	5	2.1	5	2.1	2	.8	240	100
		PSHT	424	89.1	20	4.3	6	1.3	10	2.2	460	100
32	The Supply of these facilities is not regular in the Primary Schools of the Northern States.	FMOE	5	100	0	0	0	0	0	0	5	100
		NPEC	4	66.7	1	16.7	1	16.7	0	0	6	100
		SPEB	27	48.2	17	30.4	9	16.1	3	5.4	56	100
		LGEA	27	48.2	17	30.4	9	16.1	2	.8	240	100
		PSHT	217	90.4	17	7.1	4	1.7	8	1.7	460	100
34	The system of the supply of facilities mentioned above is in appropriate and so needs to be changed.	FMOE	4	80.0	0	0	1	20	0	0	5	100
		NPEC	3	50.0	0	0	3	50	0	0	6	100
		SPEB	38	67.8	6	10.7	11	19.6	1	1.8	56	100
		LGEA	197	82.1	11	4.6	24	10.0	8	3.3	240	100
		PSHT	370	80.5	30	6.5	48	10.4	12	2.6	460	100

ITEM NO.	ITEM STATEMENT	CATEGORY OF RESPON-DENTS	L.G.E.A		SPEB		NPEC		ALL OF THEM		TOTAL	
			FRQ	%	FRQ	%	FRQ	%	FRQ	%	FRQ	%
33	The supply of these facilities is done by:	FMOE	0	0	4	80	0	0	0	0	4	100
		NPEC	2	33.3	1	16.7	3	50	0	0	6	100
		SPEB	11	19.0	17	30.4	17	30.4	9	16.1	54	100
		LGEA	52	21.7	112	46.7	49	20.4	27	11.3	240	100
		PSHT	127	27.6	206	44.8	119	25.9	8	1.7	460	100

Table 4.10.1 indicates that 100 per cent of the officials of the Federal Ministry of Education were of the opinion that availability of facilities in primary schools greatly assists towards effective provision of primary education in the Northern States of Nigeria. This was also agreed by 83.4 per cent of the officials of the National Primary Education Commission. In a similar opinion, 73.2 per cent, 95 per cent and 92.1 per cent of the officials of the State Primary Education Boards, Local Government Education Authorities and Primary School Head Teachers contacted were of the same view. On the supply of facilities to primary schools, 100 per cent of the officials of the Federal Ministry of Education held the opinion that it is not regularly done in their respective places. This opinion was supported by 66.7 per cent of the officials of the Primary Education Commission. This was only agreed by 48.2 per cent, 48.2 per cent and 90.4 per cent of the staff of the State Primary Education Board, Local Government Education Authority and Primary School Head Teachers contacted, respectively.

The findings of who actually supplies facilities to primary school as indicated in the Table show that 80 per cent of the staff of the Federal Ministry of Education held the view that it was the State Boards that do the supplies while the staff of the Commission felt that it is the NPEC that does the supply to primary schools in the Northern States. The officials of State Primary Education Boards felt that the supply was done by the Boards and the Primary Commission at the rate of 30 per cent each. On the other hand, officials of Local Government Education Authorities numbering 112

or 46.7 per cent were of the opinion that it is the State Primary Education Boards that supply facilities to their schools. This was concurred by 44.8 per cent of the Primary School Head Teachers contacted over the issue.

On whether there was the need to change the system of supplying of facilities to Primary Schools, 80 per cent of the officials of the Federal Ministry of Education agreed that the system is inappropriate and should be changed with another one. This posture was only accepted by 50 per cent of the officials of the National Primary Education Commission while the remaining disagreed. However, 67.8 per cent, 82.1 per cent and 80.5 per cent of the officials of the States Primary Education Boards, the Local Government Education Authorities and Primary School Head Teachers, respectively held the view that the system of supplying the facilities currently in operation in Primary Schools should be changed in the Northern States.

Having got all these responses, they were later subjected to further statistical testing to find out the collective opinions as may affect all the three items. The statistical tool used in this regard was the Analysis of Variance and is presented below in table

4.11 HYPOTHESES TESTING

4.11.1 Null Hypothesis 1.

There is no significant difference in the opinions of officials of the Federal Ministry of Education, National Primary Education Commission, State Primary Education Boards, Local

Government Education Authorities and Head Teachers of Primary Schools with respect to the trend in the Management of primary Education in the Northern states of Nigeria between 1976 to 1998.

Hypothesis I above relates to items 4, 5 and 6 of the questionnaire. Therefore, data gathered in respect of the items stated were used in analysing the degree of consensus in opinions as regards to the trend in the management of primary education in the Northern states of Nigeria. For the testing of the hypothesis, all the items mentioned above were used and the one way analysis of variance statistical procedure was used to record the differences or otherwise in their opinions. The results of the testing are presented in Table 4.2 below:

Table 4.11.1: One Way Analysis of Variance on the Trend of Management of Primary Education in the Northern States.

SOURCE OF VARIATION	DF	SUM OF SQUARE	MEAN SQUARE	F RATIO	F PROB.
Between Groups	4	224.3550	56.088	9.4022	.000
Within Groups	762	4545.6997	5.9655		P<0.05
Total	766	4770.0548			

According to the results, the observed F value which is 9.4022 is higher than the Table value of 2.39 at 962,4 degree of freedom. Similarly, the computed probability of 0.000 is lower than the accepted level of 0.05 significance. From the table, therefore, it could be concluded that there were differences in the opinions of the five sets of respondents on

the trend in the management of primary education in the Northern States of Nigeria. Sequel to this, the null hypothesis is rejected. However, in order to find out the extent to which each group differ significantly from the other, the Scheffe test was conducted and it is presented below.

The Scheffe procedure for multiple comparison is presented in table ranges. The value actually compared with mean J-mean mean 1 is 1.7271 Range * Sgrt (1/N (1) + (1/NCJ)

Mean	Group	
12.7870	PRY SCH H.T.	*
13.6542	LGEA OFFICIALS	**
14.2000	FMOE OFFICIALS	**
14.2321	SPEB OFFICIALS	***
15.5000	NPEC OFFICIALS	***

Giving the position of the Scheffe test as could be seen above, it would be noted that there were differences in the degree of their opinions as regards to the trend in the management of primary education. The mean scores of Head Teachers of primary schools and that of Local Government Education Authorities seems to be more in agreement with each other while those of the Federal Ministry of Education officials, the National Primary Education Board appear to be in close agreement with each other. Perhaps, the similarity in their responses could be as a result of the exposure they have on the system of management of primary education and so more

coservant with those who actually manage the sector. A point worthy of note is that primary education sector has indeed witnessed a lot of changes on who actually manages it within the stated period of time.

Considering this, therefore, there is need for some kind of consistence in educational policies and programmes so that whatever policy or system is introduced, it should be allowed to stand the test of time before rescinding or changing to another one. In fact, this type of inconsistency happened in 1991 when the National Primary Education Commission was dissolved only to be reintroduced later in 1993.

4.11.2 Null Hypothesis 2.

There is no significant difference in the opinions of officials of the Federal Ministry of Education, National Primary Education Commission, States Primary Education Boards, Local Government Education Authorities and Head Teachers of Primary Schools with respect to the adequacy of funding primary education in the Northern States.

This hypothesis relates to items 8, 9 and 11 on the questionnaire. In an effort to acquire data on the issue of adequacy of funds or otherwise in primary education, all the stated items above were used and differences in opinions were obtained from the five sets of respondents. However, in order to test this hypothesis the responses obtained using the items above were subjected to One Way Analysis of Variance (ANOVA)

statistical procedure and the results of the test are presented below in Table 4.11.2

Table 4.11.2: One way Analysis of Variance (ANOVA) on Adequacy of Funding Primary Education in the Northern States.

SOURCE OF VARIATION	DF	SUM OF SQUARE	MEAN SQURE	F RATIO	F PROB.
Between Groups	4	93.5026	23.3757	5.4512	.0002
Within Groups	762	3267.5873	4.2882		P<0.05
Total	766	3361.0900			

The result as shown above, indicates that the observed F value which is 5.4512 is higher than the Table value which is 2.39 at 762, 4 degree of freedom. However, the computed probability of .002 is lower than the accepted level of 0.05 significance. This position then indicates that there were differences in opinions among the five sets of respondents on the issue of adequacy of funding primary education in the Northern States. Therefore, the hypothesis which says that there are no significant difference in opinions among them is rejected.

Nevertheless, for the purpose of finding out the extent to which each of the different sets of respondents differ in opinion from the other, a Scheffe test was conducted and the outcome is presented below.

Scheffe procedure ranges for the 0.50 level are 4.37 4.37 4.37 4.37. The stated ranges above are able ranges. The

4.11.3 Null Hypothesis 3.

There is no significant difference in the opinions of officials of the Federal Ministry of Education, National Primary Education Commission, State Primary Education Boards, Local Government Education Authorities and Head Teachers of Primary School with respect to the procedure of funding primary education in the Northern states.

This hypothesis relates to items 10 and 12 on the questionnaire. The data collected using the items were used in analysing the relatedness or otherwise in the opinions of the five groups of respondents over the issue of funding procedure for primary education in the Northern States of Nigeria.

Therefore, for the testing of the above hypothesis the responses of the two items were subjected to statistical testing using the Analysis of Variance (ANOVA) statistical tool and the results of the testing are presented in Table 4.11.3 below:

Table 4.11.3 One Way Analysis of Variance on the Procedure for Funding Primary Education in the Northern States.

SOURCE OF VARIATION	DF	SUM OF SQUARE	MEAN SQURE	F RATIO	F PROB.
Between Groups	4	23.1779	5.7945	4.7044	.0009
Within Groups	762	938.5692	1.2317		P>0.005
Total	766	961.7471			

Table 4.13.3 above shows that the observed F value which is 4.7044 is higher than the table value which is 2.39 at 762, at 4 degree of Freedom. However, the computed probability of .0009 is lower than the accepted level of 0.05 significance. This posture then suggests that there is significant difference in the opinions of the five groups of respondents over the procedure of funding primary education in the Northern States. Therefore, the null hypothesis which says that there is no significant differences in their opinions is rejected.

However, Scheffe test was also conducted to ascertain the extent to which the different groups had similarity in opinions over the issue and this is presented below.

Scheffe procedure ranges for the 0.05 level are 4.37, 4.37 4.37 4.37. These ranges are table ranges. The value actually compared with mean (J)-mean (1) is .7848 * Range * Sgrt (1/N (1) + (1/NCJ)

Mean	Group	
2.8696	PRY SCH	*
2.9633	LGEA	*
3.4643	SPEB	**
3.6000	MOE	**
3.6667	NPEC	**

Given the distribution above, it could be seen that the Mean Score of primary school Head Teachers which is 2.8696 and

that of Local Government Education Authority Officials which is 2.9833 are significantly close to each other than when compared with the Mean Score of the other groups. This is to mean that even though they all have different opinions on the issue of procedure of funding, yet the two groups' views are more related to each other. This level of perception could further be buttressed from Table 4.5 where their responses were presented on the procedure of funding. It would be noticed that 70.9 per cent and 71.7 per cent of the officials of the Local Government Education Authorities and Head Teachers of Primary Schools had indicated their agreement on the need to change the system or procedure of the funding.

However, if on the other hand, one takes the Mean Scores of the other three sets of respondents, one will realise that they were also more related in their opinions than when compared with the other two. This simply means that they all accepted the fact that the procedure should change and had gone to the extent of proffering state governments to be the next tier that should be assigned that responsibility of funding primary education. With this development, therefore, there is the need to revisit, once more, the revenue allocation formula so that all funds meant for primary education would be allocated to the states for that purpose. When this is done, they may be in a better position to undertake that responsibility fully.

4.11.4 Null Hypothesis 4.

There is no significant difference in the opinions of the officials of the Federal Ministry of Education, National Primary Education Commission, State Primary Education Boards, Local Education Authorities and Head Teachers of Primary Schools with respect to teacher-pupil ratio found in Primary Schools in the Northern states.

This hypothesis is concerned with items 13, 14, 15 and 16 on the questionnaire. Information regarding the teacher-pupil ratio found in primary schools in the Northern States were obtained using the items and all the five sets of respondents gave their opinions accordingly.

However, in order to test the hypothesis, the diverse opinions obtained through the items on the questionnaire were subjected to statistical testing using the One Way Analysis of Variance (ANOVA) as the statistical tool. The results of the testing are presented below in Table 4.11.4:

Table 4.11.4 One Way Analysis of Variance On the Teacher-Pupil ratio found in Primary Schools in the Northern States.

SOURCE OF VARIATION	DF	SUM OF SQUARE	MEAN SQURE	F RATIO	F PROB.
Between Groups	4	256.1493	64.0373	11.4528	.0000
Within Groups	762	4260.6695	5.5914		P<0.05
Total	766	4516.8188			

The position of the above table indicates that the observed F value which is 11.4528 is higher than the table value which is 2.39 at 762, 4 degree of Freedom. However, looking at the computed probability which is .0000, one will understand that it is lower than the significant value which is 0.05. From the foregoing, it is evident that there exist differences in opinions among the five different sets of respondents regarding the teacher-pupil ratio as is found in primary schools in the Northern states. Sequel to this, therefore, the hypothesis which says that there is no significant difference in opinions among the different categories of respondents is rejected.

But in order to find out the extent to which the respondents have similarities or discrepancies in their opinions regarding the phenomenon, a Scheffe test was conducted and the findings are presented below:

Scheffe procedure ranges for the 0.50 level are 4.37, 4.37, 4.37, 4.37. The ranges above are table ranges. The value if actually compared with mean (J) mean (1) is 1.672* Range * Sgrt (1/N/O + 1/N(J)).

Mean	Group	
13.8783	PSHT.	*
14.9107	SPEB	*
15.0333	LGEA	**
15.6000	FMOE	**
16.0000	NPEC	***

Taking the distribution of the Mean Scores as could be seen above, it would be noted that there are differences in the extent of the respondents' opinions regarding the teacher-pupil ratio found in the primary schools of the Northern States. For example, in responding to the item that solicited information on the ideal teacher-pupil ratio, the officials of the Federal Ministry of Education and those of the National Primary Education Commission appear to be more in agreement with one another on the issue. This is why their Mean Score is not quite different from each other. However, when one takes the Mean Scores of the officials of the state Primary Education Boards and that of the Local Government Education Authorities into account, as could be seen above, it would be noted that they were also closely associated. This then means that their opinions regarding the ideal teacher-pupil ratio were almost the same. This could further be substantiated by referring to Table 4.11.4 that presented responses to the items. In it, it would be seen that 75 per cent and 71.9 per cent of the officials of State Primary Education Boards and those of Local Education Authorities agreed that the ideal teacher-pupil ratio should be 1:40. These views were significantly different from those given by the officials of the Federal Ministry of Education where 100 per cent responded to that opinion. This same picture of differences in opinions could be seen again when one takes the item that discusses the position of class sizes as obtained in different states of the

North. All the officials of the Federal Ministry of Education agreed that the class size obtained in the Northern States is 40 pupil to a class or even less than that. This view is not accepted by the other groups, indicating that the opinions are significantly different from one another.

4.11.5 Null Hypothesis 5

There is no significant difference in the opinions of the officials of the Federal Ministry of Education, National Primary Education Commission, State Primary Education Boards, Local Government Education Authorities and Head Teachers of Primary Schools with respect to teachers' qualifications in the Northern States.

This hypothesis is related to items 17, 18, and 19 on the questionnaire. Data relating to the teachers' qualifications and other associated issues were obtained using the items from all the five different categories of respondents. In this way, their opinions on each of the items were gathered and collated accordingly.

But for the purpose of testing the different opinions obtained, the data were subjected to statistical testing using the Analysis of Variance (ANOVA) statistical tool as a method. The results of the test are presented below in Table 4.11.5:

Table 4.11.5 One Way Analysis of Variance On the Teachers' Qualification in the Northern States.

SOURCE OF VARIATION	DF	SUM OF SQUARE	MEAN SQUARE	F RATIO	F PROB.
Betweem Groups	4	56.4401	14.1100	4.8920	.0007
Within Groups	762	2197.8311	2.8843		P<0.05
Total	766	2254.2712			

Table 4.11.5 above indicates that the observed F value which is 4.8920 is higher than the table value which is 2.39 at 762, 4 degree of freedom. However, the computed F probability which is 0.0007 is lower than the accepted level which is 0.05. Owing to this, therefore, it would be concluded that there is significant difference in the opinions of the five sets of respondents with respect to the qualification of teachers in Primary schools. Hence, the hypothesis set in the null form is rejected. However, in an effort to find the relationship in opinions among the five different sets of the respondents in connection with teachers' qualifications, a Scheffe test was conducted and the outcome is presented below.

Scheffe procedure ranges for the 0.50 level are

4.37. 4.37. 4.37 4.37.

The ranges above are table ranges. The value if actually compared with Mean (J) - Mean (1/ is 1.2009 * Ranges * Sqrt (1/N(1) + 1/N(J)).

Mean	Group	
9.5000	NPEC	*
9.5804	PSHT	*
10.1250	LGEA	**
10.1429	SPEB	**
10.4000	FMOE	**

Taking the distribution of the Means into consideration, it would be understood that there are significant differences in their opinions as regards the issue of teachers' qualifications and other related issues that border on training. For example, respondents from the officials of L.G.E.A, SPEB and FMOE were more in agreement on the position of teachers' qualifications in primary schools of the Northern states. Majority of them maintained that the teachers are not qualified to teach in their respective schools. This assertion can be corroborated with the table on teachers' qualifications in Table 1 in the Appendix . From the Table, one will notice that the percentages of unqualified teachers is higher in most of the states in the North than the qualified ones. Perhaps, the situation is going to be worse when the declaration of the Federal Ministry of Education comes into effect that only NCE holders would be allowed to teach in primary schools in the Northern states. Probably that may explain the reason why despite the fact that 83.3 per cent of the officials of the National Primary Education Commission attest that most

teachers in primary schools are Grade II certificate holders, yet the number of unqualified ones is higher. On the efforts put in place by respective governments to ensure that these unqualified teachers are given opportunities to make up, majority of the five sets of respondents agreed that arrangement has been put in place. To this extent, even though the Teacher training colleges have been abolished, the existence of the National Teachers' Institute is there to serve the same purpose. In fact, it has been organising both Grade II and N.C.E training usually through the Distance Learning Programme and a lot of teachers have been benefitting from the programme.

In a nut shell, one can conclude that their opinions are tilted towards different directions just as enunciated by the outcome of the hypothesis. On the strength of this, therefore, there is the need to redouble efforts towards ensuring that teachers of primary schools in the Northern states are made not only qualified to teach but competent as well.

4.11.6 Null Hypothesis 6.

There is no significant difference in the opinions of the officials of the Federal Ministry of Education, National Primary Education Commission, State Primary Education Boards, Local Government Education Authorities and Head Teachers of Primary Schools with respect to enrolment and retention of pupils in Primary Schools in the Northern States.

This hypothesis relates to items 20, 22 and 23 on the questionnaire. Data generated in respect of the items were, therefore, used in analysing the differences in the opinions of the five different sets of respondents with regard to enrolment and retention of pupils in primary schools. The Analysis of Variance (ANOVA) statistical tool was used in the test and the result is presented below.

Table 4.11.6 One Way Analysis of Variance On Enrolment and Retention of Pupils in the Primary Schools of the Northern States.

SOURCE OF VARIATION	DF	SUM OF SQUARE	MEAN SQUARE	F RATIO	F PROB.
Between Groups	4	47.1642	11.7911	2.0713	.0828
Within Groups	762	4337.8319	15.6927		P>0.05
Total	766	4384.9961			

The result of the analysis as presented above shows that the observed F value which is 2.0713 is lower than the table value of 2.39 at 762, 4 degree of Freedom. Similarly, the computed F probability of 0.828 is higher than the accepted level of significance which is 0.05. Therefore, from the result, it could be concluded that there are no significant differences in the respondents' opinions with respect to enrollment and retention in primary schools of the Northern States. This then implies that the null hypothesis is upheld. Thus, signifying that all the officials have agreed that

government attention is now drawn towards effective enrolment and retention in primary schools in the Northern states and most primary schools do not actually enroll the required number. They were also of the view that adequate planning and arrangements have been made by respective governments at Federal, State and Local levels to ensure that success is achieved in this regard. This could be argued to be true as the National Primary Education Commission as well as other organs have been making concrete efforts to ensure effective enrolment and retention in Primary Schools in the North. The seminar held by the Commission in 1996 at Sokoto on enrolment and retention could be cited as an example.

Summarily, the arrangement put in place to ensure the enrolment of all qualified children should be made more effective, also sanctions should be imposed to compel all enrolled pupils to remain in schools up to the time of completion. However, when the result of the Analysis of variance was subjected to multiple range test using the Scheffe procedure, the result appears as presented below.

Scheffe procedure ranges for the 0.05 level

4.37 4.37 4.37 4.37

The above ranges are table ranges. The value actually, compared with mean (J) - Mean (1) is 1.6871 * Range *Sqrt (1/N(1) + 1/N (J))

* No two groups are significantly different from each other at 0.05 level.

From the outcome of the Scheffe procedure testing, it could be noted that all the five sets of respondents share the same opinion as there are no two groups that are significantly different in opinions as stated above.

In summary, therefore, something concrete should be done by the government with regard to enrolment and retention of pupils in the primary schools of the North.

4.11.7 Null Hypothesis 7:

There is no significant difference in the opinions of officials of the Federal Ministry of Education, National Primary Education Commission, State Primary Education Boards, Local Government Education Authorities and Primary School Head Teachers with regard to effective supervision and inspection of Primary Schools in the Northern States.

Hypothesis 7 above relates to items 24, 25 and 26 on the questionnaire. Data gathered in respect of the above stated items were tabulated and used in analysing the differences in opinions among the five sets of respondents in connection with supervision and inspection of primary schools in the Northern states. The One Way Analysis of Variance (ANOVA) statistical tool was used in that direction and it is presented in Table 4.11.7 below.

Table 4.11.7 One Way Analysis of Variance On Supervision and Inspection of Primary Schools in the Northern States

SOURCE OF VARIATION	DF	SUM OF SQUARE	MEAN SQUARE	F RATIO	F PROB.
Between Groups	4	63.4750	15.8687	3.3302	.102
Within Groups	762	3631.0387	4.7651		P>0.05
Total	766	3694.5137			

Table 4.11.7 above shows the outcome of the Analysis of Variance statistical test. It indicates that the observed F value which is 3.3302 is higher than the table value of 2.39 at 762, 4 degree of freedom. Moreover, the computed F probability of 0.102 is higher than the accepted level of significance which is 0.05. Owing to this, therefore, it could be concluded that there were no differences in the opinions of the respondents in connection with the level of supervision and inspection of Primary Schools in the Northern states. This posture then suggests that the hypothesis which is null in nature is accepted at 0.05 level of significance.

Therefore, the acceptance of the null hypothesis concludes that no successful provision of primary education will be possible without installing good machineries for effective supervision and inspection of schools in the Northern States. Similarly, what obtains now as far as supervision and inspection of primary schools is concerned is that a lot of schools are not supervised or inspected

regularly. It is also the conclusion of the respondents that despite the fact that it is not conducted in their respective states there was no adequate provision to ensure regular supervision and inspection of schools made by government.

With this development, it is very important that government does everything possible to ensure that positive changes are effected as far as supervision and inspection of primary schools in the Northern states is concerned so that meaningful progress in the sector could be achieved.

However, the result of the Analysis of Variance was also subjected to further statistical test using the Scheffe multiple range test and the findings are presented below.

Scheffe Procedure Ranges for the 0.05 level

4.37. 4.37. 4.37. 4.37

The above ranges are table ranges. The value actually compared with mean (J) - Mean (1) is 1.5436* Range * Sqit (1/N (1) + 1/N(J))

* No two groups are significantly different at the 0.05 level.

The above submission postulates that all the five sets of respondents held similar opinion on supervision and inspection of primary schools in the Northern States. In fact, that explains why the outcome of the Scheffe procedure test indicated that no two groups are significantly different at the 0.05 level.

By way of Summary therefore, there is the need for the government at all levels to address the issue properly with a view to bringing sanity into primary school system.

4.11.8 Null Hypothesis 8:

There is no significant difference in the opinions of officials of the Federal Ministry of Education, National Primary Education Commission, State Primary Education Boards, Local Government Education Authorities and Primary School Head Teachers with regard to the Curriculum in use in primary schools in the Northern States.

The above hypothesis relates to items 27, 28, 29 and 30 on the questionnaire. Data collected to that effect were tabulated and used in analysing the different opinions proferred by the five sets of respondents on the issue of curriculum in use in primary schools in the Northern states of Nigeria.

The One Way Analysis of Variance Statistical tool was used for that purpose and the outcome is presented in Table 4.11.8 below.

Table 4.11.8 One Way Analysis of Variance On the Curriculum in use in Primary Schools in the Northern States

SOURCE OF VARIATION	DF	SUM OF SQUARE	MEAN SQUARE	F RATIO	F PROB.
Between Groups	4	159.6413	39.9103	6.7231	.000
Within Groups	762	4523.4591	5.9363		P<0.5
Total	766	4683.1004			

The above Table shows that the observed F value which is 6.7231 is higher than the Table value of 2.39 at 762,4 degree of freedom. Similarly, the computed F probability of .000 is less than the accepted level of significance which is 0.5. Based on this outcome, the hypothesis which is set in the null form is rejected. The rejection indicates that there were differences in their opinions as regards the curriculum in use in primary schools in the Northern states. In conclusion, therefore, we can say that all the officials of the five sets of respondents were of the opinion that effective curriculum determines the quality of education to be provided in primary schools. But they maintained different views on the appropriateness of the curriculum now in use in primary schools, the number of subjects in the curriculum as well as whether to reduce them or not to allow for effective learning.

With this development, therefore, it is apt for the Government to revisit the contents of the primary school

curriculum so that these divergent opinions could be taken into consideration when a review is to be effected.

However, for the purpose of knowing the leaning of these respondents in their responses, the outcome was subjected to further statistical test using the Scheffe procedure. The outcome is analysed and presented below:

Scheffe procedure ranges for the 0.05 level

4.37 4.37 4.37 4.37

The ranges above are table ranges. The value actually compared with mean (J) - Means (1) is

1.7228 * Range * sqrt (1/N(1)) + 1(N(J)).

* Denotes pairs of groups significantly different at the 0.05 level.

Mean	Group	
12.3333	NPEC	**
13.5179	SPEB	**
14.0000	FMOE	**
14.5522	PRY SCH	**
15.1042	LGEA	*

The Table above represents the fact that the views of the officials of Local Government Eduction Authorities were significantly different from those of all the other four sets of respondents. This could be seen by their Mean Scores.

4.11.9 Null Hypothesis 9:

There is no significant difference in the opinions of the officials of the Federal Ministry of Education, the NPEC, the SPEB, the LGEA and Primary School Head Teachers with regard to the supply of facilities and equipment in Primary Schools in the Northern States.

The above hypothesis deals with items 31, 32, 33 and 34 on the questionnaire. Data gathered using the items on the supply of facilities and equipment were tabulated and used in analysing the different opinions offered by the five sets of respondents. The One Way Analysis of Variance (ANOVA) statistical tool was used for that purpose and the results are presented below.

Table 4.11.9: One way Analysis of Variance on the Supply of Facilities and equipment to primary schools in the Northern States.

SOURCE OF VARIATION	DF	SUM OF SQUARE	MEAN SQUARE	F RATIO	F PROB.
Between Groups	4	156.5404	39.1391	9.1961	.000
Within Groups	762	3242.7973	4.2556		P<0.05
Total	766	3399.3377			

Table 4.11.9 above shows that the observed F value which is 9.1961 is higher than the table value which is 2.39 at 762, 4 degree of Freedom. Similarly, the computed F probability of

.000 is less than the accepted value which is 0.05. Sequel to this development, the null hypothesis is rejected. This indicates that there are differences in opinions as regards to the supply of facilities and equipment in primary schools in the Northern states.

In summary, therefore, one can say that majority of the officials contacted from all the five sets of respondents were of the opinion that availability of facilities enhances the provision of primary education in the Northern states. However, different views were observed as regards to regularity or otherwise of the supply of these facilities to primary schools. On who actually supplies the facilities in the respondents' respective places, different opinions were also observed with majority tilting towards the State Primary Education Board as the organ that has been supplying facilities to primary schools. There were also different views on whether there was the need to change the system of supplying facilities to primary schools because of its counter productiveness or not. In this regard, some degree of acceptance was noticed with 50 per cent of the officials of the National Primary Education Commission disagreeing completely. With this development and since the needs of having facilities in schools cannot be overemphasised, efforts should be made to ensure that it is supplied to Primary schools in abundance. Similarly, the method of distributing or supplying these facilities should be revisited on a serious

note so that a system that will be uniform can be developed to replace the different ones now in operation.

Nonetheless, for the purpose of finding out how related their opinions were to each other, the outcome as shown above was also subjected to further statistical test using the Scheffe procedure and the result of the test is presented below.

Scheffe procedure ranges for the 0.05 level

4.37 4.37 4.37 4.37

The ranges above are table ranges. The value actually compared with Mean(J) -Mean (I) is 1.4587 * Range * Sqrt (1.N(1) + 1/N (J)).

* Denotes pairs of groups significantly different at the 0.05 level.

Mean	Group
13.3333	NPEC *
13.6964	SPEB *
14.8543	PRY SCH.T ***
15.3917	LGEA **
15.6000	FMOE **

The above Table shows that the views of the LGEA officials of LGEA and Federal Ministry of education are related while that of the Head of Teachers of Primary Schools stands out from all others.

Similarly, the opinions of officials of *NPEC* and *SPEB* are significantly related to each other on the issues that revolve around the supply of facilities to Primary Schools. In fact, that is why the hypothesis is rejected at the initial stage.

CHAPTER FIVE

5.0 SUMMARY, CONCLUSION AND RECOMMENDATIONS

5.1 INTRODUCTION

This chapter treats the summary of findings, conclusions and recommendations.

5.2 SUMMARY OF FINDINGS

The summary of the findings of this research was based on the analysis made on the responses of the five sets of respondents as follows:

1. Majority of the respondents maintained different opinions with NPEC and SPEB officials on the fact that the management of Primary Education in the area of the study and within the stated period was under all the three tiers of Government. They, similarly, agreed that there were inconsistencies in the management of the sector from 1976 to 1998.

Their stand here could be argued to be true since by 1988 when the National Primary Education Commission was established, all the three tiers of the Government were involved in the management of Primary Education in the Northern States. This was later changed in 1991 when the Decree establishing the Commission was repealed. As a result of this, primary education was taken back to Local Government Councils.

2. It was also discovered that a good number of people even those within the system were ignorant of the method followed in the management of Primary Education in the Northern States of Nigeria. In fact, that may have accounted for the differences in their opinions regarding the management of Primary education in the area of the study.

3. It was also discovered that there was agreement among the respondents that the funding of primary education in the Northern States was jointly made by the three tiers of Government. But on the appropriateness or otherwise of the system of funding, it was discovered that the officials from SPEB, LGEA and Head Teachers of primary schools were of the view that the system was not appropriate for the development of primary education in the Northern states while officials of the FMOE and NPEC disagreed with this view.

4. On whether most problems of primary education hinged in poor or inadequate funding, only respondents from the NPEC were of the view that not all problems of primary education were as a result of poor funding. This is probably to mean that majority had indicated agreement that there was inadequate funding of primary education in the Northern states.

5. It was also discovered that majority of the respondents preferred the state government to fund in its entirely the primary education sector in the Northern states.

6. Similarly, majority of the respondents indicated their agreement for a change to be effected in the funding procedure

of primary education in the Northern states. However, the views of primary school Head Teachers and officials of the LGEA were more related to each other in this regard as shown in the Scheffe multiple range test.

7. All the five groups agreed that the ideal teacher-pupil ratio in a class should be 1:40 in the Northern States. This according to them is not found in most states of the North. They further maintained that the above ugly situation does not augur well for the emergence of conducive learning atmosphere.

8. There were divergent views as regards the teachers' qualification and other related matters. However, the concensus opinion was that teachers at primary school level in the North were not qualified to teach in primary schools.

9. It was also discovered that most respondents from all the five groups agreed that arrangements have now been made by relevant authorities for the unqualified teachers to upgrade their qualifications. This is through in-service training programme and NTI Distance Learning studies (DLS).

10. It was also discovered that there was unanimous agreement from all the five sets of respondents that Government's attention is now drawn towards effective enrollments and retention of pupils in Primary Schools in the Northern States. This stand concurred with the National Seminar on enrolment and retention of pupils in Primary Schools, organised by NPEC at Sokoto in 1996.

11. It was agreed by most respondents that Primary Schools in the North do not succeed in enrolling the required number of pupils every year. This according to them is caused because no adequate arrangements have been made to ensure the enrolment of all qualified children into primary I. The fact here is that even if those arrangements have been made, they need to be intensified so that their impact would be felt.

12. The importance of close monitoring and supervision of primary schools was unanimously agreed by the respondents as a pre-requisite for the successful provision of primary education in the Northern States. This was unfortunately not properly undertaken in the primary schools because adequate provision to ensure that has not been installed by successive governments in the North.

13. It was also discovered from the findings that curriculum in use in primary schools was appropriate and effective enough for the provision of sound primary education in the North.

14. It was also discovered that even though the importance of facilities and equipment in Primary schools cannot be overemphasised, yet their supply to the schools is greatly inadequate. In fact, majority of the respondents were of the opinion that LGEA be allowed to do the supply. This is perhaps, because they are more in a position to know the requirements of primary schools under their domain and that the provision of the Decree establishing the Primary Commission maintained the same posture.

5.3 CONCLUSION

Based on the findings of the research, it was concluded that Primary Education Management in the Northern States has been characterised by a lot of inconsistencies. This is apart from the fact that it has also been bedeviled by inappropriate procedure and inadequate funding that more often than not militate against the attainment of the required standard. With regard to what obtains at the primary schools in the North, it is concluded that the ideal teacher-pupil ratio was not found in the schools and that the teachers were not qualified to teach in the schools.

Similarly, even though government's attention is drawn towards ensuring high enrolment and retention of pupils in Primary Schools in the North, efforts needed in that direction have not been concretised by the government. Furthermore, facilities, as important as they are in schools, were not readily made available in the schools. This is in addition to the fact that proper and regular inspections of schools were not carried or undertaken by inspectors or supervisors due to inadequacies that hinge on facilities not provided by the government. As regards the curriculum, it is concluded that it was quite appropriate for the provision of qualitative primary education in the North.

5.4 RECOMMENDATIONS

Based on the findings and conclusions of this study, the following recommendations for improvement are made:

1. There should be consistency in the management of primary education in the Northern states. When a system of Management is introduced, it should be allowed to stand the test of time before it is changed. This was the case when the NPEC was dissolved in 1991 only to be reintroduced later in 1993. A definite system of control and management of primary education should be specified with State Primary Education Boards assigned that responsibility. States in control of Primary education would be better because they are closer to the primary schools and not too close as in the case of Local Government to prevent it from being politicised.
2. More funds should be given for the management of the sectors as there are a lot of problems that require government's financial attention now. Efforts should be made to ensure that Non-Governmental Organisations (NGOs) P.T.As and other community Based Organisations (CBOs) come to the aid of the government in the management and funding of primary education sector in the Northern states.
3. It is recommended that more incentives should be given to qualified primary school teachers while the unqualified ones should be encouraged to acquire requsite

qualifications.

4. It is recommended that a bill be passed in all the state assemblies of the North making it compulsory for parents to send their children to schools. The traditional rulers should also be used in this regard because most rural people still owe allegiance to them than the constituted authority. However, with all these, the school atmosphere must be such that parents would see reason to allow their children to attend school.

5. Inspectors and supervisors should be given vehicles even if on loan to facilitate the conduct of their function. The intention of the World Bank and NPEC to provide facilities in that regard is a welcome idea. It should be allowed to materialise soonest.

6. It is recommended that facilities that are supposed to be provided in a school as dictated by the curriculum should as a matter of urgency be provided by the government. This is especially in relation to areas where skills are expected to be acquired by a child.

7. It is recommended that the LGEAs should be allowed to do the supply of facilities and equipments to schools just as it is stated in the Decree establishing the National Primary Education Commission. When this is done, it will prevent wastage and priority would be given to those things that are required most in the LGEAs.

5.5 RECOMMENDATION FOR FURTHER RESEARCH

Based on the findings and conclusion of the research, the following recommendations for further research are made:

1. It is recommended that a study on ways to improve and sustain enrolment and retention of pupils in Primary Schools in the Northern States should be undertaken in order to find a lasting solution to the menance caused by the problem.
2. It is recommended that a study on how to arouse and maintain the interest of teachers at primary school level not only to teach but to do so effectively should be carried out in the Northern states. This would reduce the enormity of the problems characterising primary-education in the area.
3. It is recommended that a study on effective utilisation of funds at primary education level should be undertaken in the Northern states of Nigeria to ascertain the level to which funds meant for Primary education in the area are properly used. This, it is hoped, will afford an opportunity to know whether the financial problems encountered in primary education are as a result of inadequate funding or mismanagement.

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DEPARTMENT OF EDUCATION
AHMADU BELLO UNIVERSITY
ZARIA

QUESTIONNAIRE FOR PRIMARY EDUCATION ADMINISTRATORS

INTRODUCTION

This questionnaire is aimed at eliciting information concerning the administration and position of primary Education in the Northern States of Nigeria. Considering your position as one of those who manage the affairs of primary Education at your own level, you are selected as one of the respondents to assist in the conduct of this Research. While assuring you of complete privacy and confidentiality of your responses, the Researcher urges you to kindly respond to all the questions. You are required to indicate your response by ticking [ ] or supplying the required information.

Note that SA - stands for strongly Agree, A-Stands for Agree, UD - stands for Undecided, D-Stands for Disagree while SD - stands for Strongly Disagree.

SECTION ONE BIO-DATA

		MOE	NPEC	SPEB	LGEA	PRY.SCH
1.	Name of your Establishment	[ ]	[ ]	[ ]	[ ]	[ ]

SECTION TWO

The Management of Primary Education in the Northern States of Nigeria.

	SA	A	UD	D	SD
2. The Management of primary Education in the Northern States of Nigeria from 1976 to 1998 has been under which of the following (a) The Local Government Councils (b) The States Governemnt (c) Federal Government (d) all of the above					

	SA	A	UD	D	SD
3. There has been inconsistency in the Management of Primary Education in Northern States of Nigeria From 1976 - 1998.					
4. The trend in the management of Primary education in the Northern States of Nigeria from 1976-1998 has not been the same					
5. The Management of Primary Education in the Northern States of Nigeria would be better under:-					
a. Local Government Councils b. Federal Government c. States Government d. by a.b.c. e. a Combination of:-					
SECTION THREE: FUNDING OF PRIMARY EDUCATION 6. The funding of primary Education in the Northern States of Nigeria is Jointly made by the Local Government Councils, States Governments and the Federal Government.					
7. This funding procedure in item 8 above is not appropriate for the development of primary education in the Northern States of Nigeria.					
8. Primary Education in the Northern States of Nigeria should be entirely funded by: a. Local Government Councils b. States Government c. Federal Government d. by a.b.c e. a combination					

	SA	A	UD	D	SD
9. Most problems militating against successful provision of primary Education in Northern States of Nigeria hinge on inadequate funding.					
10. There is need for a change in the current funding procedure where the local government councils shoulder more responsibility.					
SECTION FOUR: Teacher-pupil ratio in schools					
11. The ideal teacher-pupil ratio in class should be 1:40					
12. The teacher-pupil ratio found in my state is not the ideal one.					
13. The teacher-pupil ratio found does not allow for conducive learning atmosphere.					
14. There are 40 or less pupils in a class in the Primary Schools of my local government area or state.					
SECTION FIVE: Teachers Qualification					
15. Most teachers obtained in primary schools in the Northern States are unqualified to teach in the primary schools.					
16. Most teachers in my state or local Government area are:- (a) GR II R (b) GR IIP (c) NCE./DIP. (d) Degree (e) Others					

	SA	A	UD	D	SD
17. Adequate arrangements through N.T.I. distance Learning Programme, other conventional colleges and in-services programme have been made to teachers to up grade their qualification.					
SECTION SIX: Enrolment of pupils in Primary schools.					
18. The attention of the government is now drawn towards effective enrolment and retention in primary schools in Northern Nigeria.					
19 The enrolment drive in my state could be described as:- (a) Effective (b) Very effective (c) in-effective					
20. Most Primary schools in my state or Local Government do not succeed in enrolling the expected number of Primary I pupils every year.					
21. Adequate Planning and Provisions have been made by respective governments to ensure enrolling all qualified children in primary I in my state.					
SECTION SEVEN: Supervision of schools.					
22. For effective and successful provision of primary education to emanate, there must be close monitoring and supervision of schools.					

	SA	A	UD	D	SD
23. Supervision of instruction is not effectively carried out in my state or Local Government Area.					
24. There is inadequate provision in respect of effective supervision of primary schools in my state or Local Government Area.					
SECTION EIGHT: Curriculum in use in Primary Schools.					
25. Effective curriculum contents determine the quality of Education to be provided in schools.					
26. The curriculum in use in primary schools in my state or Local Government Area is appropriate for the provision of sound or required education.					
27. The curriculum has been over loaded with too many subjects that make it difficult for the provision of qualitative education.					
28. The number of subjects taught in primary schools in my state or Local Government Area need to be reduced to only the core subjects to allow for effective learning.					
SECTION NINE: The Supply of Facilities in Primary Schools.					
29. Availability of facilities in schools greatly assist in the provision of education.					
30 The supply of facilities in my state or Local Government Area is the responsibility of :- (a) L.G.E.A. (b) SPEB (c) NPEC (d) Others specify					

	SA	A	UD	D	SD
31. The Supply of these facilities is not regular.					
32. The System of the supply of facilities mentioned in 32 above is inappropriate and needs to be changed.					

SECTION TEN: Improvement of the management of Primary Education.

33. In your own opinion, which tier of Government or a combination of tiers should manage primary education in the Northern States of Nigeria and why?

.....

.....

34. How should primary Education be funded in the Northern States of Nigeria?

.....

.....

.....

35. What other suggestions would you make to facilitate the development of primary education in the Northern States of Nigeria.

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APPENDIX A

NUMBER OF PRIMARY SCHOOLS UNDER SHADE OR WITHOUT BUILDINGS IN THE NORTHERN STATES, 1990-1991

STATE	NO. OF SCHOOLS	ENROLMENT	NO. OF TEACHERS
Bauchi/Gombe	139	16,537	525
Benue	544	77,253	2,661
Borno/Taraba	307	57,351	1,066
Adamawa/Taraba	192	34,463	1,055
Kaduna	72	12,933	349
Kano/Jigawa	NA	NA	NA
Katsina	171	73,065	58
Kwara/Kogi	NA	NA	NA
Niger	15	806	46
Plateau/Nasarawa	16	2,112	87
Sokoto/Kebbi/Zamfara	184	13,268	610
Total	1,632	287,788	6,457

Source: Compiled from: Monitoring and Evaluation Report on Primary Education in Nigeria, National Primary Education Commission and Special Programme Unit, Federal Ministry of Education, Kaduna, December 1991.

APPENDIX B

DISTRIBUTION OF BASIC FACILITIES IN PRIMARY SCHOOLS IN THE NORTHERN STATES, 1990-1991

STATE	CLASS ROOMS		H.M's OFFICE		STORES		LIBRARIES		TOILETS	
	NAV	NRQ	NAV	NRQ	NAV	NRQ	NAV	NRQ	NAV	NRQ
Bauchi/ Gombe	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Benue	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Borno/ Yobe	6,532	6,128	1,450	215	1,420	464	16	11,617	388	6,336
Adama/ Taraba	6,423	3,768	933	539	320	1,142	28	1,425	199	5,660
Kaduna	6,373	5,711	807	576	414	1,009	20	1,363	1,162	2,937
Kano/ Jigawa	18,398	5,772	3,257	216	2,530	738	136	3,031	3,233	-
Katsina	6,284	16,855	1,229	453	721	919	58	1,582	3,122	-
Kwara/ Kogi	8,871	2,629	789	476	1,695	313	174	1,091	642	2,348
Niger	4,913	432	848	234	744	319	1	1,059	225	2,955
Plateau/ Nasarawa	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Sokoto/ Kebbi/ Zamfara	9,007	2,049	1,576	676	1,155	1,092	32	2,127	517	-

KEY: NAV = Number Available
NRQ = Additional number Required

Source: Compiled from: Monitoring and Evaluation Report on Primary Education in Nigeria, National Primary Education Commission and Special Programme Unit, Federal Ministry of Education, Kaduna, December, 1991.

APPENDIX C

DISTRIBUTION OF PUPILS' AND TEACHERS' FURNITURE IN THE NORTHERN STATES' PRIMARY SCHOOLS, 1990-1991.

STATE	PUPILS' FURNITURE			TEACHERS' FURNITURE		
	NAV	NRQ	DEFICIT	NAV	NRQ	DEFICIT
Bauchi/ Gombe	48,565	83,702	45,137	2,870	7,089	4,219
Benue	79,796	308,856	229,060	8,945	22,321	13,376
Borno/Yobe	62,372	143,296	80,924	3,187	9,228	6,041
Adama/Tarab	36,554	91,691	55,137	2,972	9,678	6,706
Kaduna	43,694	140,642	96,948	2,130	10,587	8,457
Kano/Jigawa	142,353	310,458	168,105	14,491	27,584	13,093
Katsina	85,132	291,447	206,315	22,252	69,739	47,487
Kwara/Kogi	213,097	416,541	203,444	7,825	18,293	10,468
Niger	32,724	98,884	66,160	1,548	6,494	4,946
Plateau/ Nasarawa	85,016	265,632	180,616	3,515	12,949	9,434
Sokoto /Kebi Zamfara	79,025	157,760	78,735	5,126	11,758	6,632

KEY: NAV = Number Available
NRQ = Additional Number Required

Source: Compiled from: Monitoring and Evaluation Report on Primary Education in Nigeria, National Primary Education Commission and Special Programme Unit, Federal Ministry of Education, Kaduna, December, 1991.