A STUDY OF THE RELATIONSHIPS BETWEEN THE MINISTRY OF EDUCATION, THE STATE BOARD OF EDUCATION AND THE EDUCATION COMMITTEES OF THE OKPE LOCAL GOVERNMENT AREA OF BENDEL STATE OF NIGERIA

BY

OVWIGHO, YOMA MICHAEL

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**DEPARTMENT OF
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UNIVERSITY ZARIA,
NIGERIA**

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APPROVAL SHEET

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

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RESEARCH PROJECT SUPERVISOR

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STAFF EVALUATOR

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STAFF EVALUATOR

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DEDICATION

This thesis is dedicated to my dear uncle, Mr. E. O. Umukoro, through whose help, by God's grace, I am what I am today.

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My special thanks also go to my wife Mrs. Ufuoma Ovwigho, who apart from her moral support, took the pains of helping me to write out the drafts of this project.

And I must at this juncture express my profound gratitude to the Permanent Secretary, Ministry of Education Benin-City, the Chief Inspectors of Education in the various Divisions of the Ministry, the Chairman and the Secretary of the State Board of Education Benin-City, the Assistant Chief Inspector of Education in the Education Office of Okpe Local Government Area, Sapale for their cooperation.

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I am indeed grateful to all persons who have helped me in one way or the other to carry out this study successfully.

CHAPTER ONE

1.1 INTRODUCTION TO THE PROBLEM

In Bendel State, just as in other states of Nigeria, education is fast becoming a very important sector. This is particularly so because of the great role it is expected to play in the attainment of the national objectives.

And the Ministry of Education with its associated bodies such as the State Board of Education and the Local Education Authority are the centres where most of the educational activities are formulated, organised and subsequently directed to the schools.

In the state, it has often been asserted that there are problems inherent in the Ministry of Education, the State Board of Education and the Educational Committees of the Local Government Areas. Such problems are alleged to be associated with or resulted from the organization structures, the functions and the types of relationships that exist between the Ministry of Education, the State Board of Education and the various Local Education Authorities.

It is in an attempt to find out the reality of these assertions that this study has been undertaken.

1.2 RESEARCH QUESTIONS

In the light of the above stated assertions the following are the questions this study is attempting to answer:

1. What are the organisation structures of the Ministry of Education, the State Board of Education and the Local Government Education Authority?
2. What kind of relationship exists between these educational organisations?
3. What are the functions of these bodies?
4. Are there possible areas of conflict, that is, in authority, personality or in roles?
5. And, if any, what are the effects of the conflicts on the activities of the bodies under study?

1.3 STATEMENT OF PROBLEM

The purpose of this study is to determine the status of the present organisational interrelationship between the State Ministry of Education, the State Board of Education and the Local Education Authority. Recommendations will also be made for the improvement of the organisation and arrangements of the Ministry. This study will focus on the following elements:-

1. The organisation structure of the Ministry of Education, the State Board of Education and the Local Government Education Authority.
2. The functions of these educational organisations in the State.
3. The relationship between the above mentioned bodies.

1.4 ASSUMPTIONS

And the following assumptions will be made in the study:-

1. Inadequate organisation structure of the Ministry of Education, the State Board of Education and the Local Education Authorities in Bendel State leads to poor communication.

(a) Lack of good relationship between the Ministry of Education, the State Board of Education and the Local Education Authorities in Bendel State results in organisational conflicts.

(b) Intra-organisational conflict arises from lack of shared perceptions and attitudes among members at different echelons.

(c) Responsibility without a commensurate authority limits the effectiveness of the incumbent of the post or authority.

(d) Duplication of responsibility in the Ministry of Education, the State Board of Education and the Local Education Authority is a barrier to the effectiveness of the School system in Bendel State.

1.5 SIGNIFICANCE OF THE STUDY

The study will make a thorough understanding of the structure and the functioning of the Ministry of Education, the State Board of Education and the Local Education Authorities possible. Thus it will enable one to understand the type of relationship that exists between these bodies and if there are, expose areas of conflict. It is also hoped that if the recommendations based on the findings of the study are adopted some of the administrative problems related to these educational bodies could be minimised. Hence this study could serve as a guide to a better educational administration for the educational policy makers and administrators in the State.

And the study will be of great benefit to me as it is directly related to my area of specialisation - Educational Administration and Planning.

Moreover, the study is very essential as it is being conducted in partial fulfilment of the requirements for the award of the Masters of Education (M.Ed) degree of the Ahmadu Bello University, Zaria.

1.6 DEFINITION OF TERMS

1. The State Board of Education - "the Board": It is "a body corperate with perpetual succession and a common seal and

power to sue and to be sued in its corporate name."[1]

2. Local Board of Education - often called Divisional Board of Education, "Divisional Board" (now branded a branch of the Ministry of Education in the Local Government Areas). These were bodies set up in the administrative divisions of the state to be "an agent of and accordingly responsible to the Board in the discharge of any function assigned to it ..."[2]

3. "Appropriate Authority"- means the member of the government charged with responsibility for educational matters in the state.

4. Unified Teaching Service - It is a body that caters for the teachers and other persons employed in government institutions under the Boards of Education.

5. Authority:- means a body set up by law or one empowered to act in a specific area. Examples are the Board of Education and government of Bendel State.

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[1]Bendel State Education Edict, 1972 Section 5 (1).

[2]Bendel State Education Edict, 1972 Section 8 (4).

6. Line - Authority - is the ultimate authority to command, act and decide in matters affecting others and to require them to conform to decisions, plans, policies, systems, procedures and goals. It is the right to decide and direct.

7. Staff-Authority - is that authority whose scope is limited by the absence of the right to direct or command to the subordinates such activities as planning, recommending and advising.

8. Role-Expectations - are the evaluative standards applied to an incumbent of a position. They are thus the normative criteria or standards of evaluation. And

9. Role Segmentation - deals with the classification of a group or set of expectations that individuals may hold for an incumbent of a specific position.

10. Role Congruency - is a situation in which an incumbent of a focal position perceives that the same or similar expectations are held for him. But for a position in which the incumbent perceives that he is confronted with incompatible expectations will be called CONFLICT.

11. Inter-Role Conflict - occurs when an individual perceives that others hold different expectations for him as the incumbent of two or more positions.

12. Intra-Role Conflict - if the incumbent perceives that others hold different expectations for him as the incumbent of a single position.

1.7 DELIMITATIONS OF THE STUDY

The study is restricted to the Bendel Ministry of Education and therefore the findings of this study are applicable only to Bendel situation.

Because of the short time that the researcher has to carry out this study, it is difficult to come out with an exhaustive research study.

And as a result of the bureaucratic procedures faced in that ministry. it is difficult to obtain all the relevant materials for the study.

CHAPTER TWO

REVIEW OF RELATED LITERATURE

PROBLEMS OF ORGANISATIONAL ADMINISTRATION STRUCTURES.

2.1 Formal Organisations are the establishments whose membership and activities are governed by certain specific rules and procedures which determine the degree of authority and behaviour of each member.

Generally, administration is defined as the formalised system which deals with planning, communicating, controlling, decision-making and the coordination of the organisational activities on the basis of an established authority in order to attain the stated objectives.

According to Luther Crulick and L. Urwick, "Administration has to do with getting things done with the accomplishment of defined objectives. The science of administration is thus the system of knowledge whereby man may understand relationships, predict results and influence outcomes in any situation where men are organised at work together for a common purpose."[3] In his book, The Functions of the Executive, Barnard defined Former Organisation as a system of consciouly coordinated activities or

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[3] Papers on the Science of Administration Institute of Public Administration, Columbia University, 1939.

forces of two or more persons."[4]

While Brooks Adams sees Administration as "the capacity to coordinate many and often conflicting social energies in a single organisation so adroitly that they shall operate as a unity".[5]

However, to have proper administration, we must have proper administrative structure. It is this good administrative structure that promotes the attainment of the organisational goals.

2.2 ORGANISATION STRUCTURE.

This is the basic framework within which the executive decision making behaviour takes place. It is the internal differentiation and patterning of relationships and it shows the overall organisational arrangement of the enterprise. The structure has a lot of impact on the quality and nature of the decisions made in any organisation.

Formal structures therefore consists of the prescribed organisational positions and the associated task responsibilities and the specified intended relationships among the occupants of these positions.

In most organisations the levels are usually arranged hierarchically and this has three main elements graded in degree

[4]Chester I. Barnard; The Functions of the Executive. Cambridge, Mass. Harward University Press, 1960 p. 73.

[5]Brooks Adam: The Theory of Social Revolution: Macmillan (New York) 1913, pp. 207-8.

of importance from the top to the bottom:-

(a) task duties or responsibilities

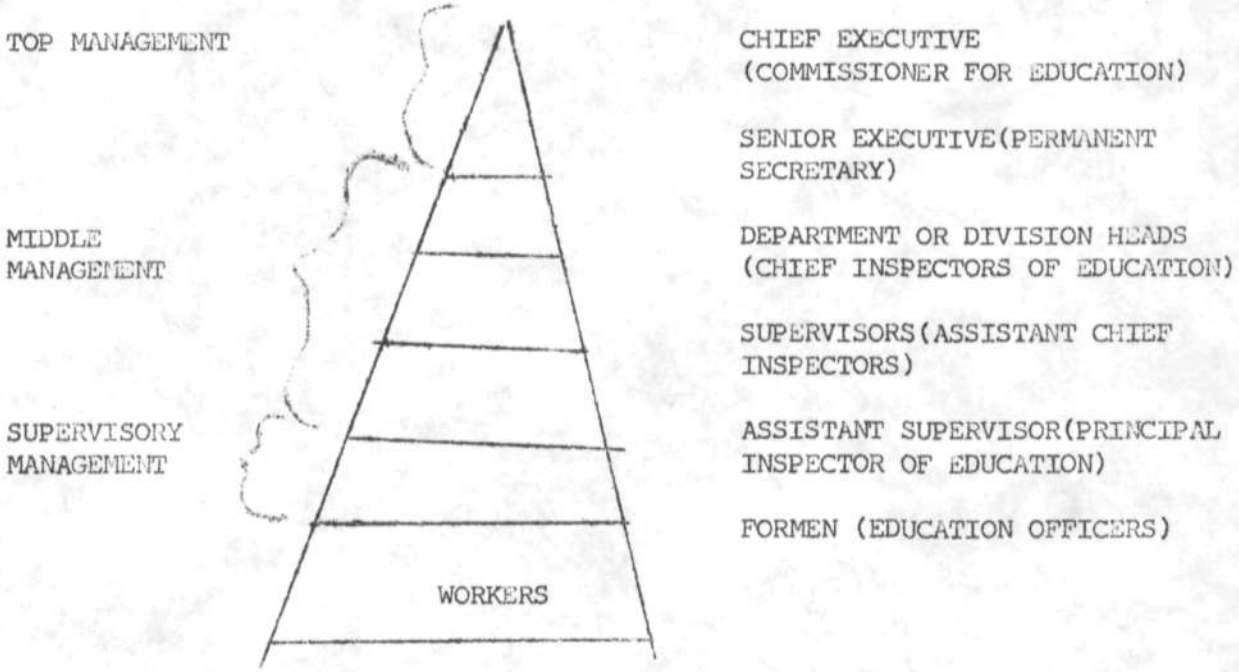
(b) policies, plans, objectives, practices and procedures;

(c) roles and status.

Responsibility with the commensurate authority to act are delegated from the top to the successive lower level. Policies, plans and objectives with operating procedures and practices are developed hierarchically around the assigned responsibilities.

DIAGRAMME 1

Shows the Organisational Pyramid. In it each Successive Layer represents a decreasing amount of authority.



THE ORGANISATIONAL PYRAMID

The organisational structure of any establishment should be flexible enough to permit changes to be made over time. There should be a process of changing and refining the present structure and personnel in the organisation. Apart from the hierarchical dimension organisations should also have Divisions, and branches which occupy the same herizontal dimension.

An ideal organisation should be structured into Departments and units and it should have both the line and the staff Units. And this should be based on proper departmentation, which is the grouping of work and people together. Such departmentation, in the Ministry of Education for instance, should be based on functions to be performed, the output or product, the client or customer, geography and the process and sequence of activities within the Ministry.

Both the hierarchical and the vertical structuring of an organisation indicate that there should be Division of Labour among the workers. It helps to determine who should be responsible for the various aspects of work.

The span of control shows how many departments that should be placed under the direction of an individual. It has a direct relationship with the number of hierarchical levels in the organisation which is a measure of the length of the line of communication in the organisation. For effectiveness to take place the span should be limited. According to Urwick, "No superior can supervise directly the work of more than five or at most, six subordinates whose work interlocks".[6]

But the researcher is of the view that Urwick recommendation sounds too rigid. If his guideline of six workers to one superior

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[6]Lyndall F. Urwick, "The Manager's Span of Control", Harvard Business Review, Vol. XXXV (May-June, 1966), pp.39-47.

is followed in the Ministry of Education, we will end up having a multiplicity of superiors which could even lead to a reduction of work. The span of control should be of a manageable size.

LEVELS OF DECISION MAKING

In some organisations, the power to make important decisions is limited to the chief executive and his immediate subordinates. In other organisations, decision making occurs at all levels of the management hierarchy. And the determination of the most effective level of decision making is a major consideration in the organisation process called decentralisation and centalisation. And the factors of decentralisation and centralisation should be put into consideration while designing an organisational structure. Centralised organisation leads to easy supervision and control, makes line of communication to be easily kept and decisions speedily made. But they could lead to too rigid central control which leads to frustration and excessive growth of power in a few hands.

While decentralisation facilitates the development of capable executives at various locations to carry out the work of each section. It also leads to flexibility. However, it results in lack of central control and effective coordination of the activities. These are some of the implications the Ministry of

Education should consider while establishing Departments and Branches.

SOME BASIC STRUCTURAL TYPES

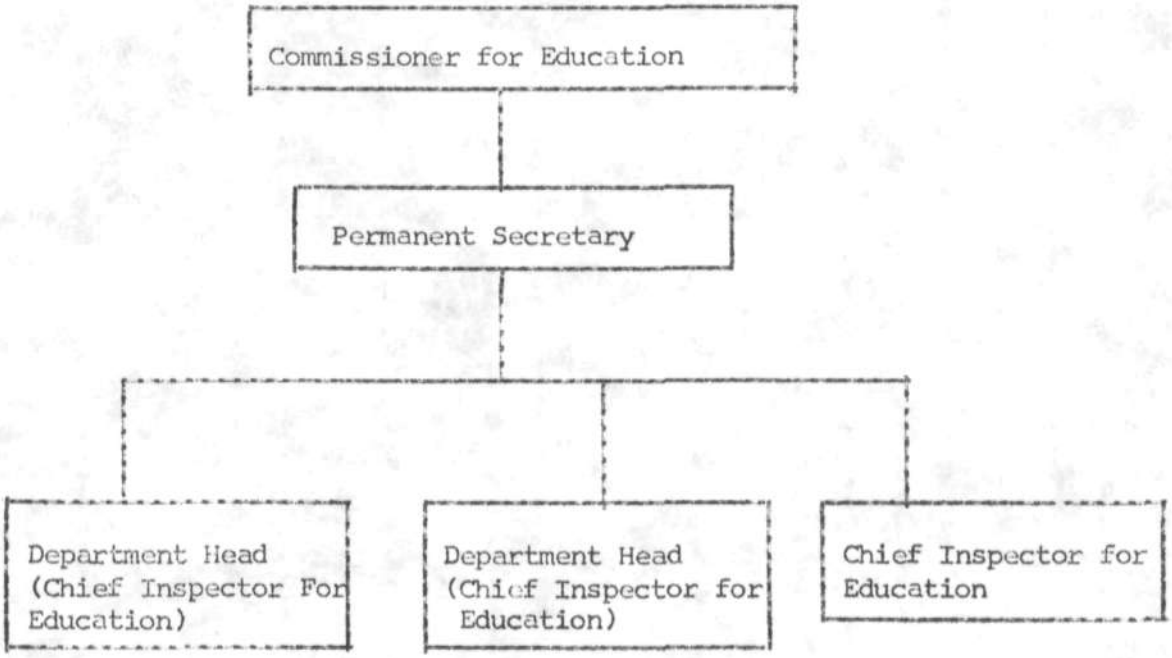
Some basic types of structure that could be related to the Ministry of Education, Bendel State are:

1. Line Organisation

Line structure consists of the direct vertical relationships that connect the positions and the tasks of each level with those above it. It is a network of "man-boss" relationships often referred to as the chain of command. These line-relationships are the channels through which authority flows from its source to the points at which the executive, supervisors and workers take action. Under this type of structure every individual reports to a superiror. The line structure is the basic framework for the whole organisation. All other kinds of organisational structures are modifications of it.

DIAGRAM 2

The diagram below illustrates the line organisation.



VERTICAL STRUCTURE IN THE MINISTRY OF EDUCATION.

2. STAFF STRUCTURE.

It is the type of organisational structure in which the positions of the staff personnel are indicated in relation to the line.

The staff organisation structure evolved as a result of the complexities of modern, large scale organisations. And the Educational system in Bendel State is fast becoming one of such

complex organisations. This view about education becoming a complex organisation was acknowledged by the then Commissioner for Education of Bendel State in an address he presented during the take-over of schools by the State Government when he revealled that "The running of a modern school system cannot be incidental to religious or business activities. Modern Education is too complex and important an enterprise to be ancillary to any other activities..."[7]

As the size and the complexity increases specialists whose positions are well defined within the structural framework of the organisation becomes greater.

By bringing into the organisation skilled personnel to assist the line there is a structural change both vertically and horizontally.

And under this situation, staff and line structure is created and often headed by staff specialists.

In the Ministry of Education of Bendel State for example, the trend is towards this direction, some of the Heads of the

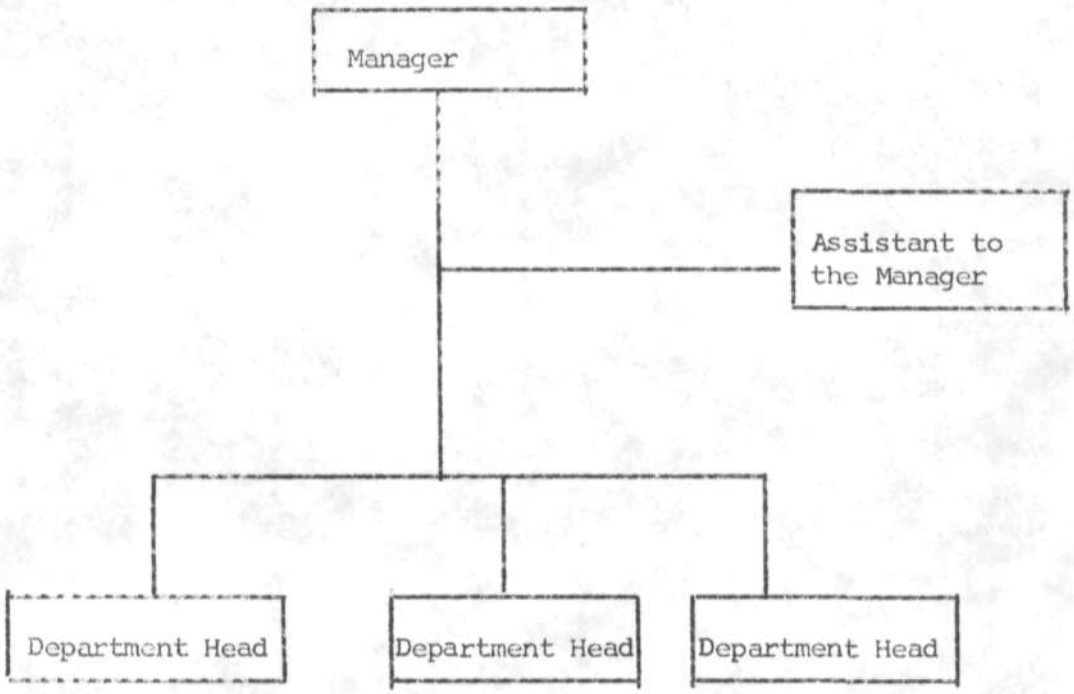
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[7] Eiche Dave: "Government take over of Schools: Blessing or Course?" Nigerian Observer; 14 December, 1978, p.7.

Divisions in the Ministry of Education are seen as specialists in education or in fields related to the area under their control.

DIAGRAM: 3

ORGANISATION STRUCTURE SHOWING A STAFF ASSISTANT



3. COMMITTEE STRUCTURE

These are different from ad hoc committees that are temporary and created for advisory or research pruposes.

Committee structure involves designating important executives to a permanent committee with authority for action and decision.

The committee structure could exist at any level but tends to occupy positions close to the top of the organisation. Examples are policy-making and decision-making bodies.

2.3 PRINCIPLES OF ORGANISATION AND ADMINISTRATION THAT ARE RELATED TO ADMINISTRATIVE STRUCTURE.

O. Ozigi in his book, A Handbook of School Administration and Management, States some principles of organisation and administration. These include:-

(a) Coordination

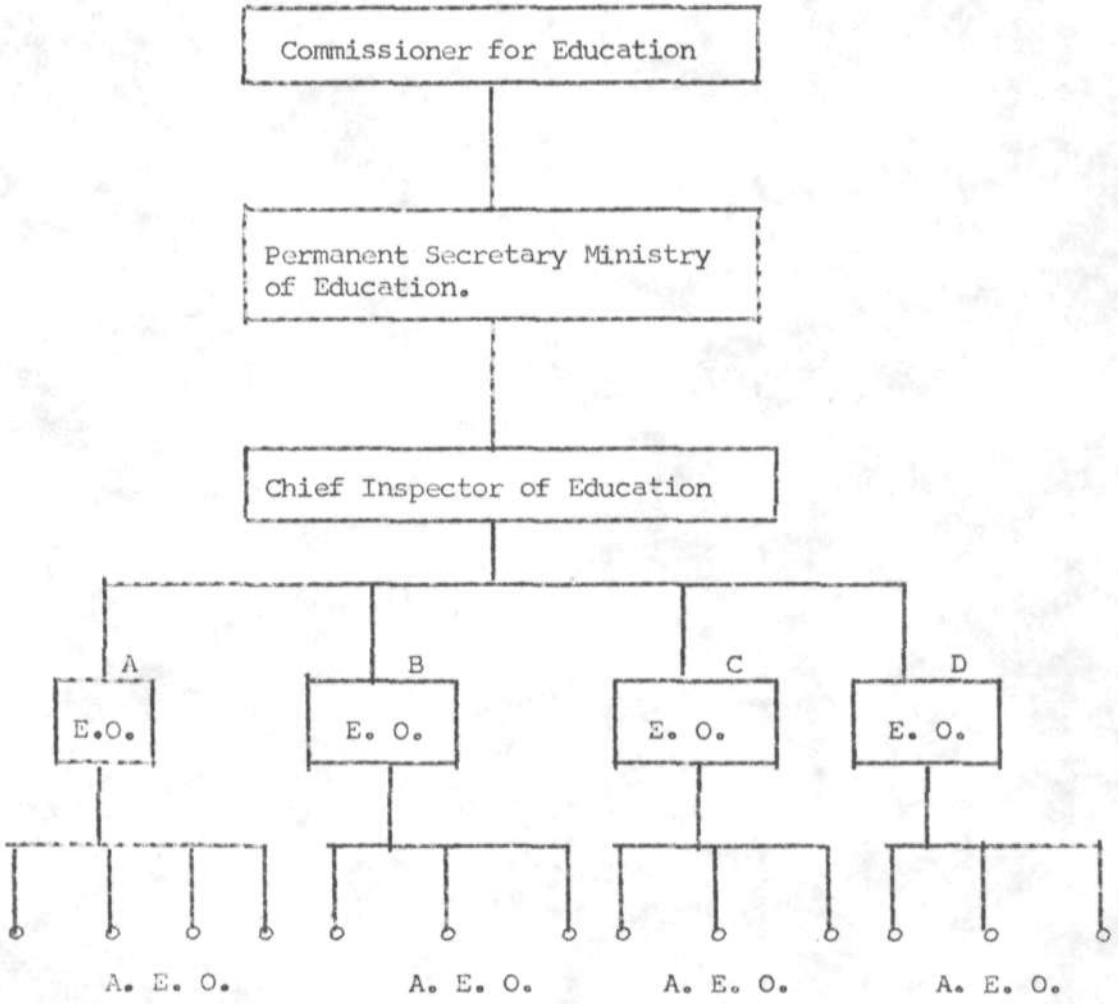
Coordination means arranging the various activities of the organisation in a way that permits the smooth flow of the whole process without friction. It is an attempt to keep the various units of the organisation in tune with the rest so that the entire system works in harmony. Coordination therefore suggests the need to consider and consult the relevant sections of the Ministry of Education before introducing changes.

(b) Unity of Command

This principle says that orders and instructions given to a subordinate should be given by one superior only. Thus it will help to reduce mistakes, avoid confusion and delays in the execution of duties when the Assistant Chief Education Officer reports to only one Chief Inspector of Education.

DIAGRAM: 4

The diagram below demonstrates the principle of Unity of Command as applied to the Ministry of Education.



UNITY OF COMMAND

E. O. = Educational Officer

A. E. O. = Assistant Education Officer

C. HIERARCHY OF AUTHORITY

As revealled by Chester I. Barnard in his Function of the Executive, "Authority is the character of a communication (order) in a formal organisation by virtue of which it is accepted by a 'member' of his organisation as governing the action he contributes, that is, as governing or determining what he does or is not to do as far as the organisation is concerned".[8]

Work in an organisation cannot be properly carried out without some means of controlling, limiting and managing the various departments.

Thus the Ministry of Education should have a chain of authority which rank its workers according to their job responsibilities within the Ministry from the top downwards to the bottom person in the rank. Directly related to the idea of the hierarchy of authority is line authority. It is a relatively simple authority relationship that exists between the superior and the subordinate.

According to Allen "Line refers to those positions and elements of the organisation which have responsibility and authority and are accountable for accomplishment of primary objectives."

[8] Chester I. Barnard: The Function of the Executive (Cambridge).

(d) Accountability - is one of the Principles of Administration that should be considered in the context of the present study. It is the process of giving a feedback, after completion of a task, to the superior who delegates a responsibility to the subordinate.

The three main aspects in the delegation process as recorded by Newman are:-

(i) the assignment of duties by the Chief Inspector of Education to the Education Officer;

(ii) the granting of permission (authority) to make commitments, use resources and take over necessary actions, and

(iii) the creation of an obligation on the part of each subordinate to the executive for satisfactory performance of the duties.[9]

Thus delegation of authority brings about the idea of division of work in the Ministry and the designation of the particular individuals who should help in doing the work.

It should be pointed out that the process of delegation leaves the delegating executive with as much authority as he had prior to delegating. As a result of this even when the Commissioner for Education in the Ministry of Education delegates authority to the

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[9]William Newman; Administrative Action. (Englewood Cliffs, N.J. Prentice Hall, Inc., 1963).

Chairman of the State Board of Education, for example, the Commissioner for Education still retains the ultimate responsibility and authority for what happens within his Ministry. Thus the delegation of duties does not free the Commissioner from his responsibilities because he must continue to guide, direct and be held accountable for the actions of the Chairman of the State Board of Education to whom he has delegated authority.

But there are some barriers to effective delegation. Some executives do not delegate authority and responsibility because they want to control tightly the activities in their sections. Some superiors have passion for power and derive joy from controlling subordinates. While others fear that the subordinates cannot do the work as he, the superior, expects. And the above mentioned factors could affect the process of delegation between the Ministry and the State Board of Education and between the Ministry and the Education Committees of the Local Government Areas of Bendel State.

(e) Decentralisation of Authority

Decentralisation of authority, according to Sisk, refers to a situation in which ultimate authority to command and ultimate responsibility for results is localised as far down in the organisation as efficient management of the organisation permits. This is done by structuring the organisation into a number of units.

This could partly account for the reason why there are a number of Divisions in the Ministry of Education and the State Board of Education in Bendel State.

As pointed out by Dale, the longer the organisation, the more urgent is the need for decentralisation. Since increase in size increases the number and difficulty of decisions needed by top management.

Communication is another important factor that could help to increase the relationships between the Ministry of Education, the State Board of Education and the Education Committees of the Local Government Areas. The frequency of communication among them could indicate a good relationship between them.

According to Dimock, the influence (for example) the Permanent Secretary in the Ministry of Education (as an executive) would have on other executive such as the chairmen of the Education Committee of the Local Government Council will be, partly a matter of his position in the hierarchy, partly a question of his competence and partly depends on the existence of a complete and sensitized communication system.[10]

Communication involves imparting or exchanging of attitude, ideas and information by use of human ability - verbally, symbolically or written. And effective communication occurs when there is a

[10]Marshall E. Dimock; The Executive in Action. (New York): Harper and Roy, Publishers, 1945) pp. 149.

successful transfer of information, meaning and understanding from a sender to a receiver. And the structural relationship between the Ministry of Education, the State Board of Education and the Education Committees of the Local Government Areas of Bendel State could determine the degree of effective communication among these bodies.

2.4 ORGANISATIONAL CONFLICTS

Organisation conflict centres around the struggle of the departments, divisions or other groupings to achieve and maintain their identities, missions and their roles vis-a-vis the others. Conflict could also occur between individual as a result of disparities in advantages received compared to efforts made and the struggle to more closely achieve their ideal position or situation.

Conflict is the term used to discribe behaviour in which two or more persons or organisational units are in opposition as a result of perceived deprivation from actual or potential benefits through activities shared with other persons or groups.

Conflict arises when domains are established and expanded or when they are attacked. It emerges when conditions are created which affect the perceptions and motivations of organisation members so as to generate dissatisfaction or anxiety on the part

of the members of the organisation.[11]

Clagett, however sees conflict as more than crisis in decision making, he sees it as "a situation in which the conditions, practices or goals for the different participants are inherently incompatible."[12]

TYPES OF CONFLICTS FACED IN ORGANISATIONS

1. Structurally Based Conflict.

This type of conflict may be along either the horizontal or vertical dimensions of the organisation. Structural conflict could also occur between superiors and subordinates or between experts, units and among peers.

As an organisation such as the Ministry of Education grows and becomes more complex, it becomes differentiated along horizontal and vertical dimensions. According to smith vertical conflict could occur due to inadequate communication between the various echelons and because of basic differences of interest between position holders of the various positions in the organisational hierarchy and that intra-organisational conflict arises from lack of shared perceptions and attitude among members at different levels. In bureaucratic organisations such as the Ministry of Education, vertical conflict occurs in circular form of interactions

[11]Joseph A. Litterer, "Conflict in Organisation. A Re-examination". Academy of Management Journal (Sept. 1966).

[12]CLagett G. Smith: "A Comprehensive Analysis of Conditions and Consequences of Intra-Organisational Conflict", Administrative Science Quarterly; 10 (March, 1966) p. 511.

between a superior (the Permanent Secretary) and a subordinate (the Chief Inspector of Education). Often when a superior such as the Commissioner for Education tries to control the behaviour of a subordinate (such as a Chairman of the Education Committee of a Local Government Council), the subordinate tends to resist causing the superior to increase his use of bureaucratic rule enforcement to gain control. And when the subordinates cannot rely on their superior to identify with their goals, they tend to seek autonomy which leads to resistance of efforts to control them.

2. INTERDEPARTMENTAL CONFLICT

This type of conflict occurs between departments such as the Finance and Establishments Division and the Personnel and Administrative Division of the Ministry of Education. Interdepartmental conflict describes lateral conflict between all types of units or subunits. And one of the factors for it is the degree of interdependence of the tasks between the conflicting departments. The subunits for example, the Divisions in the Ministry and the Board, in the goal oriented system could have different sets of active goals or different preferences for the same set of goals. And when two such subunits with differentiated goals are functionally interdependent a situation for conflict is

created. Some types of interdependence include; common usage of some services or facilities, sequence of work or information flow prescribed by the task or the hierarchy and uniform rules or consensus about joint activities.

Interunit conflict, say within a department in the Ministry of Education, or conflict within the State Board of Education as a unit, occurs when each of the interdependent units has responsibility for only one side of a problem inherent in organisation task.

3. ROLE CONFLICT

Organisational roles consist of sets of expected behaviour that apply to each member of the organisation. Some role behaviours are formally stated by job discriptions, delegations, assignments, organistion manuals and are derived from tasks, missions, procedures or instructions.

Role conflict thus occurs when the individual must assume various roles concerning different situations that are consistent with one or more other roles.

But role conflicts is also spread structurally across organisation units. And Line-staff conflict may be seen as a type of role conflict caused by divergent roles that different behaviours on the part of line and staff involved in a particular situation. Therefore an understanding of role-conflict clarifies both vertical

and horizontal structural conflicts. Emphasis on a single line of command in an organisation helps to minimise conflict as it provides well defined line of authority and responsibility.

Role conflict occurs when the role expectation ascribed to a person is at variance with his need disposition.

Intra-role conflict occurs when the position holder has incompatible or competing role expectations by occupants of complementary positions. For example if the expectations of the Education Officers in the Ministry of Education are incompatible with those of the Education Officers in the State Board of Education, the result is conflict.

CHAPTER THREE

THE HISTORICAL DEVELOPMENT OF THE MINISTRY OF EDUCATION, THE STATE BOARD OF EDUCATION AND THE EDUCATION COMMITTEES OF OKPE LOCAL GOVERNMENT COUNCIL OF BENDEL STATE.

3.1 The Bendel State was carved out of the former Western Region in 1963. It was at that time known as the Mid-Western Region of Nigeria.

And the Ministry of Education was one the organs of the government that were established by law after the creation of the Region. Since then the headquarters of the Ministry has been in Benin-City.

As one of the Ministries in the Civil Service, it has a political head who was called the Minister for Education before the Military regime but now called the Commissioner for Education. Directly responsible to the Commissioner is a non-professional personnel who is known as the Permanent Secretary of the Ministry.

Originally the ministry has two arms which were referred to as the administrative and the professional arms.

But there has been a rather rapid expansion within the Ministry that there are now ten divisions. These are:

1. Finance and Establishment Division
2. Administration and Personnel Division
3. Educational Planning Division
4. Higher Education Division
5. Physical Education and Sports Division
6. Educational Services Division
7. Primary and Teachers Training Division
8. Science, Vocational and Technical Division
9. Secondary Division; and
10. Standards Division

The Finance Division is headed by a secretary called the secretary for finance and establishments. Under him are Principal Assistant Secretaries, Assistant Secretaries, and Education Officers.

While the remaining nine Divisions are seen as professional divisions and each of them is headed by a Chief Inspector of Education.

The Ministry of Education now has branches in the headquarters of each of the Local Government Areas in the State. These Branches of the ministry are called Education Offices and the names of the Local Government Areas and their headquarters are as follows:

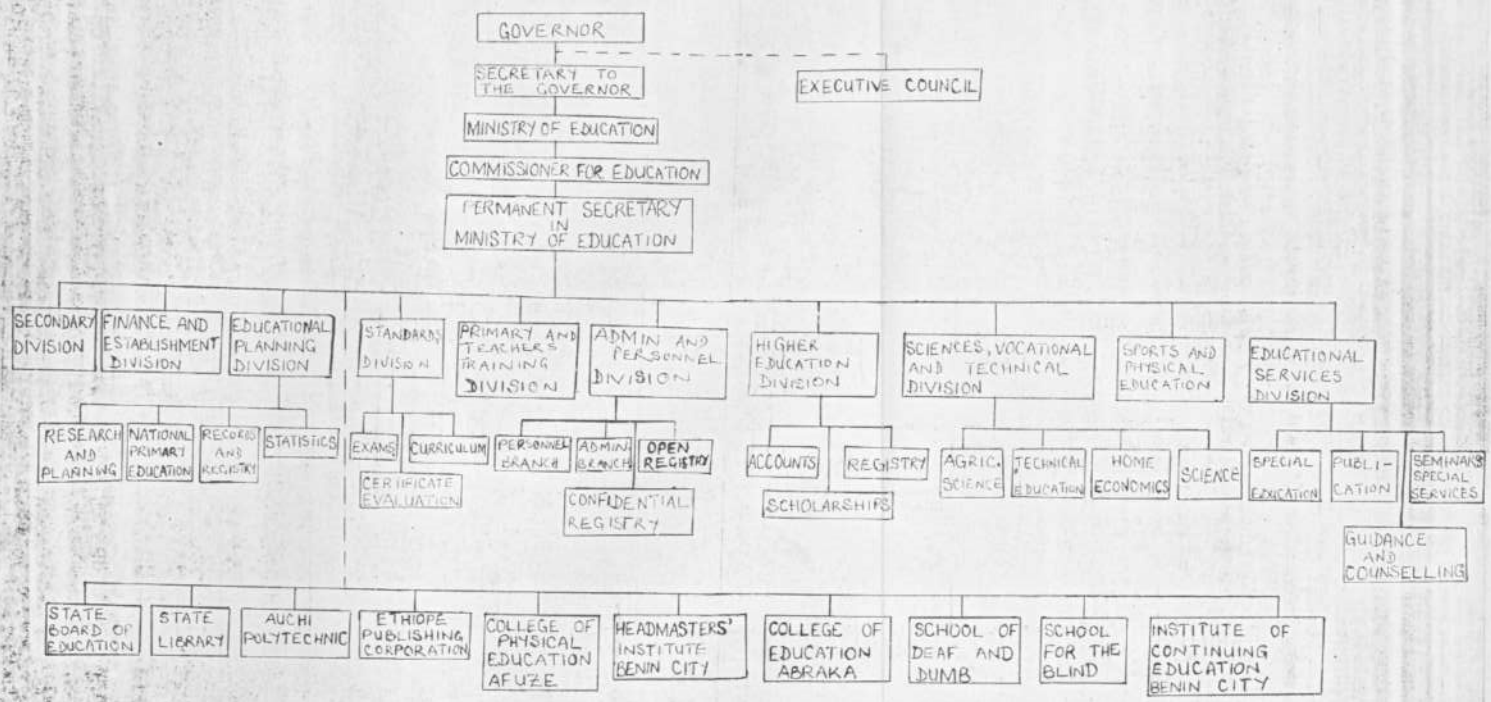
TABLE: 1

Shows the Local Government Areas and their Headquarters.

NO.	LOCAL GOVERNMENT AREA	HEADQUARTER
1.	Agbazilo	Ubiaja
2.	Akoko-Edo	Igarra
3.	Aniocha	Ogwashi-Uku
4.	Bomadi	Bomadi
5.	Burutu	Burutu
6.	Ethiope	Orerokpe
7.	Etsako	Auchi
8.	Ika	Agbor
9.	Isoko	Oleh
10.	Ndokwa	Kwale
11.	Okpebho	Ekpoma
12.	Okpe	Sapele
13.	Oredo	Benin-City
14.	Orhionwan	Abudu
15.	Oshimili	Asaba
16.	Ovia	Iguobazuwa
17.	Owan	Afuze
18.	Ughelli	Ughelli
19.	Warri	Warri

DIAGRAM: 5

ORGANISATION CHART OF THE MINISTRY OF EDUCATION IN BENDEL STATE



3.2 THE STATE BOARD OF EDUCATION

The Bendel State Government took over all educational institutions in the state (except kindergaten and nursery schools) on 1st October, 1972. And the Education Edict, 1972 was promulgated on 1st April, 1973, legalising the take-over of schools and also establishing the unified Teacher Service for all the teaching and non-teaching staff in primary and post-primary educational institutions in the State.

The State Board of Education Benin-City and other fourteen Education Boards were created by the Education Edict 1972 to manage the daily affairs of the States Education Institutions and to administer the unified teaching service. The State Board which came into being on 1st January, 1973 delegated powers for school management at the primary school level and also power of appointments and transfer to the Benin-City and fourteen Divisional Education Boards. These Divisional Boards were later replaced by the Education Offices of the Local Government Areas as discussed in the section under Historical Development of the Ministry of Education.

The original structure and the constitution of the State Board of Education and the fourteen Divisional Boards and the Benin-City Education Board have recently experienced some changes.

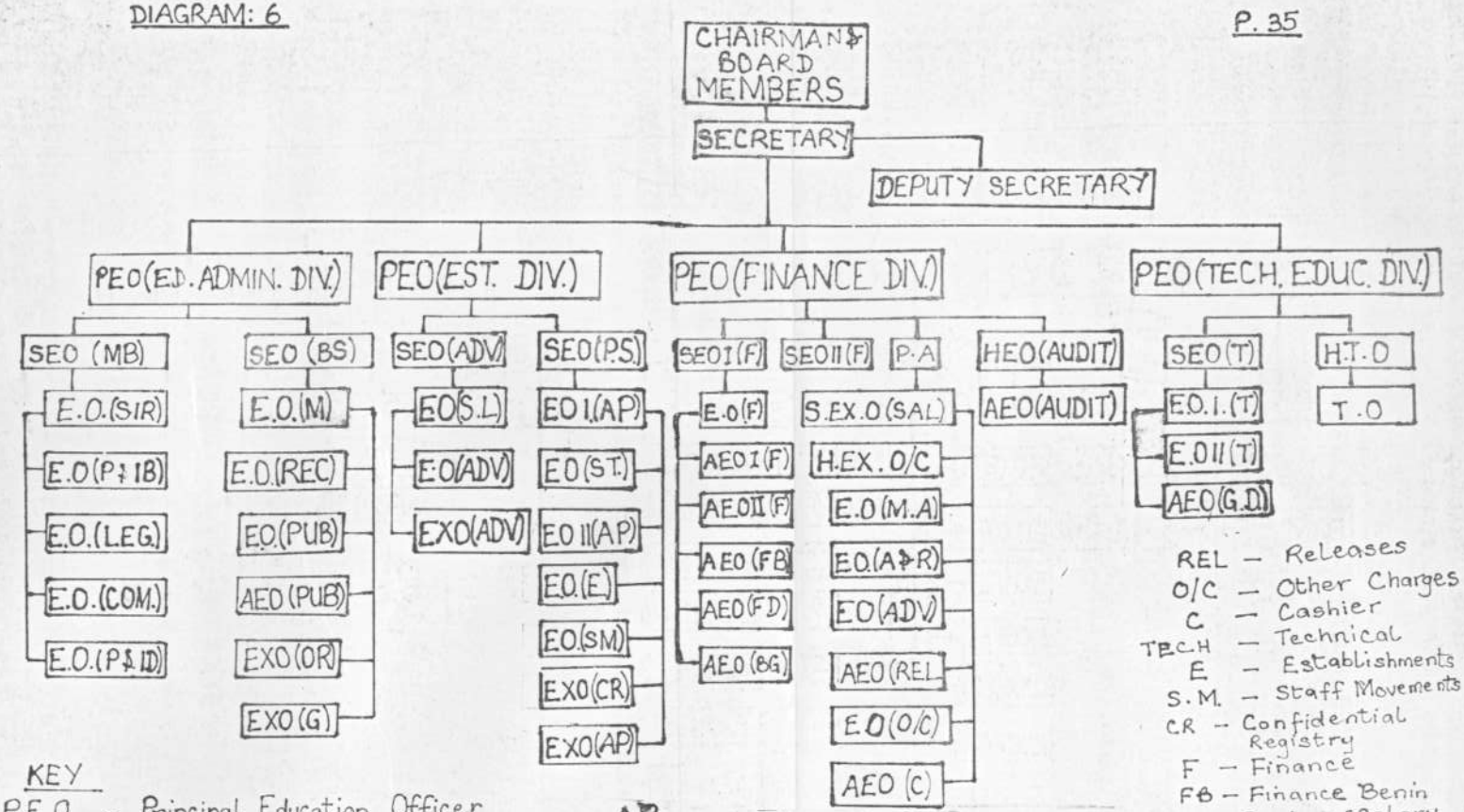
The State Board of Education is now made up of a Chairman, three Full-time members, three part-time members and two ex-officio

members. While each of the former Divisional Boards now known as the Education Offices in the Local Government Areas was headed by a Principal Inspector of Education (as the Chairman, and a Principal Education Officer as Secretary.[13]

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[13] Job Opportunities in the Unified Teaching Service of Bendel State Board of Education, Benin-City, (Published by the State Board of Education, Benin-City.)

DIAGRAM: 6



KEY

P.E.O – Principal Education Officer
P.A. – Principal Accountant
S.E.O. – Senior Education Officer
E.O. – Education Officer
A.E.O. – Assistant Education Officer
S.EX.O. – Senior Executive Officer
H.EX.O. – Higher Executive Officer
EX.O. – Executive Officer
T.O. – Technical Officer
H.T.O. – Higher Technical Officer
COM – Complaints
ST – Staffing

AP – Appointments
LEG – Legal
A & R – Advances Records
ED ADMIN – Education Administration
M.B – Management Branch
SIR – School Inspection Reports
P & IB – Petitions and Investigations (Old Benin Province)
P & ID – Petitions and Investigations (Old Delta Province)

REL – Releases
O/C – Other Charges
C – Cashier
TECH – Technical
E – Establishments
S.M. – Staff Movements
CR – Confidential Registry
F – Finance
FB – Finance Benin Province {Salary / Assessment}
FD – Finance Delta Province {Salary / Assessment}
BG – Budget
M.A. – Main Accounts
B.S. – Board Services
M. – Meetings
Pub – Publications
OR – Open Registry
GD – General Duties
ADV – Advancements
SL – Seniority List
P.S – Personnel Services

3.3 THE EDUCATION COMMITTEES OF THE OKPE LOCAL GOVERNMENT AREA - SAPELE.

Following the creation of Local Government Areas in the State and the introduction of the Universal Primary Education Scheme, the Bendel State Government transferred some of the responsibilities for the management of primary schools to the Local Government Councils in 1st June, 1978.

Under the arrangement each Local Government Council is expected to be responsible for the maintenance of all primary schools in its area subject to the provisions of the Education Law, 1972 (Cap. 55 of the Law) of Bendel State. All teachers were expected to continue to belong to the Unified Teaching Service while the State Board of Education, to be responsible for appointment and discipline of all teachers.

As a result of the above situation two committees were set up. There are:-

(a) The Local Education Committee. It was set up to carry out the programme with the Supervisory Councellor for Education as the Chairman. The committee had four members of the Local Government Council, the Assistant Chief Inspector of Education in charge of Education in the Local Government Area and a representative of the Ministry of Works, a representative of the

Ministry of Transport and one of the Ministry of Housing. The Secretary to the Local Government or his representative acts as the Secretary of the Committees.

(b) The Second Committee is the Local Education Staff Committee. And a circular from the Permanent Secretary, Ministry of Education, Benin-City (Ref No. PTT/1/224) points out that the State Board of Education delegates to the Staff Committee its powers for appointment, and discipline of primary school teachers in its area. And the Board has the power to promote and discipline such teachers in the primary schools.

From the above discussion it could be said that the growth of the Educational system in the State might have been one of the factors that contributed to the development of the State Board, the Divisional Education Boards, the Education Offices in each of the Local Government Areas and the Education Committees of the Local Government Councils in Bendel State.

CHAPTER FOUR

4.1 RESEARCH DESIGN AND PROCEDURE

The researcher obtained relevant information for the study from the Ministry of Education, the State Board of Education and the Education Committee of the Okpe Local Government Area of Bendel State through the use of observations, interviews, questionnaires and related documents.

4.2 POPULATION

The study covers most of the organisations that are responsible for the formulation, and in part, implementation of educational policies in Bendel State. The parent population therefore covers the Ministry of Education, the State Board of Education and the Education Committee of the Okpe Local Government Area.

The Ministry of Education has ten divisions viz: Administrative and Personnel Division, Finance and Establishment Division, Educational Planning Division, Higher Education Division, Physical and Sports Division, Educational Services Division, Primary and Teachers Training Division, Science, Vocational and Technical Division, Secondary Division and Standards Division.

The State Board of Education has four divisions. These are Education Administration, Establishment, Technical and Finance Divisions. While the Local Education Authority of Okpe Local Government Area has two Committees, they are, The Education Committee and The Local Education Staff Committee. Both committees have eight members.

4.3 SAMPLING PROCEDURE

(a) IN THE MINISTRY

The researcher should have collected information from all the divisions of the Ministry of Education. But as a result of time constraint and the difficulty of getting the full cooperation of most of the workers in the Ministry, the stratified method of sampling was adopted.

Five out of the ten divisions of the ministry were selected randomly. Ten ballot papers were prepared with five of them having the word CHOSEN and five NOT CHOSEN. And while in the Ministry, a representative of each of the divisions was asked to pick one. On this basis the following divisions were selected.

(i) Science, Vocational and Technical. It has four sections and after discussions and interview with the Head of this Division (it should be noted that all the heads of the divisions are Chief Inspectors of Education), it

was revealed that the various sectional heads have been in the Department for a fairly long period, thus the need to interview and distribute questionnaires to them. To get a balanced information about the Division the Researcher used incidental sampling and gave 5 more questionnaires to other workers in the division. Thus the selected population in this division is 10 workers.

(ii) The Higher Education Division has three sections and by using the same procedure as discussed above the researcher interviewed and distributed questionnaires to the Head of the Division, the three sectional heads and six more workers. And the selected population is 10 workers.

(iii) The Administration and Personnel Division has 4 sections. Similarly the Head of the Division, the Sectional Heads and five others, making a total of 10 workers were selected for interview and given questionnaires.

(iv) The Secondary Division has a section thus 10 of its workers including the Head of the Division and the Sectional Head were interviewed.

(v) The Planning Division has 4 sections. Questionnaires and relevant information were collected from the Chief Inspector, the Sectional Heads and five of the workers

in this section. On the whole 50 questionnaires were administered in the Ministry of Education.

(b) In the State Board of Education, the Secretary was selected for interview. The reason for this is that he is the highest executive personnel in the Board and as such should be able to give the necessary information for the study. There are four divisions in the Board and based on the assumption that the sectional heads should have more knowledge about their Division they were selected and 7 more people were randomly selected from the various divisions with 2 from the Educational Administration Division, two from Establishment, 2 from Technical and 1 from Finance. The selection was based on the number of sections in each division.

(c) The Education Committees of the Okpe Local Government Area has eight members and four of them were arbitrarily chosen for interview and questionnaires distributed to them.

4.4 INSTRUMENTS USED

The following instruments are used by the researcher in conducting this study.

(a) INTERVIEWS AND DISCUSSIONS

While in the Ministry of Education the Chief Inspectors of Education, the various sectional heads and the other workers as

indicated in the sampling procedure above were interviewed. The interviews and discussions were related to the structure of the Ministry - the Divisions, Sections and the incumbents of the various posts and their duties, the channel of communication and the flow of authority, the pattern of relationships between the Ministry and the State Board of Education and the Okpe Local Government Council at Sapele.

Similar information about the relationships between the Ministry and State Board, the State Board and the Education Committee of the Okpe Local Government Area, and between the Education Committee and the Ministry and the Board of Education was also collected through discussions and interviews held with the officials of the State Board of Education and the Education Committee of the Okpe Local Government Area.

(b) QUESTIONNAIRES

The researcher prepared three sets of questionnaires which were administered to the Ministry of Education, the State Board and the Education Committee of Okpe Local Government Area.

In the Ministry, 5 questionnaires were distributed to the Chief Inspectors of Education (Heads of Divisions), 16 questionnaires to the sectional heads of these divisions and the 29 other workers.

In the Stage Board of Education 1 questionnaire was distributed to the Secretary, 4 to the divisional heads and 7 to other workers of the Board. While four were distributed to members of the Okpe Local Government Area at Sapele.

The questionnaires are designed to gather data as related to the three bodies under study and to be later quantified and analysed by the researcher. Such information include;

(i) The number and names of Departments and their Sections in Ministry, the Board and the Education Committee.

(ii) The structure of the Departments and their Sections.

(iii) Duties performed by them and how related they are to each other.

(iv) The opinion of the respondents on the functioning of these bodies.

(c) DOCUMENTARY EVIDENCE

Information was also gathered from documents related to the study supplied by the Ministry, the State Board and the Education Committee of the Okpe Local Government Area.

(d) RELEVANT LITERATURE

The researcher also collected materials from related books, magazines and newspapers.

(e) DIRECT OBSERVATIONS

Apart from the above discussed instruments the writer was able to make some direct observations about the activities of the Ministry of Education and the State Board of Education when attached to these bodies for his M.ED. Internship Training Programme in 1979.

It is worth noting too that a lot of relevant information was gathered from some experienced primary and post-primary school teachers in the state.

4.5 METHODS OF DATA ANALYSIS

The study is a discriptive and correlational one. As a result, relevant information obtained through interviews, discussions, direct observations and from related literature will be presented, discussed, and the necessary deductions made.

The responses obtained from questionnaires sent to the Ministry, the State Board and the Education Committee will be converted to percentages and tabulated. Some of the items therefore, will be considered as they were responded to by the workers from the appropriate body. And later, for some similar items, responses made by the Ministry of Education will be compared with those made by either the State Board and/or the Education Committees.

The relationships in these responses as shown by the analysis

of the tables plus the discussions, synthesis and analysis made based on observations, interviews, and documentary evidence will provide the basis for the researcher's discussion of the following chapter.

CHAPTER FIVE

PRESENTATION AND DISCUSSION OF DATA

5.1 ANALYSIS OF THE QUESTIONNAIRES FROM THE MINISTRY OF EDUCATION, BENIN-CITY.

This section presents data related specially to the Ministry of Education Headquarters, Bendel State.

In order to have an understanding about the functioning of the Ministry of Education, some of the items responded to in the questionnaires by the officials of the Ministry are tabulated, converted into percentages and analysed by the researcher.

Table 2

This table shows the opinions of the workers in the Ministry on whether the Departments in the Ministry are enough to enable it render the necessary educational services in the state. The responses are in the nature of Strongly Agree, Agree, Cannot Decide, Disagree and Strongly Disagree.

Total No of Respondents	Strongly Agree		Agree		Cannot Decide		Disagree		Strongly Disagree	
	No	%	No	%	No	%	No	%	No	%
50	10	20	40	80	0	0	0	0	0	0

It could be seen from the above table that 20% of the respondents strongly agreed with the view that the educational departments in the Ministry are enough to render adequate educational services and 80% agree with the view. Therefore all the respondents agreed that the Ministry has enough divisions.

In order to get a clearer picture on the structure of the Ministry, tables 3 and 4 below and diagramme 5, on the organisation chart of the Ministry should be considered.

Table 3

This table indicates the opinions of the Ministry officials about whether some of the Departments in the Ministry are more heavily loaded with work than others or not. The responses are in the form of YES OR NO.

Total No. of Respondents	No Respondents With Yes	%	No of Respondents With No	%
50	30	60	20	40

Sixty percent of the respondents indicated that some of the Departments in the Ministry are more heavily loaded with work than others. And 40% of them disagreed with the opinion. Direct discussions with the workers in the Ministry and documentary evidence provided to the writer on this issue support the fact that some of the Departments are more heavily loaded with work. This could be seen from the organisation chart of the Ministry of Education of Bendel State. Under the chart, while the standards division has only three sections, the educational services has six. One possible implication of this is that the Span of control in some of the Departments will be greater than as it is in others. And since in some cases, the Span of Control could even be too large or too small, the effectiveness of these departments could be affected.

Table 4

This table presents the opinions of the workers in the Ministry on the question of whether some departments in the Ministry have sections that perform similar duties or not. The responses were made in the form of Strongly Agree, Agree, Cannot Decide, Disagree and Strongly Disagree.

Total Respondents	Strongly Agree		Agree		Cannot Decide		Disagree		Strongly Disagree	
	No	%	No	%	No	%	No	%	No	%
50	0	0	5	10	5	10	20	40	20	40

The results in Table 4 show that 100% of the total respondents agreed with the opinion that some sections in the various departments perform similar duties. Ten percent of them could not decide. This is not very surprising as not too many workers probably would be keen on finding out whether such a situation exists within the organisation or not. Fourty percent of the total respondents disagreed that some of the sections are more heavily loaded with work then the rest while another 40% strongly disagreed with the view. Generally therefore, 80% of them did not support the view. And this 80% could even be given additional weight in view of the fact that 40% of them strongly disagreed. Logically speaking therefore, the writer is inclined to accept the view of the majority of the respondents.

A further analysis of the items in the questionnaires revealed that apart from the divisions of the Ministry of Education at the Headquarters in Benin-City, there are other Educational Offices of the Ministry at the Headquarters of all the

Local Government Areas in the State. These offices are said to be branches of the Ministry of Education and they act as Laison Offices.

Table 5

This table provides the opinion of the respondents in the Ministry and thus answers the question on if the fact that the Ministry of Education has so many divisions and branches makes it difficult for its activities to be coordinated. The categories of responses took the forms of strongly agree, agree, cannot decide, disagree, strongly disagree.

Total Responses	Categories of Responses	No. of Responses Under Each Category	% In Terms of Total Responses
50	Strongly Agree	10	20
	Agree	21	42
	Cannot Decide	5	10
	Disagree	9	18
	Strongly Disagree	5	10

Twenty percent of the respondents strongly agreed with the view that the fact that we have so many departments and branches of the Ministry of Education in the State makes the coordination of the activities of the ministry difficult. Fourty two percent of the respondents agreed, thus a total of 62% support the above view. Ten percent could not decide, 18 percent disagreed. While 10% strongly disagreed. Comparing the percentage of those who strongly agreed to those who strongly disagreed, those who agreed to those who disagreed as indicated above, it could be deduced that the responses are a pointer to some of the problems that the structure of the ministry could lead to.

Table 6

This table is a picture of the opinion of the workers in the ministry on the view that as a result of the many divisions and branches in the Ministry, the process of delegation of authority and responsibility is a difficult one.

Total Responses	Categories of Responses	No. of Responses Under Each Category	Percentage of the Number of Responses Under Each Categories in Terms of Total Responses
50	Strongly Agree	8	16
	Agree	20	40
	Cannot Decide	3	6
	Disagree	12	24
	Strongly Disagree	7	14

Sixteen percent of the total respondents agreed with the view that the numerous branches and divisions of the Ministry affect the process of delegation of authority and responsibility. Fourty percent agreed, 6% could not decide, 24% disagreed while 14% strongly disagreed.

The table therefore indicates that 56% of the total respondents support the view.

Apart from the above analysis it could be emphasised that Bendel State has nineteen Local Government Areas scattered all over the state. As a result of this the writer could also infer that the numerous divisions and branches of the Ministry could have some

adverse effects on the process of delegation of authority and responsibility by the Ministry of Education in Benin-City.

5.2 PRESENTATION AND DISCUSSION OF DATA FROM THE STATE BOARD OF EDUCATION, BENIN-CITY.

This section analysises the responses to the questionnaires by officials of the State Board of Education in relation to the responses made by the workers in the Ministry of Education and the Education Committees of the Okpe Local Government Council of Bendel State.

As the responses to the questionnaires revealed, the Board has four divisions. These are Educational Administration Division, Establishment Division, Technical Division and the Finance Division. These are clearly indicated in diagram 6, showing the organisational structure of the State Board of Education, Benin-City.

Table 7

This presents the question and the answers given by the board members on the similarities between the Board and the Ministry of Education. Their responses are in the nature of YES OR NO.

Total No. of Respondents	Item	No of Respondents With YES	% of Totals Responses that is YES	No. with NO	%
12	Are the Divisions in the Board different from those in the Ministry of Education?	12	100	0	0

The table above shows that 100% of all the workers of the Board who responded to the questionnaires agreed that the Divisions in the Board are different from those in the Ministry.

Table 8

It explains the responses of the workers of the Board to the issue of whether the Board performs duties that are similar to those performed by the Ministry of Education. Their answers take the form of YES OR NO.

Total No. of Responses	Total Respondents Who Answered YES	%	Total Respondents Who Answered NO	% of all who said No in terms of Total Respondents
12	8	66.7	4	33.3

Sixty-six two-thirds of all the respondents in the Board agreed that the Board performs duties similar to those performed by the Ministry of Education and 33.3% did not agree with the view. A close look at the responses given in table 7 and the views expressed in Table 8 tends to suggest that the Ministry and the State Board perform dissimilar duties. However before the writer concludes, a further analysis of the responses given to items on similar issues in the questionnaires is essential.

Table 9

States the responses to the question on whether the State Board Caters for: Primary Schools in the State, or Secondary Schools, or Technical/Vocational Schools, or Teachers Training Colleges, or all of the above and or Higher Education in the State? The respondents were requested to check any school or schools that correspond(s) to their views.

Total Respondents	Categories of Responses	Corresponding No. of Respon-dents	Corresponding Percentages
	Primary Schools in the State	0	0
	Secondary Schools in the State	0	0
	Technical/Vocational Schools	0	0
	Teachers Training Colleges	0	0
12	All of the above Schools	12	100
	Higher Education in the State	0	0

The table shows that all the respondents agreed that the State Board caters for primary, secondary, technical/vocational colleges and teachers training colleges in the State. It should be pointed out that the above responses are in line with section 6(1) of the Bendel State Education Edict 1972 which states that; "The functions of the State Board shall include the following -

(a) administration of the Unified Service, including in particular power to appoint, transfer, post, promote, dismiss and exercise disciplinary control over teachers in primary and post-primary institutions and over other staff of the Board...

(b) review and revision of annual budgets for primary and post-primary institutions and preparation of annual estimates for the Board."

Table 10

This table states the opinion of the workers of the Ministry of Education on the role of the Ministry. The workers responded to the item by ticking the appropriate type or types of schools, in their opinion the ministry caters for.

Total Respondents	Categories of Responses	Corresponding No of Respondents	Corresponding % in terms of Respondents
50	Primary Schools in the State	0	0
	Secondary Schools	0	0
	Technical/Vocational Schools	0	0
	Teachers Training Colleges	0	0
	Higher Education in the State	0	0
	All of the above	50	100

The above table shows that 100% of the respondents agree that the Ministry of Education is in charge of Primary Schools, Secondary Schools, Technical/Vocational Schools, Teachers Training Colleges and Higher Education in the State.

It should be noted at this point that although Table 7 shows that all the respondents stated that the Divisions in the Board are different from those in the Ministry of Education, Tables 8, 9 and 10

support the view that the Board and the Ministry perform similar duties. For example, tables 9 and 10 clearly indicate that both the Ministry and the Board cater for primary, secondary schools, technical and vocational schools and teachers training colleges in the state. The names of the various divisions as illustrated in the organisation chart of the Ministry of Education Benin-City on page 39 is a further testimony to the fact that the Ministry of Education equally caters for the above named institutions also being cared for by the State Board of Education.

Table 11

It illustrates the opinions of the members of the Education Committees of the Okpe Local Government Council, on the types of schools that the committees are responsible for. They responded to the item by ticking the schools that correspond to their views.

Total Responses	Categories of Responses	Corresponding No of Responses	%
4	Primary Schools in the Area	4	100
	Secondary Schools	0	0
	Teachers Training Colleges	0	0
	Others	0	0

One hundred percent of the respondents in the Education Committees showed that the committee takes care of primary school in its area.

It could be deduced that from the fact that some of the levels and types of education are catered for by the Ministry of Education, the State Board of Education and the Education Committees of the Local Government Areas, there is likely to be duplication of material and human resources in the educational system. And that the above situation could also lead to authority and intra-role conflicts.

An analysis of all the responses made by the workers in both the Ministry of Education and the State Board shows that they all agreed that the Board is an autonomous institution. And that some relationships exist between the State Board and the Ministry of Education.

Table 12

Presents the opinions of the workers of the Ministry on whether the workers of the Board can be posted to the Ministry on

secondment. Their responses take the nature of YES OR NO.

Total Respondents	No of Respondents Who Said YES	No of Respondents Who Said YES as a % of total Respondents	Respondents Who Say NO	%
50	50	100	0	0

One hundred percent of the respondents said the members of the Board could go on secondment to the Ministry.

Table 13

Shows the opinions of the workers in the Ministry on the question of if the workers of the Ministry can be posted to the Board on secondment or not.

Total Respondents	No of Respondents Who Said YES	No of Respondents Who Said Yes as a % of total Respondents	No of Respondent Who Said NO	%
50	50	100	0	0

All the respondents in the Ministry agreed that the workers in the Ministry can be posted on secondment to the State Board of Education.

Table 14

Represents the views of the workers of the Board on the question of whether it is possible to post the members of the Board to the Ministry of Education on secondment or not their responses take the form of YES OR NO.

Total Respondents	No of Respondents Who Ticked YES	No of Respondents Who Ticked YES as a % of total Respondent	Respondent Who ticked No	%
4	4	100	0	0

One hundred percent of the respondents in the Board agreed that the Board members could be sent to the Ministry on secondment.

Table 15

The table portrays the views of the Board members on the possibility of posting workers of the Ministry to the Board on secondment. Their responses take the form of YES OR NO.

Total Responses	No of Respondents Who Checked YES	No of Respondents Who Checked YES as a % of total Respondents	No of Respondents Who Checked NO	%
12	3	25	9	75

For the purpose of analysis, it could therefore be noted that 100% of the respondents in the Ministry are of the opinion that the workers in the Ministry can go to the Board on secondment and the workers of the Board can go the Ministry on secondment.

While 100% of the respondents in the Board agreed that their colleagues can go to the Ministry on secondment, only 25% of them agreed that the workers of the Ministry can be sent on secondment to the Board and 75% stated that the Boardmembers cannot go to the Ministry on secondment. What the researcher could infer from this situation is that probably the workers in the Board are more used to seeing their colleagues go to the Ministry on secondment rather than receiving members of the Ministry on secondment to the Board. And if this inference is right it therefore means that the relationship between the Ministry and the Board is not a balanced one and this could affect the effectiveness of the latter.

Table 16

States a question on the authority of the Ministry over the Board. The views of the workers in the Ministry are recorded in the term of YES OR NO.

Total No of Workers who Responded	Item	Categories of Responses Yes	%	No	%
50	Do you agree that the Ministry has the right to release or retain such members of the Board on secondment to the Ministry?	41	82	9	18

Eighty-two percent of all the respondents in the Ministry agreed that the Ministry has the right to retain or release members of the board who are on secondment to the Ministry.

Table 17

Similarly brings out the views of the Board members on the isssue of the authority of the Ministry to retain or release the Boardmembers sent on secondment to the Ministry. Their responses take the form of YES OR NO.

Total No of Workers Who Responded	Item	Categories of Responses YES	%	NO	%
12	Do you agree that the Ministry has the right to retain or release the members of the Board sent to the Ministry on secondment?	12	100	0	0

All the respondents of the Board also agreed that the Ministry has the right to retain or release their members posted to the Board as secondment.

But there seems to be a sort of inconsistency in the opinions of the Ministry officials about the autonomy of the Board. As earlier noted in page .59..... all the respondents in both the Ministry and the State Board agreed that the Board is an autonomous body. While in Table 16, 82% of the respondents in the Ministry declared that the Ministry has the right to retain or release the Boardmembers posted to the Ministry on secondment. Table 17 that all the members of the Board also accepts the same view. And since authority is the right to act or direct the actions of others, it shows that the Ministry really has authority over the State Board of Education. And if that is the case then the autonomy of

the Board could be diluted by the influence of the superior authority - viz the Ministry.

Table 18

The table views the opinions of the Boardmembers on whether there should be some workers of the Board who belong to both the Ministry and the Board at the same time. The responses are recorded in terms of YES OR NO.

Total Respondents	No of Respondents Who Said YES	No of Respondents Who Said YES as a % of the Total Respondents	No of Respondents Who Said NO	%
12	0	0	12	100

All of the respondents were of the opinion that there should not be a situation where their members would belong to both the Ministry and the Board. The reason for this type of response could be got from their past responses. It has earlier been noted that all the Board members stated that their organisation is autonomous. And although all the members of the Board who responded to the questionnaires as shown in Table 17 agreed that the Ministry has the right to retain or release the Board members sent on secondment to the Ministry, their present responses in Table 18 is an indication of their determination to be fully autonomous.

Table 19

Indicates the views of the Board members on the question of whether the chairman of the State Board is accountable to the Commissioner for Education or the Permanent Secretary, Ministry of Education. The alternative responses given are YES OR NO.

Total Responses	Categories of Responses	Corresponding No of Responses			
		YES	%	NO	%
12	He is accountable to the Permenent Secretary.	0	0	12	100
	He is accountable to Commissioner for Education	12	100	0	0

All the Board members who responded to the questionnaires agreed that the Chairman of the Board is accountable to the Commissioner for Education in the Ministry of Education. All of them also disagreed that he is accountable to the Permenent Secretary in the Ministry of Education.

The idea of accountability connotes the giving and receiving of order; the superior-subordinate sort of relationship whereby the subordinate sends a feedback about the responsibilities assigned him by his boss. On the basis of this interpretation it seems that

the responses given by the members of the Board are a manifestation of a conflict situation. The members of the Board of Education feel that they are autonomous while in the actual sense, there are strings tied to their autonomy by the Ministry of Education. To substantiate this point further, direct observations and interviews the researcher had with both the members of the Ministry and the Board showed that the Ministry of Education is regarded as the "appropriate authority" as far as educational matters in the state are concerned.

And the fact that the final authority is with the "appropriate authority" clearly confirms the power of the Ministry of Education over the State Board of Education.

An alternative deduction that can be made from the above analysis is that the nature of relationship between the Ministry and the State Board is not fully defined. And this sort of situation where we have apparently two different bodies working on highly related tasks but without a clear-cut boundary may not be in the interest of the public they are expected to serve.

Table 20

Presents the opinions of the respondents from the Board on the question; Is the Board expected to gain the approval of the Ministry of Education before it could undertake a major education projects in the State? Their responses were made in the nature of YES OR NO.

Total Responses	No of Respondents Who Marked YES	No of Respondents Who Marked YES as a % of Total Respondents	No of Respondents Who Marked NO	%
12	9	75	3	25

Seventy-five percent of the respondents in the Board agreed that the State Board is expected to gain the permission of the Ministry of Education before educational project.

Table 21

Equally represents the answers by workers in the Ministry to the question of whether the Board is expected to gain the approval of the Ministry before the State Board could undertake any major educational projects.

Total Respondents	No of Respondents Who Ticked YES	No of Respondents Who Ticked YES as a % of Total Respondents	No of Respondents Who Ticked NO	%
50	45	90	5	10

Ninety percent of the respondents agreed with the opinion and only 10% disagreed.

Thus in both the State Board and the Ministry of Education, majority of the respondents indicated that the Ministry exercises control over the activities performed by the Board. And this further supports the deduction made earlier-on that the Board of Education is not entirely an autonomous body.

5.3 PRESENTATION AND DISCUSSION OF DATA FROM THE EDUCATION COMMITTEES OF THE OKPE LOCAL GOVERNMENT AREA, SAPELE.

This section presents an analysis of the responses made to the questionnaires sent to the members of the Okpe Local Government Area in relation to those responses made by the workers in the Ministry of Education and the State Board of Education.

Table 22

The table presents the views expressed by the members of the Education Committees on the type of relationship that exists between the Committees and the Ministry of Education. The responses take the form of very good, good, poor relationship.

Total Responses	No of Respondents Who Checked Very Good	% of the Respondents Who Checked Very Good in Terms of Total Respondents	No of Respondents Who Checked Good	%	No of Respondents Who Checked Poor	%
4	3	75	1	25	0	0

Seventy-five percent of the respondents viewed the nature of relationship to be very good while 25% regarded the relationship as good. This information shows that all of them see the relationship to be good.

Table 23

Expresses the views of the members of the Education Committees on the flow of information between the Committees and the Ministry of Education. And they responded to the question by the answering YES OR NO.

Total Respondents	Item	Categories of Responses YES	%	NO	%
4	Is there a regular flow of information between the Ministry and the Education Committees?	4	100	0	0

The table shows that all the respondents agreed that there is a regular flow of communication between the Ministry and the Education Committees.

Table 24

States the opinions of the officials in the Ministry on the flow of information between the Ministry and the Education Committees. Their opinions were also expressed in the form of YES OR NO.

Total Respondents	Item	Categories of Responses YES	%	NO	%
50	Is there a regular flow of information between the Ministry and the Education Committees?	50	100	0	0

A hundred percent of the respondents in the Ministry also agreed that there is a regular flow of information between the Ministry and the Education Committees of the Okpe Local Government Council. Tables 22, 23 and 24 above therefore point out that there is a form of linkage or association between the Ministry and the Education Committees.

Table 25

Expresses the answers given by the members of the Education Committees on the question: What is the source or sources of authority of the Okpe Local Government Area? They responded to the question by ticking the appropriate list, as stated on the table, that correspondents to their opinions,

Total Responses	Categories of Responses	No of Responses Under Each Category	Percentage in Terms of Total Responses
4	The State Government	1	25
	The Federal Government	0	0
	Both the State and Federal Government	1	25
	The State Board	2	50
	All of the above	0	0

Fifty percent of all the respondents chose the State Board as the source of authority of the Education Committee. Twenty five percent chose the State Government while another 25% chose both the State and the Federal Governments. Thus it could be deduced that 50% of the respondents viewed the State Government as the source of authority while another 50% expressed the opinion that the State

Board is the source of its authority. Only one-quarterss of the respondents thought of the Federal Government as a co-source of authority to the Education Committees. Documentary evidence collected, a circular letter sent to all Secretaries to the Local Governments Bendel State; (Local Government Circular No. 6 of 1978; Circular letter from the Ministry of Education on the "Transfer of Responsibility for the Management of Primary Schools to Local Government Councils", Ref No PTT/P/224 of 1978. And the same letter sents from the Ministry of Local Government, Benin-City, with Ref No. F.627/III/93 but titled "Draft Estimates for Local Governments 1978/79 in relation to transfer of responsibilities for the Management of Primary Schools from the State Government to Local Governments in the State and other Budgetary measures announced by the State Government", clearly show that the State Government is the main source of authority of the Education Committees. (See Appendix B).

However, section (XI) of the above mentioned circular states, "the State Board of Education shall delegate to the Local Education Staff Committee its powers for appointment and discipline of Primary School teachers in the Local Government Area. For the avoidance of doubt, the powers thus delegated shall exclude the power to promote and dismiss teachers". And Section (XII) states

that "teachers may appeal to the State Board of Education in respect of discipline and the decision of the State Board shall be final."

The two sections therefore indicate that the State Board still has some relationship with the Education Committees and equally exercises some form of control or authority over the Education Committees.

On the basis of the above analysis it seems that the relationship between the Education Committees and the Ministry is stronger or better than the relationship between the State Board and the Education Committees of the Okpe Local Government Area. It could be noted that this view is contrary to those expressed by the members of the Education Committees as presented on the table below.

Table 26

Provides the answers given by the members of the Education Committees of Okpe Local Government Council on the question:- What is the nature of relationship between the State Board and the Education Committees of the Okpe Local Government Area? Their recorded responses take the form of very good relationship, good relationship, poor relationship and no relationship.

Total Responses	Respondents Who Answered Very Good Relationship	%	Those Who Answered Good	%	Respondents Who Checked Poor Relationship	%	Those Who Checked No Relationship	%
4	0	0	2	50	0	0	2	50

Half of the respondents in the Education Committee thus agreed that there is a good relationship while half of them did not agree that there is a relationship.

Table 27

Provides the information about the views of the members of the State Board on the relationship between the State Board and the Education Committees. Similarly, they responded by ticking whether the relationship is very good, or good or poor or there is no relationship.

Total Respondents	Respondents Who Checked Very Good	%	Respondents Who Checked Good	%	Those Who Checked Poor	%	Those Who Checked No	%
12	0	0	1	8.3	0	0	11	91.7

Ninety-one two-thirds percent of the workers of the State Board who answered the questionnaires stated that there is no relationship between the Board and the Education Committees.

This contrast in opinions between the committee members and the Board members as expressed in Table 26 and in Table 27 above, in spite of the fact that the circular letter with Ref No F. 627/III/93 earlier discussed shows that there is a relationship between the two bodies could emanate from a situation whereby in theory, there should be that type of relationship but in practice efforts have not been greatly made to make the members of the Education Committees and the State Board of Education to be fully aware that such a relationship exists.

However, if an assumption is made that no relationship exists or the relationship is poor, the impact of this on the Educational System in the State may be bad. As pointed out earlier on, the Ministry of Education, the State Board and the Education Committees take care of the primary level of education in the State. And to make the coordination of educational activities at this level possible there has to be some degree of understanding and good relationships among these bodies.

Table 28

Illustrates the opinions of the members of the Education Committees on the question of whether the committees perform some of the functions that are also carried out by the State Board of Education. Their responses take the form of YES OR NO.

Total No of Respondents	No of Respondents Who Answered YES	%	No of Respondents Who Answered NO	Percentage of Those Who Answered NO in Terms of the Total Respondents
4	4	100	0	0

All the respondents agreed that both the State Board of Education and the Education Committees perform similar duties.

Table 29

Tells us the answers given to the question of whether the Education Committees perform some duties being done by the Ministry of Education or not.

The recorded answers given by the members of the Education Committees are also expressed in the nature of YES OR NO.

Total No of Respondents	No of Respondents Who Checked YES	%	No of Respondents Who Checked NO	Percentage of those Who Checked NO in Terms of Total Respondents
4	4	100	0	0

From the table it is clear that all the respondents to the questionnaires sent to the Education Committees of the Okpe Local Government Council agreed that some of the functions done in the Ministry are similar to some of those done by the Education Committees. Thus apart from viewing the above discussion as an evidence of similarity between the Ministry, the State Board and the Education Committees, it could be inferred that there is a duplication of duties between the Ministry and Board and the Committees.

Table 30

Provides the responses of the workers of the Education Committee to the following question:-

Who is the chairman of the Education Committee equal in rank to in the Ministry of Education? The respondents selected the appropriate post from these lists: The Commissioner for Education, the Permanent Secretary in the State Ministry of Education,

and the Chief Inspector of Education in the Ministry of Education.

Total Respondents	Categories of Responses	No of Respondents	%
4	The Commissioner for Education	0	0
	Permanent Secretary Ministry of Education	0	0
	Chief Inspector of Education	3	75
	Chief Education Officer	0	0
	Others: Supervisory Councillor for Education	1	25

Seventy-five percent of the respondents indicated that the Chairman of the Committee is equal in rank to the Chief Inspector of Education. Twenty five percent showed that the supervisory councillor for Education is his equivalent. But this post only exists in the Local Government Areas and not in the Ministry of Education at Benin-City. Thus the response may not be given too much importance here. The table also implies that the Commissioner for Education and the Permanent Secretary in the Ministry of Education are higher in rank than the Chairman of the Education Committee of the Local Government Council.

Table 31

Indicates the views of the members of the State Board about the relationship between the position of the Board Chairman and the Commissioner for Education in the Ministry. The mode of response is YES OR NO.

Total Workers of the Board Who Responded	Item	Categories of Responses			
		YES	%	NO	%
12	Does the Chairman of the Board occupy a lower position than the Commissioner for Education?	12	100	0	0

One hundred percent of the workers agreed that the Chairman of the Board occupies a lower position than the Commissioner of Education.

Table 32

Equally indicates the opinion of the Boardmembers as regards the relationship between the Chairman of the State Board and the Permanent Secretary in the Ministry of Education.

Total Board-members Who Responded	Item	Categories of Responses			
		YES	%	NO	%
12	Does the Chairman of the Board occupy a higher position than the Permenent Secretary in the Ministry of Education?	12	100	0	0

All the respondents indicated that the Permanent Secretary in the Ministry of Education occupies a lower position than the Chairman of the State Board of Education.

Table 33

Brings out the responses made by the members of the State Board of Education to the questionnaires on the relationship between the Chairman of the Board and the Chief Inspector for Education in the Ministry of Education. They responded by ticking YES OR NO.

Total Workers of the Board Who Responded	Items	Categories of Responses YES	%	NO	%
12	The Chairman of the Board occupies a higher positions than the Chief Inspector.	12	100	0	0

All the Board members who answered the questionnaires agreed that the Chairman of the State Board of Education occupies a higher post than the Chief Inspector in the Ministry of Education.

Since 75% of the respondents, to the items on Table 30 agreed that the the Chairman of the Education Committee of the Okpe Local Government Area is equal in rank to the Chief Inspector of Education in the Ministry of Education, it is implied that the Chairman of the State Board, who is higher than the Chief Inspector of Education in the Ministry, is higher than the Chairman of the Education Committees of the Okpe Local Government Area.

In a situation such as this, where we have a complex nature of authority relationships in three organisations that are to a large extent expected to render similar services to the members

of the public, there are likely to be authority and role conflicts which could affect the degree of cooperation among them and the services that they are expected to provide to the community.

CHAPTER SIX

SUMMARY AND RECOMMENDATIONS

6.1 SUMMARY

The study was undertaken to examine the relationship between the Ministry of Education, the State Board of Education and the Education Committees of the Okpe Local Government Council of Bendel State.

Most of the respondents in the Ministry of Education agreed that the numerous divisions at the headquarters plus the branches in all the headquarters of the Local Government Areas have some adverse effects on the process of coordination of the activities of the ministry and the process of delegation of authority and responsibility.

Respondents from the two bodies (the Ministry of Education and the State Board of Education) expresssed the opinion that the functions performed by the Ministry and the State Board of Education are similar.

All the members of the Education Committees of the Okpe Local Government Council, Sapele who responded to the questionnaires agreed that the committees are in charge of primary schools in the

area. Thus the Ministry of Education, the State Board of Education and the Education Committees of the Local Government Area are involved in various activities aimed at enhancing primary education in the state.

Consequently, there is a strong tendency to duplicate material and human resources in the area of primary education.

There was a general concensus among the officials in the Ministry who responded to the questionnaires that the Board of Education is autonomous. However, a further examination of the responses made by both the Ministry of Education and the Board of Education revealed that the autonomy of the Board is not a complete one since the Ministry which is seen as the "appropriate authority" still has the final say on educational matters in the state and therefore exercises some controls over the Board of Education. Section 6 (1) of The Bendel State Education Edict, 1972 and the Unified Teaching Service (Staff) Regulation, 1973 supports the above view.

The respondents in the State Board of Education stated that the Chairman of the Board is accountable to the Commissioner for Education. Both the Commissioner for Education and the Chairman of the State Board are political appointees. Yet the Board is said to be an autonomous body. The above situation could

lead to role and personality conflicts between the workers in the Ministry and those in the Board of Education.

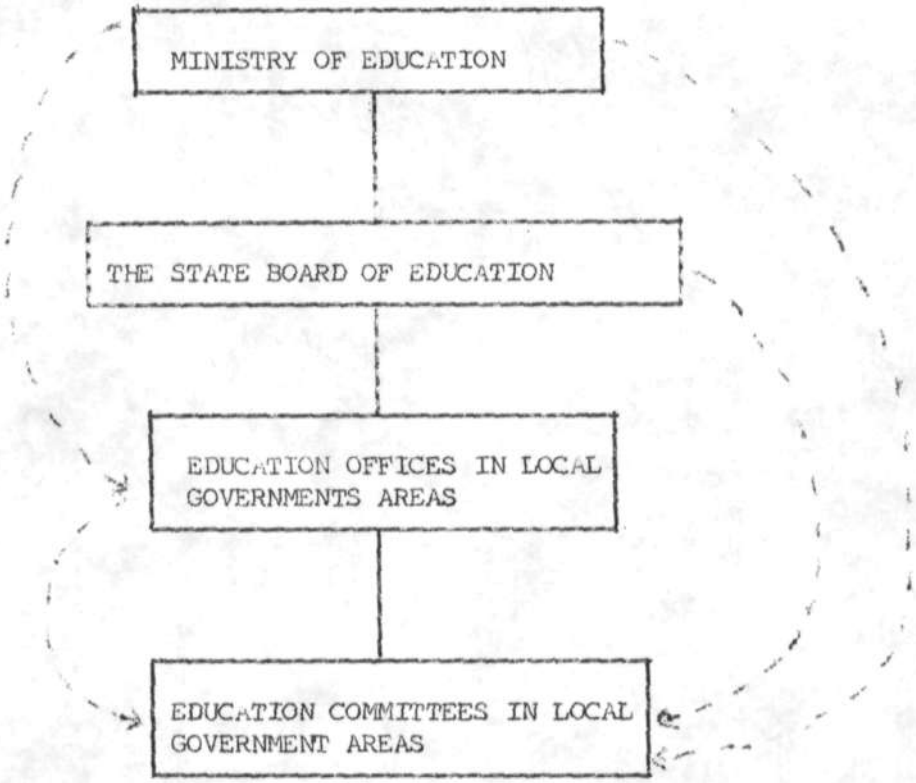
As far as the working relationships are concerned, both the Board and the Ministry officials expresssed great satisfaction.

Responses from the members of the Education Committees of the Okpe Local Government Area show that they do not have a clear idea about the nature of their relationship with the Ministry of Education and the State Board. The study indicates that the State Government is the main source of authority of the Education Committee, (See Appendix B). And at the same time Section (xi) of the circular on Transfer of Responsibility for the Management of Primary Schools to Local Government Councils (Appendix B) shows that the Education Committees are still heavily controlled by the State Board of Education.

The above idea could be visualised from the diagramme below.

Diagramme 7

Shows the patterns of relationships between the Ministry of Education, the State Board of Education and the Education Committees of the Okpe Local Government Council.



KEY

Direct Channel of Communication and flow of authority.

Additional Channels of flow of authority and Communication.

The diagram thus indicates how interwoven the relationships are.

6.2 RECOMMENDATIONS

1. The divisions in the Ministry of Education should be reduced to allow more effective and flexible administration.
2. There should be a restatement of duties and responsibilities of the Ministry of Education and the State Board of Education so that each of them knows what exactly it should do to avoid duplication of duties.
3. Similarly, the roles of the Ministry of Education, the State Board of Education and the Education Committees of the Local Government Areas in relation to the primary level of education should be well defined.
4. For a smooth coordination of the activities related to the primary level of education in the state, it might be better to allow only the Ministry of Education and the Education Committees of the Local Government Areas to perform such related functions.
5. The relationships between the Education Committees, the State Board of Education and the Ministry of Education in terms of accountability should be more clearly defined.
6. The degree of autonomy of the State Board of Education should be properly qualified. If it has full autonomy then the

members of the Board should not be strictly accountable to the officials of the Ministry of Education. This could lead to greater initiativeness in whatever the State Board does and help to reduce possible authority, role and personality conflicts between the officials of the Board and the Ministry of Education.

7. There should be a more regular flow of communication between the Ministry of Education, the State Board and the Education Committees of the Local Government Areas.

8. There is the need to have an up-to-date organisation chart of the Ministry of Education.

6.3 SUGGESTIONS FOR FURTHER RESEARCH

1. The relative contributions to educational progress by the Ministry of Education and the State Board of Education in Bendel State.

2. The planning of the administrative structure of the Ministry of Education in Bendel State.

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APPENDIX A. SECTION ONE

QUESTIONNAIRES SENT TO THE MINISTRY OF EDUCATION BENIN-CITY

AHMADU BELLO UNIVERSITY, ZARIA
DEPARTMENT OF EDUCATION

KINDLY RESPOND FAITHFULLY TO THE QUESTIONNAIRES.

1. How many Departments are in the Ministry of Education?

   Please, circle the right letter.

   A. - 2

   B. - 3

   C. - 4

   D. - 5

   E. - 6

   F. - 7

   G. - 8

   H. - 9

   I. - 10

2. The names of the Departments are ------- (Please, fill in the space).

   1. _____

   2. _____

3. _____

4. _____

5. _____

6. _____

7. _____

8. _____

9. _____

10. _____

Circle any of the above numbers that corresponds to the name of your department.

3. The Departments in the Ministry are many enough to render the necessary educational services in the state. Please, circle the correct letter.

   A. - Strogly Agree

   B. - Agree

   C. - Cannot Decide

   D. - Disagree

   E. - Strongly Disagree

4. Some of the Departments in the Ministry are more heavily loaded with work than others

   A. - Yes

   B. - No

5. Some of the Departments have sections that perform similar functions. Please, circle the right letter.

   A. - Strongly agree

   B. - Agree

   C. - Cannot Decide

   D. - Disagree

   E. - Strongly Disagree

6. The names of the sections in my departments are ..... (Please, fill in):

   1. _____

   2. _____

   3. _____

   4. _____

   5. _____

   6. _____

   7. _____

   8. _____

7. The Education Offices in the various Local Government Areas are branches of the Ministry of Education.

   A. - Yes

   B. - No

8. The Education Offices in these Local Government Areas have Divisions similar to those in the headquarters at Benin-City.

   A. - Yes

   B. - No

9. These Education Offices perform duties similar to those performed by the Ministry of Education, Headquarters. Please, circle the appropriate letter only.

   A. - Highly similar

   B. - Similar

   C. - Not similar

   D. - They act as Laison Offices

10. In view of the fact that the Ministry has so many divisions as stated in (2) above, the creation of these branches in the Local Government Areas makes it difficult for activities of the Ministry to be coordinated. Please, circle the right letter.

   A. - Strongly Agree

   B. - Agree

   C. - Cannot decide

   D. - Disagree

   E. - Strongly disagree

11. As a result of the many Departments and Branches of the Ministry, the process of delegation of authority and responsibility is a difficult one. Please circle only the letter that corresponds to the right answer.

A. - Strongly Agree

B. - Agree

C. - Cannot decide

D. - Disagree

E. - Strongly Disagree

12. Would you suggest that the Departments in the Ministry at the Headquarters should be reduced?

A. - Yes

B. - No

13. Would you suggest that the brahcnes of the Ministry in the Local Government Areas should be scrapped?

A. - Yes

B. - No

14. The State Board of Education is an autonomous body.

A. - Yes

B. - No

15. The workers of the board are directly under the Ministry of Education.

A. - Yes

B. - No

16. The Ministry can post workers to the Board.

A. - Yes

B. - No

17. The workers of the Board can go to the Ministry on secondment.

A. - Yes

B. - No

18. The workers of the Ministry can go to the Board on Secondment.

A. - Yes

B. - No

19. The Ministry has the right to release or retain such members of the Board that are on secondment to the Ministry.

A. - Yes

B. - No

20. The Ministry of Education caters for ----------

(Please circle the correct letter).

A. - Primary Schools in the State

B. - Secondary Schools in the State

C. - Technical/Vocational Schools

D. - Teachers Training Colleges

E. Higher Education in the State

F. All of the above.

21. The State Board of Education caters for: (Please circle only the right letter).

A. - Primary Schools in the State

B. - Secondary Schools in the State.

C. - Technical/Vocational Schools

D. - Teachers Training Colleges

E. - Higher Education in the State

F. - All of the above.

22. The Education Committees of the Local Government Areas caters for (Please, circle only the right letters).

A. - Primary Schools in the State

B. - Secondary Schools in the State

C. - Technical/Vocational Schools

D. - Teachers Training Colleges

E. - Higher Education in the State

F - All of the above.

23. Is there a regular flow of communication between the Ministry, the Board and the Education Committees of the Local Government Areas?

A. - Yes

B. - No

24. The Board is expected to gain the approval of the Ministry before undertaking major educational projects in the state.

A. -- Yes

B. -- No

APPENDIX A: SECTION 2

QUESTIONNAIRES SENT TO THE STATE BOARD OF EDUCATION BENIN-CITY.

AHMADU BELLO UNIVERSITY, ZARIA
DEPARTMENT OF EDUCATION

KINDLY RESPOND FAITHFULLY TO THE QUESTIONNAIRES.

1. How many Divisions are in the Board? Circle only the letter that is applicable.

   A. - 1

   B. - 2

   C. - 3

   D. - 4

   E. - 5

   F. - 6

   G. - 7

   H. - 8

2. The names of the Divisions are ..... (Please fill in):

   1. _____

   2. _____

   3. _____

   4. _____

5. _____

6. _____

7. _____

8. _____

3. In your opinion, are these Divisions different from those in the Ministry of Education or do they perform duties different from those in the Ministry? Circle the appropriate letter.

A. - Yes

B. - No

4. The State Board of Education caters for:

A. - Primary Schools in the State

B. - Secondary Schools in the State

C. - Technical/Vocational Schools in the State

D. - Teacher Training Colleges in the State

E. - Higher Education in the State

F. - All of the above.

G. - A and B above

H. - A, B, C, D above

I. - B, C, D above

5. The State Board of Education is an autonomous body. Circle the right one:

A. - Yes

B. - No

6. The workers of the Board are directly under the Ministry.

A. - Yes

B. - No

7. The Ministry can post workers to the Board. Circle the applicable letter, please.

A. - Yes

B. - No

8. The workers of the Board can go on secondment to the Ministry.

A. - Yes

B. - No

9. The workers of the Ministry can go on secondment to the Board.

A. - Yes

B. - No

Circle the right letter.

10. The Ministry has the right to release or retain such members of the Board that are on secondment to the Ministry even when the Board demands them.

A. - Yes

B. - No

11. There are some workers who belong to both the Ministry of Education and the State Board at the same time. Please circle only one letter.

A. - Yes

B. - No

12. Does the Chairman of the Board occupy a lower position than the Commissioner for Education? Please circle the correct letter.

A. - Yes

B. - No

13. Does the Chairman of the Board occupy a higher position than the Permanent Secretary, Ministry of Education?

A. - Yes

B. - No

Please circle only the correct letter.

14. Does the Chairman of the Board occupy a higher position than the Chief Inspector of Education?

A. - Yes

B. - No

15. Is the Chairman accountable to the Commissioner for Education?

A. - Yes

B. - No

16. Is the Chairman accountable to the Permanent Secretary, Ministry of Education?

A. - Yes

B. - No

Circle the right letter only.

17. Is there a regular flow of communication between the Ministry and the Board?

A. - Yes

B. - No

18. If yes, how often? Please, circle one letter.

A. - daily

B. - weekly

C. - monthly

D. - annually

E. - as the occasion arises

19. The Board is expected to gain the approval of the Ministry before undertaking major educational projects in the state.

A. - Yes

B. - No

20. How is the Board financed? Please circle the correct letter.

A. - By the Ministry of Education

B. - By an autonomous vote by the State Government as recommended by the Board.

C. - By an estimate approved by the Ministry of Education and forwarded by the Ministry to the State Government.

D. - Self financed.

21. The relationship between the Ministry and the Board imposes some limitations on the activities of the Board or leads to delay in the performance of the Board's functions.

A. - Strongly agree

B. - Agree

C. - Cannot decide

D. - Disagree

E. - Strongly disagree

Please circle only the letter that best represents your opinion.

22. What is the nature of the relationship between the Board and the Education Committees of the Local Government Areas? Circle only the right letter.

A. - Very good relationship

B. - Good relationship

C. - Poor relationship

D. - No relationship.

APPENDIX A: SECTION 3

QUESTIONNAIRES SENT TO THE EDUCATION COMMITTEES OF OKPE LOCAL GOVERNMENT AREA, SAPELE.

AHMADU BELLO UNIVERSITY, ZARIA
DEPARTMENT OF EDUCATION

KINDLY RESPOND FAITHFULLY TO THE QUESTIONNAIRES.

1. The Education Committee of the Okpe Local Government Area is made up of the following members. (Please, fill in).

   A. _____

   B. _____

   C. _____

   D. _____

   E. _____

   F. _____

2. The committee deals with the following institutions in the state. Please, circle the letter that best represents your opinion.

   A. Primary Schools

   B. Secondary Schools

   C. Teachers Training Colleges

   D. Technical Schools

E. A and B above

F. Others _____

3. What is the nature of the relationship between the committee and the Ministry of Education? Please, circle the appropriate letter.

A. - Very good

B. - Good

C. - Poor

4. What is the nature of relationship between the committee and the State Board of Education. Please, circle only the right letter.

A. - Very Good

B. - Good

C. - Poor

5. Is there a regular flow of communication between the Committee and the Ministry of Education?

A. - Yes

B. - No

6. Is there a regular flow of communication between the Committee and the State Board of Education?

A. - Yes

B. - No

7. The source of authority of the committee is: (Please, circle the right letter).

A. The State Government

B. The Ministry of Education

C. The State Board of Education

D. - The Federal Government

E. - All of the Above

F. B and C above.

8. How are the activities of the Committee financed?

A. - By the Federal Government

B. - By the State Government

C. - By the Ministry of Education

D. - Self Financed

E. - A, B and D above.

F. - A to D

9. The Chairman of the committee is equal in rank to ....(Circle the appropriate letter).

A. - The Commissioner for Education

B. The Permanent Secretary Ministry of Education

C. The Chief Inspector of Education

D. - The Chief Education Officer

E. - Any other (Please, fill in) _____

10. Do you think that the committee performs some functions being done in the Ministry?

A. - Yes

B. - No

11. Do you think the committee performs functions being done by the State Board?

A. - Yes

B. - No

12. If given the change would you suggest that the functions of the Ministry should be transferred to the committee?

A. - Yes

B. - No

APPENDIX B

Ministry of Education
P. M. B. 1058
Benin City
Bendel State of Nigeria

Our Ref. No. PTT/P/1/224 9th May, 1978

CIRCULAR LETTER

To: The Secretary, State Board of Education, Benin City

All Assistant Chief Inspectors of Education in the field.

All Principals of Post Primary Institutions

All Headmasters of Primary Schools.

COPY TO: The Auditor-General
Department of Audit
Benin-City.

The Permanent Secretary
Ministry of Local Government and Chieftaincy Affairs
Benin City.

The Permanent Secretary
Ministry of Works, Transport and Housing
Benin City.

The Secretary
Nigerian Union of Teachers
Bendel State Wing
Benin City.

TRANSFER OF RESPONSIBILITY FOR THE MANAGEMENT OF PRIMARY SCHOOLS TO LOCAL GOVERNMENT COUNCILS.

I am directed to inform you that Government has approved the transfer of responsibility for the Management of Primary Schools

to Local Government Councils with effect from the 1st of June, 1978. Under this arrangement:

(i) the Local Government Council shall be responsible for the establishment, extension, and maintenance of all primary schools in its area of authority subject to the provisions of the Education Law, Cap. 55 of the Law of Bendel State of Nigeria;

(ii) all teachers shall continue to belong to the Unified Teaching Service;

(iii) the State Board of Education shall continue to have responsibility for appointment, promotion and discipline of all teachers;

(iv) There shall be a Local Education Committee comprising:-

(a) The Supervisory Councillor for Education - Chairman

(b) four other members of the local Government Council .... Member

(c) the Assistant Chief Inspector of Education in charge of the Education Office in the Local Government Area - Member

(d) representative of the Ministry of Works, Transport and Housing .... Member

(e) representative of the Ministry of Health - Member

(f) representative of the Parents/Teachers Association to be appointed by the A.C.I.E. in charge of the Education Office in the Local Government Area .... Member

(g) a Primary School Headmaster with at least 12 years post T.C. II teaching experience to be nominated by the Nigeria Union of Teachers (N.U.T.) in the Local Government Area ... ... Member

(h) the Secretary to the Local Government or his representative .... Secretary

(v) the Local Government Council shall delegate to the Local Education Committee its powers for:

(a) development and maintenance of primary schools; and

(b) management of land for educational purposes including expansion of existing school premises;

(vi) there shall be a Local Education Staff Committee:-

(a) the Secretary to the Local Government .... Chairman

(b) the Assistant Chief Inspector of Education in charge of the Education Office in the Local Government Area .... Member

(c) the most senior of the Principals of the Secondary Schools in the Local Government Council Area .... Member

(d) representative of N.U.T., to be appointed by the N.U.T., Bendel State Wing ..... Member

(e) an official in the office of the Secretary to the Local Government .... Secretary

(vii) the State Government shall continue to pay the salaries and allowance of all primary school teachers through the office of the Secretary to the Local Government;

(viii) funds meant for the construction and rehabilitation of primary school buildings shall be channelled by the State Government through each Local Government for disbursement to the contractors and the award of contracts in respect of these projects shall be made by the Local Government on the recommendation of the Local Education Committee. The State Government shall also approve, on the recommendation of the Local Government, the location of new primary school classrooms to be constructed under the Universal Primary Education Scheme;

(ix) funds for the maintenance and running of primary schools shall be made available by the State Government to each Local Government on the basis of school population in each Local Government Area to each Local Government;

(x) the State Government shall, as at present, continue to receive Federal Government grants and supplement same to a reasonable level to enable the Local Governments to maitain and administer the schools as suggested in (i) above;

(xi) the State Board of Education shall delegate to the Local Education Staff Committee its powers for appointment and discipline of Primary School Teachers in the Local Government Area. For the avoidance of doubt, the powers thus delegated shall exclude the powers to promote and dismiss teachers;

(xii) teachers may appeal to the State Board of Education in respect of discipline and the decision of the State Board shall be final;

(xiii) for the avoidance of doubt, responsibility for considering matters relating to professional misconduct of teachers shall continue to remain that of the Teachers Disciplinary Council established under Section 34 of the

(xiv) transfer of teachers within the Local Government area shall be the responsibility of the Local Education Staff Committees concerned;

(xv) opening of new schools and expansion subject to approval by the State Government; and

(xvi) the Ministry of Education shall, through Inspectors, be in charge of standards, curriculum, school records and the quantitative and qualitative control of teaching staff.

2. Each Assistant Chief Inspector of Education in the field is to take the following action as a matter of extreme secretary urgency:

(i) submit to the secretary to the Local Government concerned, the name of the representative of the Parents/Teachers Association (P.T.A.), and the name of the secondary school principal to serve on the Local Education Staff Committee;

(ii) submit to the secretary to the Local Government the List of primary schools in his Local Government Area, and, in respect of each school, the number of existing classrooms, enrolment per class (broken up into male and female), name of headmaster/headmistress, name of

teachers and their personal particulars (date of birth, qualification, date of first appointment and post to which first appointed (if known, present appointment and date, grade level, salary, incremental data etc.);

(iii) submit to the Secretary to the Local Government an inventory of movable and immovable school properties, details of projects under construction or abandoned showing description of project, name of contract or, contract value, amount paid to date, stage of work reached, work yet to be done and value, e.t.c.). Any information not available in the A.C.I.E.'s office about on-going or abadoned projects will be supplied by this Ministry on demand.

3. In this Ministry's circular latter No. FIN. 556/12 of 1st September, 1976, the procedure for the preparation and submission of salary vouchers in respect of teachers in the primary schools in this state was outlined. To ensure smooth transition, that procedure shall continue for three months from 1st of June, 1978, i.e. up to the end of August, 1978. With effect from 1st September, 1978, teachers' salary vouchers shall be prepared as usual in six copies by the various Headmasters/Headmistresses and submitted to the

Secretary to the Local Government Councils concerned for checking and counter signature. The procedure outlined in my above-mentioned circular letter shall, therefore, continue until further notice, except that the Secretary to the Local Government will now perform the functions assigned to the Assistant Chief Inspector of Education Principal Inspector of Education in the said circular letter.

4. Every Assistant Chief Inspector of Education in the field should, as soon as the payment vouchers, for the month of August, 1978 salaries are forwarded to this Ministry for action, prepare the last pay certificate in respect of each teacher in his Local Government Area as at 31st of August, 1978 and submit same to the Secretary to the Local Government to reach him not later than 1st of September, 1978.

5. The Permanent Secretary, Ministry of Works, Transport and Housing, the Permanent Secretary, Ministry of Health and the Secretary of the State Wing of the N.UT. are hereby requested to kindly furnish the Secretary to the Local Governments with the names and addresses of their representatives on the Local Education Committees/Local Education Statt Committees as stated in paragraph 1 (iv) and (vi) above. The Secretary of the Bendel State Wing of the N.U.T. is also hereby requested to nominate the primary school Headmasters to serve on the Local Education Committees.

6. The Ministry of Justice has been requested to take necessary actions regarding the amendment of the current Education Law, Cap 55 of the Laws of Bendel State of Nigeria, to reflect the new amendment.

7. Kindly ensure that this circular letter is given the widest publication among all concerned.

(Sgd)
(A. E. Osude)
Permanent Secretary
Ministry of Education.