

MODULE 1 ORGANISATION AND ADMINISTRATION OF PRIMARY SCHOOL

Unit 1	Meaning of School
Unit 2	Nigerian Primary Education in Historical Perspective
Unit 3	The National Policy on Education and Primary Education in Nigeria

UNIT 1 MEANING OF SCHOOL

CONTENTS

1.0	Introduction
2.0	Objectives
3.0	How to Study this Unit
4.0	Main Content
4.1	Meaning of School
4.2	School as a Bureaucratic Institution
4.2.1	Types of Bureaucracy
4.2.2	Features of a School as a Bureaucratic Institution
4.2.3	Bureaucratic Structure in the School System
5.0	Conclusion
6.0	Summary
7.0	Tutor-Marked Assignment
8.0	References/Further Reading

1.0 INTRODUCTION

You have heard or used the word school very often but not many people have given deep thought to the meaning of school. We cannot understand and appreciate the concept of organisation and administration of primary school without a proper understanding of the meaning of school. Education and schooling are related. Education is an act that has a formative effect on the mind, character or physical ability of an individual. Teachers in educational institution direct the education of pupils and might draw on many subjects including reading, writing, mathematics, science and history. This process is sometimes called schooling. Schooling is therefore an integral part of education.

2.0 OBJECTIVES

At the end of this unit, you should be able to:

- define school in your own words;
- explain why the school is regarded as a bureaucratic institution;

- describe the types of bureaucracy that exist; and
- explain the features of a school as a bureaucratic institution.

3.0 HOW TO STUDY THIS UNIT

Read the content of the unit thoroughly step by step.

4.0 MAIN CONTENT

4.1 The Meaning of School

Schools are regarded as public service institutions. These institutions are not profit oriented but service, goal oriented as they work for the realisation of common goals of society. Such goals include transmitting of societal values and norms from one generation to another. Every society as well as individuals depends on the services of schools. In other words, schools are places where children learn and acquire traits, which among other things will enable them to discharge certain tasks independently and become useful, productive and contributing members of a given society. These traits acquired by children confer on them some levels of confidence and independence. Writing on independence, Dreeben (1979) noted that it is doing things on one's own, being self-reliant, accepting personal responsibility for tasks with which under different circumstances, one can expect the assistance of others. Traits such as integrity, honesty and ethical strength are expected to be generated through such processes as family socialisation, schooling and contact with a morally proper community. It is on this premise that Hu and Korllos (1995) opined that the most effective mechanism for actualising social control in a population is the process of moral character. In other words, the expectations are that schools provide a significant function in securing moral commitment within a given population. This was buttressed by Durkheim (1956:61) when he remarked that *education rears the child for the country and secures in the children the essential condition for its own existence*. This explains the importance of schools and education in a nation. No nation plays with the education of its citizens. This is because any nation whose schools produce weak citizens is bound to have weak economic, political and social structures.

It has not been possible to arrive at a consensus on the role of schools as public service institutions. However, the views of Counts, cited by Nwangwu (2007) on the goals of education which schools aspire to inculcate in the minds of children appear to represent a consensus of purposes of education in a democratic society. These goals are:

- Education for individual excellence.
- Education for society of equals.
- Education for a government of free men.

- Education for an economy, of security and plenty.
- Education for a civilisation of beauty and grandeur.
- Education for an enduring civilisation.
- Education for a world community.

Because schools are regarded as a social organisation, it possesses some features of bureaucracy.

SELF ASSESSMENT EXERCISE I

State the purposes of education in a society.

4.2 The School as a Bureaucratic Institution

Management of a school is a difficult task. It, therefore, demands a good knowledge of the interrelatedness of bureaucracy and the school system. Bureaucracy is a body of government officials and administrators responsible for policy formulation and implementation. In a more concrete terms, Ocho (2003) noted that bureaucracy is a process of administration which is necessitated by the need for fairness in handling public problems and issues, the need for efficiency and effectiveness in organising and controlling a large body of employees specialising in different and various areas of human endeavours, the need for accountability and the need for systematic keeping and retrieval of documents for purposes of policy analysis, direction and implementation. Schools, colleges as well as universities are characterised by bureaucracy.

Max Weber, cited by Akubue and Okolo (2008:110) identified some of the characteristics of bureaucratic institutions thus:

- a. Bureaucracy consists of a hierarchy of offices.
- b. A supreme chief with authority defined by higher competence.
- c. A hierarchical staff structure, each of the offices has a clearly defined sphere of competence. Selection into its office is based on technical qualification and the incumbent is remunerated by salary.
- d. Tasks are performed according to written rules and detailed instruction for handling of different situations.
- e. Officials perform their tasks in an impersonal manner.

SELF ASSESSMENT EXERCISE II

What is bureaucracy.

4.2.1 Types of Bureaucracy

Reacting to Weberian concept of bureaucracy, Gounldner in Swift (1970) argued that there are two types of bureaucracy:

1. Representative bureaucracy
2. Punishment centred bureaucracy.

Representative Bureaucracy: This refers to authority based upon knowledge and expertise. Its rules are generally agreed upon by the participants who justify them as the most appropriate means to the desired ends. Coercion to comply with the rules assumes the form of persuasion, education or non-violent brainstorming.

Punishment Centred Bureaucracy: This refers to authority which depends upon office holding. In this case, rules are imposed in accordance with the status hierarchy and enforced by punishment of a more explicit or formal kind.

Whichever way the argument on bureaucratic concept sways, Max Weber's concept of bureaucracy fits well into the Nigerian school system. For instance, the teachers are office holders who are recruited based on certain criteria of merit and competence. Their position is secured under the terms of permanent appointment and the requirements of their work schedule specified in their appointment letter. There is division of labour among them and clear hierarchy of authority. Administrative responsibilities are carried out in line with the laid down rules of procedures which define the limits to the discretionary powers of designated officials by specifying the aims and the modes of official action. The punishment-centred bureaucracy fits the pupil-teacher relationship where the teacher punishes a pupil when the need arises while the representative type explains the justification for teachers to make rules for pupils and for head teachers to make rules for teachers.

SELF ASSESSMENT EXERCISE III

Explain the two types of bureaucracy.

4.2.2 Features of a School as a Bureaucratic Institution

The school possesses certain features that identify it as a bureaucratic institution. Such features as identified by Haralambos, cited by Igbo (2002:98-99) include:

- a. regular activities required for the purposes of the school are distributed in a fixed way as official duties of school officers. Each personnel have a clearly defined area of responsibility;
- b. the school offices follow the principles of hierarchy. Every lower

- officer is under the control of and supervision of a higher one within the school system;
- c. the operations of the school are governed by a consistent system of abstract rules. These rules define the units of the authority held by respective officials in the hierarchy. Obedience to the authority is based on the rationality of the rules and regulations;
 - d. the school administrator is the ideal official who performs his duties in a spirit of formalistic personality without hatred or passion; and
 - e. the school personnel are appointed and employed on the basis of technical knowledge and expertise in specific areas of specialisation.

SELF ASSESSMENT EXERCISE IV

What are the features of a school as a bureaucracy institution.

4.2.3 Bureaucratic Structure in the School System

Figure 1, below illustrates the bureaucratic structure in the school system. The authority flows down from the head teacher through the assistant, sectional heads to the pupils.

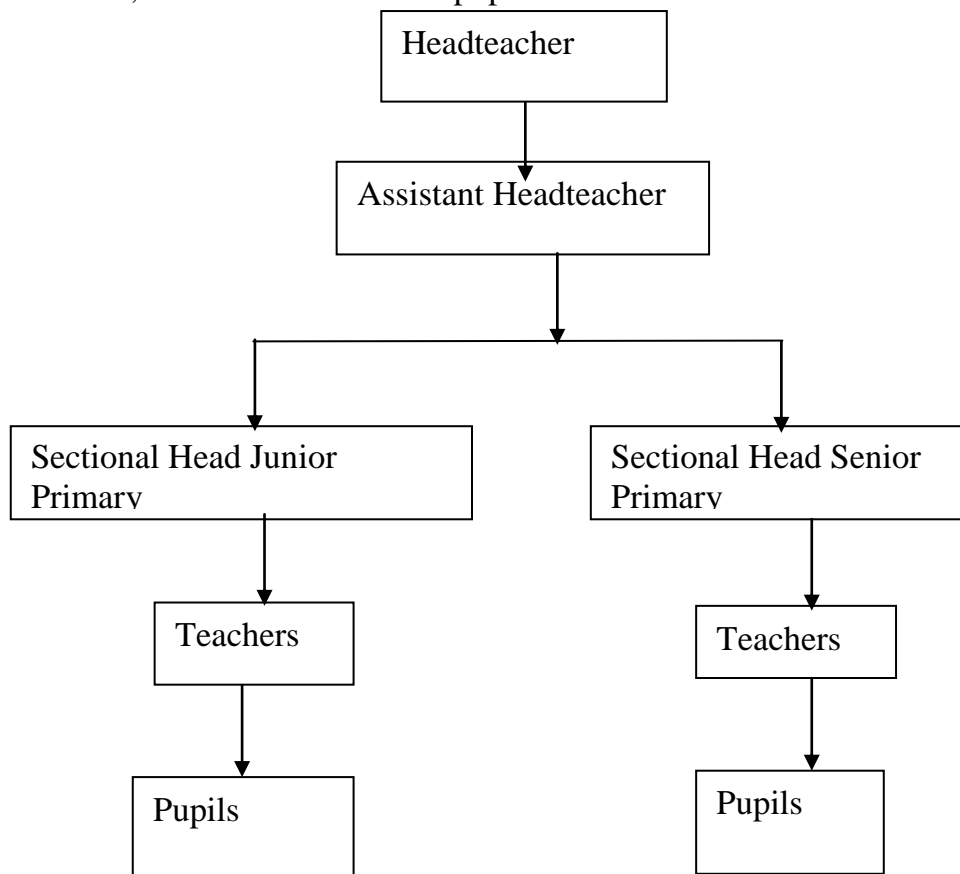


Figure 1: Bureaucratic Structure in the School System

5.0 CONCLUSION

To properly understand the concept of organisation and administration of primary school in Nigeria, it is necessary that you understand what school is all about. A good knowledge of how the school functions as a bureaucratic institution will help as you go into the details of the organisation and administration of primary school. This, therefore, explains the detailed discussion on the school as a bureaucratic institution. With this background, in the next unit, we shall proceed to find out why primary education is important in the nation's educational system.

6.0 SUMMARY

In this unit, you learnt the definition of school. School as a bureaucratic institution was also discussed. You also learnt the types of bureaucracy, the features of a school as a bureaucratic institution as well as the bureaucratic structure in the school system.

7.0 TUTOR-MARKED ASSIGNMENT

1. Define school in your own words
2. Why is the school regarded as a bureaucratic institution?
3. Examine in detail the types of bureaucracy that exist.
4. What are the features of a school as a bureaucratic institution?

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UNIT 2 NIGERIAN PRIMARY EDUCATION IN HISTORICAL PERSPECTIVE

CONTENTS

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Main Content
 - 3.1 Nigerian Primary Education in Historical Perspective
 - 3.2 The Emergence of Universal Primary Education (Western Region)
 - 3.3 Universal Primary Education in Eastern Region
 - 3.4 Primary Education in Northern Region
 - 3.5 Post-Independence Universal Primary Education in Nigeria
 - 3.6 Post Independence Universal Primary Education in Nigeria after the Civil War
- 4.0 Conclusion
- 5.0 Summary
- 6.0 Tutor-Marked Assignment
- 7.0 References/Further Reading

1.0 INTRODUCTION

In Unit one, we discussed the school with particular reference to primary school as shown in *Figure 1*. In this unit, the emergence and growth of primary education in Nigeria will be examined. Primary education in Nigeria has gone a long way stretching from the days of the colonial masters to the present day. Along the path of primary education, it has been confronted with a lot of problems. We shall examine some of these problems in this unit.

2.0 OBJECTIVE

At the end of this unit, you should be able to:

- evaluate the development of primary education in Nigeria;
- state the various commissions/committee set up to review primary education in different regions of the country;
- state the recommendations of these commissions/committee; and
- explain the circumstances that led to the launching of the Universal Primary Education Scheme by the federal government in September 1976.

3.0 MAIN CONTENT

3.1 Nigerian Primary Education in Historical Perspective

At the end of Second World War in 1945, a new constitution was imposed on Nigeria. This constitution was known as the Richards Constitution of 1945. The constitution was named after the author, Sir Arthur Richards. He was then the Governor of Nigeria. This constitution divided Nigeria into three regions – East, West and North. These regions correspond with the three largest ethnic groups in the country, the Ibos in the East, the Yorubas in the West and the Hausa-Fulani in the North.

- (1) The Richard's Constitution became effective in Nigeria in 1946. In 1948, Governor Richards was succeeded by Sir John Macpherson as Governor of Nigeria. At this time, Nigerian nationalists had intensified their efforts for self-governance. This led to the formation of political parties. These political parties were the National Council of Nigeria and the Cameroons (N.C.N.C.) led by Herbert Macaulay and Nnamdi Azikiwe, the Action Group (A.G.), led by Obafemi Awolowo of the West and the Northern People's Congress (N.P.C.) led by Ahmadu Bello, the Sardauna of Sokoto. These three political parties contributed enormously to the emergence and growth of primary education in Nigeria between 1950 and 1964. Each of these political parties won election in its ethnic region – the N.C.N.C. won in the East, the A.G., in the West while N.P.C. Non in the North.

- (2) In 1951, the Macpherson constitution was introduced to replace the ineffective Richards' constitution. Fafunwa (1974) noted that this constitution provided for democratic election into the regional houses of assembly, empowered each region to raise and appropriate funds, and more importantly, had power to pass laws on education, health, agriculture and local government. With the regionalisation of education in 1951, both the Eastern and Western regional governments led by N.C.N.C. and A.G. respectively made education their priority.

3.2 The Emergence of Universal Primary Education (UPE) Primary Education in Western Region

At the inception of his administration in 1952 in the Western region, Chief Obafemi Awolowo made it clear to the public that he would give priority attention to health and education. Consequent upon this, the then Minister of Education, Chief S.O. Awokoya presented a comprehensive proposal for the introduction of a free, universal and compulsory education also referred to as Universal Primary Education (UPE) for the western region by January 1955. According to Fafunwa (1974), the

proposal included a massive teacher-training programme, the expansion of teacher-training facilities to the secondary schools, the introduction of secondary technical education and secondary modern schools.

As proposed, by January 1955, universal free primary education was launched in the west for all the children in the region within school age of 6-12 years. This was an exciting occasion and was celebrated throughout the region with parades, sports and feast to mark the achievement of free Universal Primary Education. According to Taiwo (1982:116), the Minister's message summarized the mood of the region:

I am happy that in our life-time primary educational for all has begun. We must not forget that debt we owe to those voluntary workers, educational agencies, missionary bodies, district planning committees, building contractors, officials great and small, who have laboured so hard to bring about this historic event.

Fafunwa (1974) noted that in 1954, up to 457,000 pupils were attending fee-paying primary schools in the West, but when the scheme was launched in January 1955, up to 811,000 children enrolled. These figures represented an increase jump from 35 percent to 61 percent of the 5-14 year olds. By 1958, more than one million children were enrolled in primary schools. The government, however, underestimated the figures expected at the initial stages; it was originally estimated that up to 492,000 would be enrolled in 1955 rising by 100,000 annually, but more than 800,000 were registered. The number of primary school teachers rose from 17,000 in 1954 to 27,000 in 1955. The Western government's budget for education increased from £2.2 million in 1954 to £5.4 million in 1955 and nearly 90 percent of the budget was spent on primary education alone. The capital expenditure for the construction of primary school buildings was £2.4 million for 1955, while a total of £5 million was committed to primary school buildings between 1954 and 1958. By 1960, five years after the introduction of free primary education, over 1,100,000 children were enrolled. This represented more than 90 percent of the children of school age in the Western region.

SELF ASSESSMENT EXERCISE I

Explain the emergence of free Universal Primary Education in the Western region.

3.3 Universal Primary Education in Eastern Region

The introduction of free, universal primary education by the Action Group – led government in Western region was a big challenge and threat to the N.C.N.C. – led government in Eastern region. Consequent upon this, the Eastern region also hastily embarked on Universal Primary Education scheme in 1957. The provision of the scheme abolished fees in both junior and senior primary schools for all pupils in school and for all those eligible but outside the school. As a result of inadequate planning, most of the new schools were staffed with untrained teachers. Inadequate buildings, equipment, poor funding and poor management militated against the scheme in the Eastern region. After one year of existence, the scheme collapsed due to population explosion without a corresponding increase in budget allocation to education, sector.

SELF ASSESSMENT EXERCISE II

State the factors that militated against a UPE scheme in the Eastern region.

3.4 Primary Education in Northern Nigeria

The development of education in the Northern Nigeria was very slow. As the governments in the East and West aspired to provide free universal primary education to their citizens, the government in the North showed little or no interest in education. Fafunwa (1974) noted that this was due to some reasons. First, the resources were not there. Second, the population of children of school age resident in the region was very high as half of Nigeria's children of school age reside in the North. Third, some Northern political and religious leaders were not eager to expose their children to western form of education. Fourth, Islamic education was preferred to Western education. As a result of all these, the idea of universal free primary education never bothered most Northern leaders. However, Fafunwa observed that in the Northern region, the number of children enrolled in primary schools rose from 66,000 in 1947 to 205,769 in 1957; in the West, from 240,000 in 1947 to 982,755 in 1957; and in the East from 320,000 to 1,209,167 for the same period. It was also observed that while the East and West had large numerical increases, the rate of increase in pupil population in percentage, between 1947 and 1957 was slightly higher in the North than in the other two regions.

SELF ASSESSMENT EXERCISE III

State the reasons why the development of free, universal primary education was very slow in Northern Nigeria.

3.5 Post-Independence Primary Education in Nigeria

So far, we have been discussing primary education in Nigeria before the attainment of independence in 1960. We shall discuss primary education after independence.

The Ashby Commission's recommendation was a major catalyst in the development of primary education in Nigeria. In 1959, the Federal Government appointed a Commission *to conduct an investigation into Nigeria's needs in the field of post-secondary School Certificate and Higher Education over the next twenty years (1960-1980)*. The Commission which is usually referred to as the Ashby Commission had a chairman whose name was Sir Eric Ashby. According to Fafunwa (1974), the Commission noted that Nigeria had made tremendous progress in the field of education. Specifically, it noted that in 1958 it had two and a half million children in primary schools and 25,000 teachers in training. It noted a lack of balance between primary and secondary levels, and between secondary and post-secondary education. The report observed that most of the 80,000 teachers in service were *pitifully unprepared for their task*, up to three-quarters of them were not trained and from among those who were trained, two-thirds had no more than primary school education. Thus, 90 percent of the teachers in the primary schools were not well trained for their work. The Commission which started work on May 3, 1959, submitted its findings to the Federal Ministry of Education on September 2, 1960, just a month before Nigeria's independence.

With the release of Ashby recommendations, the North started working towards the attainment of Ashby Report target of 25 percent children of the school age-group attending school by 1970. Taiwo (1982:130) reported that the development programme was *designed to advance the primary school system towards the ultimate aim of universal primary education as soon as possible, while at the same time providing for an increase of post-primary facilities in order to ensure a balanced system of education*.

In both Eastern and Western regions, efforts were made to achieve quantity through their respective universal primary education programmes but were becoming apprehensive of the obvious problems of unqualified staff, automatic promotion, wastage on children who dropped out, falling standards, and the high cost of the programme

(Taiwo, 1982). In the Eastern-region, the major focus of the development programme in primary education was on teacher training with particular reference to quality of work in the schools. In the Western region, the emphasis was also on quality.

The Banjo Commission

In December 1960, the Government of Western region appointed a Commission whose chairman was S.A. Banjo to review the educational system of the region. The Commission's terms of reference according to Taiwo (1982:131) were to review.

- a. the existing structure and working of the primary and secondary (grammar and modern) school systems in the region, in particular, the future of secondary modern schools;
- b. the adequacy or otherwise of the teacher training programme having regard to the present and future needs of the region; and
- c. the interrelationship between primary education and the various types of secondary education, with a view to (i) make the pre-university education in the Western region dove-tail into an organic whole; and (ii) to make recommendations and report.

This Commission was launched by Chief Obafemi Awolowo, the Premier of the region who reiterated the high premium his government placed on education as a vital instrument for creating an educated and forward-looking democratic society and for providing the trained manpower needed to implement the development plan of the region.

Taiwo (1982:131) observed that the commission gained the general impression of a falling standard in primary education and examined critically the various causes suggested by witnesses:

- i. preponderance of untrained teachers on the staff of the schools;
- ii. school headships being held by Grade II or uncertificated teachers;
- iii. untrained teachers teaching Primary I;
- iv. lack of continuity in staffing;
- v. teachers' private duties;
- vi. unprofessional behaviour of some primary school teachers;
- vii. the length of the course;
- viii. too large classes;
- ix. automatic promotion;
- x. the presence of under-age children;
- xi. the backward child;
- xii. the sketchy nature of the syllabus;
- xiii. cessation or restriction of corporal punishment;
- xiv. lack of cooperation from parents and guardians; and, inadequate supervision of schools either by the Inspectorate or the voluntary agency supervisors.

The Commission accepted the impression, *but consider it in part an evil inherent in the rapid expansion of primary education neither preceded nor accompanied by a corresponding increase in facilities for teacher training* (Taiwo 1982:132). The Commission, however, rejected the suggestion to increase the length of the course or to lift the restriction on corporal punishment. It accepted the syllabus but criticised the sketchiness owing to the inadequacy of many of the teachers who were untrained and needed detailed guidance. The Commission noted that the standard of English was poor. The recommendations focused on the need for more trained and better qualified teachers, strengthening the Local Education Authorities to perform their duties efficiently, enlarging the inspectorate to match the increasing number of schools, continuing efforts to improve the conditions of service of teachers and an appreciation by the public of their contribution. The report was accepted by the Government and efforts were made to implement the recommendations.

The Oldman Commission

In the same vein, the government of the Northern region appointed a Commission chaired by Mr. H. Oldman to advise on:

- a. the form which the local contribution to the cost of primary education should take;
- b. whether there would be advantages in delegating control of primary education to Local Education Authorities and on whether or not such Local Education Authorities should have powers of precept;
- c. whether the English system of *aided* and *controlled* schools, or the Scottish system of transferred schools, or some modification of either would have relevance to Northern Nigerian conditions;
- d. any amendment to the education law and to the grants-in-aid regulations that might be desirable; and,
- e. the future development of the Primary Schools' Inspectorate and on the administrative machinery required by Universal Primary Education (Taiwo 1982:132).

The Commission which is commonly referred to as Oldman's Commission in its report "*The Administration of Primary Education*" recommended that a public system of primary education be developed which will establish a working partnership between the government on the one hand and the native authorities and the voluntary agencies on the other. According to Taiwo(1982:132), it recommended:

- the establishment of Local Education Authorities and Local Education Committees;
- the transfer of voluntary agency primary schools to the Local

Education Authorities in the respective native authority areas, with the voluntary agencies retaining the right to inspect religious teaching and approve the names of teachers proposed for appointment to their schools;

- a training course for education officers for service in the Local Education Authorities, the Ministry's headquarters and the principal education offices;
- amendments to the Education Law to give effect to the major recommendations;
- an inspectorate organisation for primary schools run by the government and not by the native or local authorities or by the voluntary agencies; and
- the appointment to each Province, a Provincial Education Secretary trained on the course mentioned above, who would be responsible for the administrative work of the Ministry of Education in the province in which he worked.

The Government of Northern region accepted these recommendations. Consequent upon this, the Education Law of 1956 was revised and enacted as the Education Law, 1964. The one-year course recommended in the Oldman Report and run at the Institute of Administration, now at the Institute of Education, Ahmadu Bello University, Zaria, was commenced in October, 1962. The foundation for the development of primary education in Northern Nigeria was thus firmly laid by the establishment of Local Education Authorities and the reorganisation of the Ministry's headquarters to administer education under the new relationship. Voluntary agency primary schools were transferred under the law to the Local Education Authorities on the condition that every appointment to the teaching staff of a transferred school would be made from the list of teachers approved annually by the voluntary agency which transferred such a primary school, that religious instruction continues to be given in the school in accordance with the custom of the school; and that the voluntary agency might at any time inspect the school for the purpose of examining religious instruction at the school. Primary schools which were not so transferred became private schools and obtained no grants from the government fund.

The Ikoiku Committee

The Government of the Eastern region equally appointed a committee in 1962 to review the progress of education in the region. The Committee which had Mr. Alvan Ikoiku's as its chairman is commonly referred to as Ikoiku Committee. On primary education in the region, Taiwo(1982) observed that the Committee recommended:

- consolidation of primary schools and discontinuation of non-viable schools;
- complete government control of all primary schools;

- setting up of local education boards and the involvement of local government councils in primary education.
- reduction of the length of primary school education from seven to six years.
- improvement of teachers' conditions of service and the provision of in-service courses for teachers.

The Committee was concerned with ensuring quality of primary education. The Government accepted and implemented the Ikoku's report. There was an overhauling and reorientation of primary school curriculum to include science, agriculture, woodwork and metalwork. The length of primary school programme was reduced from seven to six years.

It is pertinent to mention here that by the Republican Constitution which became operational on October 1, 1963, the Mid-Western region comprising Benin and the Delta Provinces was created out of the Western region. Thus, Nigeria became a Federal Republic made up of four regions. The Mid-Western region operated the policy and practices of education as it had done when it was under the Western region.

The *coup d'état* of January 15, 1966 resulted in a change of government from the civilian to the military. There was another *coup d'état* on July 29, 1966 that led to a new military administration. This new military administration by a decree on May 1967 divided Nigeria into twelve states. On July 6, 1967, a civil war broke out in Nigeria. The war lasted for three years. Not until the end of the war on January 12, 1970, education generally was badly affected.

3.6 The Post -Independence Universal Primary Education in Nigeria after the Civil War

The first major basic educational policy embarked upon by the Nigerian government after the end of the civil war in 1970 was the Universal Primary Education (UPE) scheme. This was sequel to the assembly of Heads of States of the then organisation of African Unity (OAU) and now African Union (AU) that met in Addis Ababa in 1961 (Avosch in Nwangwu 2003:43). These Heads of State, realising the importance of education in the development of Africa formulated explicit and specific educational goals. The basic framework of educational development in Africa in respect of UPE as outlined by this assembly could be summarised thus:

- a. equal educational opportunity could only be realised through UPE.
- b. economically, skill constraint tends to perpetuate African dependency on foreign technical and managerial personnel. UPE

will accelerate the pace of indigenisation of high level manpower in Africa (Avosch in Nwangwu 2003:44).

The 1961, Addis Ababa Conference agreed on 1980 as a target year for all African countries to attain UPE. In response to this conference, the then Head of State, Lt. General Olusegun Obasanjo, launched the Universal Primary Education on September 6, 1976. Okpala cited by Nwangwu (2003:44) revealed that when the third national development plan which contained the UPE scheme was released, the Nigerian government outlined some educational objectives aimed at uplifting Nigeria's educational system. These include:

- a. to expand facilities for education aimed at equalising individual access to education throughout the country;
- b. to reform the content of general education to make it more responsive to socio-economic needs of the country;
- c. to consolidate and develop the nation's system of higher education in response to the economy's manpower needs;
- d. to streamline and strengthen the machinery for educational development in the country;
- e. to rationalise the financing of education with a view to making the educational system more adequate and frequent; and,
- f. to make an impact in the area of technological education so as to meet the growing needs of the country;

The launching of UPE in 1976 was very significant in the history of the country. Taiwo (1982) revealed by 1970, the overall primary enrollment was put at 35 percent of school age children. In the northern states, the percentage enrolment ranged from 7 percent in the far north to 26.2 percent in the riverine states. In the southern states, it ranged from 61.8 percent to almost 95 percent in Lagos. The federal government came to the conclusion that only the introduction of Universal Primary Education in the country could solve the educational imbalance and provide the needed numbers for full utilisation of human resources in the country. The then Federal Commissioner for Education, Colonel Ahmadu Ali, referred to the UPE as "the greatest social Scheme ever embarked upon by any African government".

4.0 CONCLUSION

The history of primary education in Nigeria started with the Macpherson's Constitution which empowered each region to raise and appropriate funds for purposes of education. The constitution also empowered the regions to pass laws on education. With this enabling environment, both the Western and Eastern regions embarked on free universal primary education. The Northern region was reticent in embarking on universal free education because of Islamic education

which reigned supreme in the north. You also learnt primary education in post-independent Nigeria. It was observed that primary education in post-independent Nigeria was characterised by the setting up of commissions/committees to review primary education and advise the government accordingly. It is against this background that we have Banjo's Commission in the Western region, Oldman's Commission in the Northern region and Ikoku's Committee in the Eastern region. Finally, we discussed the circumstances leading to the launching of the Universal Primary Education in 1976 by the Federal Government.

5.0 SUMMARY

This unit examined the growth and development of primary education in pre- and post-independent Nigeria. It also discussed the various commissions/committee that were set-up to review primary education in various regions of the country. The recommendations of these commissions/committee were discussed. The circumstances that led to the launching of UPE in 1976 were equally appraised.

6.0 TUTOR-MARKED ASSIGNMENT

1. Discuss the development of primary education in the three regions of Nigeria before 1960.
2. Examine the recommendations of the commission/committee set-up in each region to review primary education.
3. What are the circumstances that led to the launching of Universal Primary Education by the Federal Government in 1976?

7.0 REFERENCE/FURTHER READING

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UNIT 3 THE NATIONAL POLICY ON EDUCATION AND PRIMARY EDUCATION IN NIGERIA

CONTENTS

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Main Content
 - 3.1 The Meaning of Policy
 - 3.2 Importance of Policies
 - 3.3 The Emergence of National Policy on Education in Nigeria
 - 3.4 The Goals of Primary Education in Nigeria
 - 3.5 United Nations Declaration of Human Rights on Free Education
- 4.0 Conclusion
- 5.0 Summary
- 6.0 Tutor-Marked Assignment
- 7.0 References/Further Reading

1.0 INTRODUCTION

This unit examines the emergence of the National Policy on Education (NPE) as it affects primary education. This unit is important because it is the National Policy on Education that determines the direction of all the levels of education in Nigeria. It is, therefore, important that you have a background on how this important document was fashioned out. We cannot discuss policy on education without first of all what *Policy* generally means. We shall, therefore, discuss the meaning of *Policy* and why it is important to our study in all aspects of education. Finally, we shall examine the problems that affect the implementation of primary education policy.

2.0 OBJECTIVES

At the end of this unit, you should be able to:

- define policy;
- state the advantages of policies;
- discuss the origin of the *national policy on education*;
- discuss the goals of primary school education;
- know the rights of a child as adopted by the United Nations; and
- know the problems that militate against the successful implementation of primary education programme in Nigeria.

3.0 MAIN CONTENT

3.1 The Meaning of Policy

Policies could be defined to be decisions of people in authority which convey the intentions of either the government or the organisation to attain the goals of the government or the organisation. Ocho (2003), however defined policies as authoritative judgements which establish the bases for administrative actions. When considered on the platform of education, a nation's policy on education, represents procedures on which the affairs of the primary, secondary and tertiary levels of education should be managed.

Improvement of the educational system of any country is a function of the ability of authorities to effect necessary changes in the existing patterns of actions in classrooms, schools and other ancillary structures. Authorities aspire to effect a change or retain those patterns of action through the formulation and the implementation of educational policies.

SELF ASSESSMENT EXERCISE I

Define the meaning of policy in your own words.

3.1.2 The Importance of Policies

The importance of policies cannot be over-emphasised. According to Nwangwu (2003:1), they include:

- a. Policy statements are designed to guide the implementers of a given programme.
- b. Policies provide the forum and strategies on how the implementation of a given programme could be monitored and appraised to determine whether the desired results are being achieved for future development. A programme devoid of policy statements is like a rudderless ship.
- c. Policies determine the direction of future development of a programme.
- d. Administration of a programme through policies confers confidence on the personnel.
- e. Policies help management in decision-making and also assure continuity.
- f. Policies give confidence to all stakeholders because there is something to guide decision-making.

From these above, it is clear that the staff of Local Education Authority responsible for primary school administration needs to be guided in the implementation of primary education programme. The primary

education programme has to be monitored and evaluated to ensure that the goals of the programme are attained. This is the function of the inspectorate unit of Local Education Authority whose staff go for supervision of schools. The future development of primary education has to be in focus. This explains why after a period of time a commission/committee is appointed to review the primary education programme. Recall that we have such commissions/committee as Oldman Commission, Banjo Commission and Ikoku Committee that reviewed primary education programme in Northern region, Western region and Eastern region respectively. Because there are guidelines or procedures on how actions are taken, the personnel of the Local Education Authority are confident in their actions. This is because they are focused by using the guidelines. For continuity, the dissolution of Local Government Education Authority (LGEA) Secretary does not cripple the activities of primary education programme. This is because the policy has guidelines on how to reconstitute the Board. This stability in management enhances productivity and creativity. The stakeholders in education – government, parents, teachers and students are assured of fair treatment because everyone knows the principles guiding education decision, procedures and rules as contained in the policy document.

According to Ukeje (1992), there are three major functional areas in educational management. These are policies, resources and execution. He noted that these areas are not mutually exclusive. For a policy to be effective, its formulation must take into account the available resources for its implementation and the effectiveness of those who shall be responsible for its implementation. While resources include people, materials, money, time and authority, execution is the action in integrating and synthesising the resources and the policy for the achievement of the goals of an organisation.

We shall later in this unit examine how these three functional areas have been applied in the implementation of primary education programme in Nigeria.

SELF ASSESSMENT EXERCISE II

Highlight the importance of policies in an organisation

3.1.3 The Emergence of the National Policy on Education in Nigeria

The *National Policy on Education* in Nigeria emerged through the proceedings and recommendations of the 1969 National Conference on Curriculum Development in Lagos. This conference was sponsored by the Nigerian Educational Research Council (NERC), now Nigeria

Educational Research and Development Council. Nwangwu (2003) noted that the conference was convened to deliberate on the objectives of Nigerian education, curriculum content, the methods, materials, equipment, aids and other relevant issues required for successful implementation of the curriculum in order to achieve the desired goals.

After the attainment of independence in 1960, Nigeria continued with the system of education left behind by Britain, her colonial master. This system was 8-5-2-3 system of education, that is, eight years in primary school, five years in secondary school, two years in higher school and three years in the university. With time, Nigerians were no longer comfortable with this system of education. They started to criticise the system and agitated for a change of the system. The criticism against this system of education includes:

- a. it laid too much emphasis on academic;
- b. the educational opportunity was restricted on the upper level of the system. In other words, many Nigerians were unable to be admitted into the university as a result of the system. A good number of Nigerians terminated their education at the primary and secondary school level with very small number gaining admission into the university;
- c. The British grammar school system of education was trans-imposed in Nigeria without due consideration to the culture, environment, labour market, needs and aspirations of Nigeria as a country. Addressing members of the 1969 National Conference on Curriculum Development, the then Federal Commissioner for Education, Chief A.Y. Eke, remarked:

No doubt that the educational system we inherited was a good one. Good, that is, for the country and society for which it was planned, good for England and English society. But it was not good for us, because it neglected to take into consideration our cultural and social background, because it has tended to produce an educated class of pen-pushers and because it failed to lay the foundation of economic freedom by providing the manual skills and expertise necessary for successful industrial and agricultural development (Adamu 2005:45)

- d. it laid emphasis on religion with Bible and catechism forming the major substance of reading, writing and scripture.
- e. examples in Arithmetic and English have no relationships with

- either Nigeria or Africa as a continent.
- f. the medium of instruction was the colonial language – English.
 - g. the system encouraged rote learning which does not produce critical mind. Arieh (1977:3) noted:

*Memorising factual information contributes little to the intellectual development of the learner and does little to improve his ability to solve problems ..., instead, modern views of education lay emphasis on **inquiry, discovery, problem solving, high mental function, synthesis and creativity.***

These criticisms culminated in the 1969 National Conference on Curriculum Development to fashion out a curriculum that responds to the needs and aspirations of Nigerian society. This curriculum was expected to incorporate what Adamu (2005) referred to as the four basic pillars of education.

- a. **Learning to know:** this includes general knowledge and the will to learn.
- b. **Learning to do:** This is the acquisition of formal or informal occupational skills in the context of individual experience and community.
- c. **Learning to live together:** This involves developing an understanding of other people and acquisition of inter-dependence.
- d. **Learning to be:** This enables the individual to develop his/her personality and to act with great autonomy, judgement and personal responsibility.

After the 1969 National Curriculum Conference, a seminar of experts drawn from a wide range of interest groups within Nigeria was again convened in 1973 to deliberate on the recommendations of the conference. The seminar which included voluntary agencies and external bodies deliberated on what a national policy on education for an independent and sovereign Nigeria should be. The outcome of this seminar was a draft document which after due considerations of the observation and comments from the states and various stakeholders gave birth to what we now refer to as the *National Policy on Education*, first published in 1977. This educational policy which addressed all the educational levels in the country was launched as 6-3-3-4 system of education after its review in 1981 and was to be implemented in 1982. It is this document that outlines the goals of primary education in Nigeria.

SELF ASSESSMENT EXERCISE III

State the criticism against the system of education Nigeria inherited from her colonial master.

3.4 The Goals of Primary Education in Nigeria

The National Policy on Education (NPE) (2004:14) defined primary education as the education given in institutions for children aged 6-11 plus. It went further to state that *since the rest of the education system is built upon it, the primary level is the key to the success or failure of the whole system*. This underscores the importance the government attaches to primary education. The duration of primary education is six years.

According to this policy, the goals of primary education are to:

- a. inculcate permanent literacy and numeracy, and ability to communicate effectively;
- b. lay a sound basis for scientific and reflective thinking;
- c. give citizenship education as a basis for effective participation in and contribution to the life of the society;
- d. mould the character and develop sound attitude and morals in the child;
- e. develop in the child the ability to adapt to the child's changing environment;
- f. give the child opportunities for developing manipulative skills that will enable the child function effectively in the society within the limits of the child's capacity; and
- g. provide the child with basic tools for further educational advancement, including preparation for trades and crafts of the locality (NPE 2004:14).

In formulating the above goals for primary education, the Nigerian Government is complying with the United Nations Universal Declaration of Human Rights as it affects primary education.

SELF ASSESSMENT EXERCISE IV

Highlight the goals of primary education according to the National Policy on Education (NPE)

3.5 United Nations Declaration of Human Rights on Free Education

The United Nations in 1948 adopted the Universal Declaration of Human Rights wherein it was declared that everyone has the right to education which shall be free at least in the elementary and primary

stages. The declaration further stated that primary education shall be compulsory while technical and professional education shall be made generally available. For higher education, the United Nations declared that it shall be equally accessible to all on the basis of merit. In addition to this, the declaration went further that, parents shall have a prior right to choose the kind of education that shall be given to their children.

Ocho in Nwangwu, Aguba, Mba and Eya (2005:69) noted that on November 29, 1959, the General Assembly of the United Nations adopted the following declarations, among others, of the rights of the child, which Nigeria endorsed in 1990.

- The right to special care of the handicapped;
- The right to free education;
- The right to learn to be a useful member of the society;
- The right to develop his /her abilities; and
- The right to enjoy full opportunity for play and recreation.

This concept of free primary education was also reflected in the 1999 Constitution of the Federal Republic of Nigeria, under the fundamental objectives and direct principles of state policy, Section 18, Sub-section 1-3, when it states that:

- Government shall direct its policy towards ensuring that there are equal and adequate educational opportunities at all levels;
- Government shall promote science and technology;
- Government shall strive to eradicate illiteracy; and to this end government shall at when practicable provide;
 - a free, compulsory and universal primary education;
 - b free secondary education;
 - c free universal education; and
 - d free adult literacy programme.

Summarizing the reason behind everyone having right to education as presented by Olafson (1975) and Melden (1975), Ocho in Nwangwu *et al.* (2005:69-70) stated thus:

- a. The child is born helpless and has to rely entirely on his/her parents and other older members of society to survive and satisfy his/her growth needs in all its ramifications.
- b. It is the duty of every citizen to perform his political and other citizenship duties and exercise the right appertaining thereto, effectively. The degree and quality of participation in the life of the society depends to a large extent on the degree and quality of his/her education.
- c. Since every citizen benefits from the result of the education of his/her fellow citizen and since every generation receives its education from an older generation, every generation has a duty to reciprocate by educating the generation that comes after it.

Ocho(2005), went further to note that Melden(1975) believes that the basic reason for a right to education is the right to moral education. Melden believes that humanity is threatened in the failure of moral education. He affirms the right of children to an education designed to provide them with an understanding of their cultural and political heritage along with these skills necessary for their effective participation in the society into which they are born. He believes that it is only through making it a right that there is hope that these benefits will be transmitted to succeeding generations.

In a nutshell, the above belief of Melden summarises the goals of primary education in Nigeria as stated above. The goals are designed not only to eradicate illiteracy in Nigeria but also to equip the children with the skills with which to become active and contributing members of the Nigerian society. It is against this background that Section 17, Sub-section 3(a) of the 1999 Constitution of Nigeria states that:

the State shall direct its policy towards ensuring that all citizens, without discrimination on any group whatsoever have the opportunity for securing adequate means of livelihood as well as adequate opportunity to secure suitable employment.

It is certainly not possible for a person to compete effectively and secure suitable means of livelihood if he/she has not acquired basic education that will equip him/her with skills. It is against this background that the Nigerian government has been making concerted efforts to improve primary education programme which forms the bedrock of other levels of education. In spite of governments' efforts, primary education has been bedevilled by a lot of problems which will be examined in the next section of this unit.

SELF ASSESSMENT EXERCISE V

State the rights of child as adopted by the General assembly of the unoted Nations.

3.6 The Problems of Implementation of Primary Education Programme

A lot of factors militate against the implementation of primary education programme in Nigeria. UNICEF rightly observed that the problems confronting education in Nigeria are not different from those that had undermined economic and social advancements. These problems include widespread poverty, lack of skilled personnel, top-

down bureaucracies, gender discrimination, rapid population growth, skewed distribution of education funds, bloated military spending and onerous foreign debt burdens (Ugwu in Nwangwu 2003). The agency summarised all these factors to be *insufficient will*. On the other hand, the United Nations Development Programme (UNDP) in its Nigerian Human Development Report of 1995 warned of a multiplying tribe of illiterates if education for all is not realised soon.

Ekeocha and Fonta (2007), citing Maja noted that the participation rates of children of primary school age (6-11 years) in 1994 were estimated to be 63.5 percent. In 1999 it was estimated there were 19.5 million primary school age children in Nigeria. Of the total numbers estimated, 15.7 million were reported to be in school presupposing that the remaining 3.8 million were on the streets begging. It was also observed that there are regional disparities that exist between the Southern and Northern zones in terms of enrollment. In the Southern zones, the enrollment was as high as 95 percent whereas for the Northern zones, it was as low as 19.91 percent. There are also gender disparities between the two zones as similar patterns of enrollments exist. In the Northern zone, female enrollments are low. However, female enrollments are higher than male enrollments in the Southeast and are on the same level with male enrollments in the Southwest. These disparities are problems that need to be addressed.

Other problems confronting the implementation of primary education programme include:

Lack of Political Will: Nigerian politicians lack the political will and commitment to invest and promote education. This lack of political will and commitment was clearly manifested during the Second Republic. While the Unity Party of Nigeria (NPN) insisted on free education throughout the country, the National Party of Nigeria (UPN) that controlled the government at the centre resisted it. The UPN went ahead and implemented free education in those states it controlled. It recorded areasonable success. Throughout the regime of the former President, Alhaji Shehu Shagari in the Second Republic, there was absolute neglect and lack of interest in education. Nwangwu (2003) quoted an editorial comment of the *National Concord* of May 11, 1983 thus:

If teachers were not on strike for four months in Bendel State, schools were closed down indefinitely in Benue State for lack of payment of salary. When teachers' salaries were not paid in areas like Imo and Anambra States, they were on strike in Kano and Sokoto States. Gongola State crowned it all by closing all primary and secondary schools and sending

all pupils home; their simple reason was that the State government no longer had enough funds to finance education.

This was the height of ignorance on the part of our political leaders on the importance of education in nation building.

Funding: One of the major problems confronting primary education in Nigeria is poor funding. UNESCO recommended that budgetary allocation to education should be 26 percent of the country's annual budget. Vision 2010 Committee made the same recommendation. Ironically, no administration had got near to this recommendation. The funding of education in Nigeria is at a very low ebb. In 2007, only 8.19 percent was allocated to education (Bozimo and Sanda 2007:282). In 2001, 7 percent was allocated to education while in 2008, education got 13 percent of the federal budget. On comparative basis, Bozimo and Sanda went further to note that Nigeria spends the least amount on education in relation to other countries; for instance, South Africa 25.8 percent, Singapore 23.60 percent, Algeria 21.10 percent, Cuba 15.10 percent, and Ghana 30 percent.

As a result of poor funding, educational facilities are dilapidated. Ugwu cited by Nwangwu (2003) reported that the survey conducted by the then National Primary Education Commission (NPEC), now Universal Basic Education Commission (UBEC) showed that out of 40,204 public primary schools in the country, over 30,000 were in very bad shape with collapsed infrastructure. It was also noted that 81 billion naira was needed to rehabilitate the infrastructural facilities but the Commission received only 30 million naira as capital vote between 1993 and 1998. Aina (1999:22) remarked that 68.9 percent of primary schools have no access to drinking water while 77 percent have no textbooks, with 36 percent lacking writing materials. Education is a capital intensive project, yet very slow in yielding dividend because it involves human development. Primary education, being the foundation on which other educational levels rest, should be adequately funded.

Lack of Awareness: There is insufficient campaign on the importance of education. This explains why a good number of youths are entering into business. The 1976 UPE lacked aggressive enrollment drive and mobilisation especially in the Northern zone and this accounted for poor enrollment figure in that zone. Even in the year 2000, we still have poor school enrollment in the North. The survey conducted by the then NPEC in 1995 and 1996 showed that nine states – Katsina, Sokoto, Kebbi, Zamfara, Niger, FCT, Kwara, Kogi and Kaduna representing 23.22 percent of the national population could only account for 10 percent of national enrollment figures in primary schools. The survey

showed that the zone had only 2,093,817 and 2,472,145 of the 16,962,123 and 14,796,074 national enrollment figures for 1995 and 1996 respectively (Ugwu in Nwangwu 2003:104). In 1999, only two northern states – Kwara and Kogi had up to 44 percent of their children enrolled in primary schools (Awowede 2000). It was reported that in the south-east, low rate of male enrollment is a source of concern while in the north girls have little access to education. It is necessary to mention that poor primary school enrollment has multiple effects on the ladder of education. Awowede revealed that statistics show that in 1998, the entire nineteen states in the North had only 12 percent of national admission into tertiary institutions.

The Teacher Factor: The Universal Basic Education (UBE) implementation guidelines underscore the importance of teachers when it asserted that *no educational system can rise above the level of its teachers* (FRN 2000:9). In this respect, the teacher factor includes the quantity and quality of teachers available for the implementation of primary education programme. It is in the same vein that Prewitt (1971:23) noted that:

It is teachers more than any other single group of people who determine the attitudes of society and aspirations of the nation. This is power itself.

One of the reasons why the 1976 UPE collapsed was inadequate supply of qualified teachers to cope with the population explosion in the primary schools. Ocho, citing Ukeje (Nwangwu *et al.*: 2005:73) noted that with the introduction of UPE in September 1976, Nigeria achieved, perhaps, the world's highest rate of educational expansion but at the same time and, perhaps, unwittingly set in motion the greatest crisis ever witnessed in education in the country. According to him, the impact of the unplanned expansion was disastrous on the quality and standard of education. He noted that as a result of inadequate qualified teachers to implement UPE programme, whoever wished to teach was recruited into a crash programme of teacher education. Writing on the character and quality of the teachers, he noted:

In recruiting adults to bring up our children, no sensitivity was shown with regards to the growth and needs of children. Illiterate and half-literate market women, men who failed to make it in any trade or work, motor-park touts who were no longer strong enough to keep their positions, crooks of all types flocked into the teacher training colleges and within one or two years crashed through to become teachers of our children and models to be imitated. The result is a nation without

scruple or morals.

We can now appreciate the fact that recruiting adequately qualified teachers in large numbers is a very important factor in the successful implementation of primary education programme in Nigeria.

Instability in Education Sector: The long period of military rule in Nigeria affected adversely the implementation of primary school programme. This led to instability in the education sector. In a study carried out by Shelter Rights Initiative (SRI), a Non Governmental Organisation, Ugwu (in Nwangwu 2003), noted that incessant closure of schools due to strikes has a negative impact on education in the country. The study identified over fifty period of strikes and closure of schools between 1994 and 1999. In 2008, the Nigeria Union of Teachers (NUT) embarked on a nationwide strike demanding for Teachers Salary Structure (TSS). This disruption in education sector is a major problem in the implementation of primary education programme.

Lack of Facilities: Facilities refer to adequate classrooms, writing desks, recreational facilities and conducive teaching environment. Most primary schools lack both teaching and learning facilities and this affect adversely primary education. Adamu (2007) noted that approximately five percent of schools in the country have no school buildings. According to him, most of the buildings where available, were either without roofs, inadequate or in a terrible state. He noted that a survey in 1993 showed that classroom are overcrowded with an average of 69 pupils per teacher in a regular 12m x 10m classroom. He affirmed further that, in other cases, there was acute shortage of furniture for teachers (62.5 percent) and for pupils, the national average is 62.38 percent.

Lack of Reliable Data: A major problem in primary education is the lack of reliable data for planning. Adamu (2007) reported that though the federal government produces data on executed budgets annually, contributions from states and local government areas are not collated into comprehensive government accounts presenting global sectoral breakdown of expenditure. According to him, this situation is complicated by the facts that funds expended on education by various bodies – grants and internally generated revenue are not reflected in the federal, state and local government budgets. Apart from the revenue aspect, no accurate data on the number of qualified teachers and facilities etc exist. All these affect the primary education programme.

Financial Discipline: Many educational administrators are corrupt and dishonest in the disbursement of educational funds. Allegation of

corrupt practices had been levelled against the Education Tax Fund (ETF). Olowolabi (2000), reported that the missing 40 billion naira education tax collected by the Federal Inland Revenue Service (FIRS) has not been located. The ETF said the money never reached its office. The ETF was established as trust fund under Decree No. 7 of 1993 with the sole aim of funding education through project management. This is to improve the quality of education offered to the youths.

The decree that established the fund mandated it to collect a 2 percent education tax on assessed tax payers in the country. The Decree also assigned the responsibility of assessing and collecting education tax from respective companies in Nigeria to the Federal Inland Revenue Service. However, in 1998, as a result of some inadequacies detected in this Decree, the Education Tax Fund (Amendment Decree 40 was promulgated).

The National Primary Education Commission which supervised primary education in the country between 1988-1993 is said to be characterised by fraud. Certain fund released for promoting education was either misappropriated or used to provide inferior educational equipment which never withstood the test of time. Aina (1999) noted that the police was asked to investigate the allegation of 1.2 billion contract deal given by Ali Adamu, the former Executive Secretary of the Commission. The outcome of the investigation was never made public.

One of the problems that confronted the implementation of 1976 UPE was fraudulent practice which led to many states inflating enrollment figures for purposes of collecting funds. Unfortunately, such funds were never used to promote education, rather they were used to solve personal problems. It was also on record that many contractors constructed school buildings of very poor quality which greatly affected the infrastructure of primary schools.

In summary, Adesina (1992:3-4) noted that policy implementation in educational sector has been very ineffective in Nigeria as a result of the following reasons:

1. Lack of trained experience system managers;
2. Politicisation of educational decision-making alienates faithful implementation of the policies;
3. Intra- and inter-organisation and personality conflicts. For example, there is the tendency to emphasise what bodies passed what policies rather than looking at the policies themselves. Similarly, when educational, such ideas are floated, people tend to ignore the ideas themselves and concentrate on the individuals opposing the ideas;
4. Inadequate monitoring and evaluation machineries at the local,

- state and federal levels;
5. Underestimation of human and material resources for implementation of educational plans and policies;
 6. Political and societal instability which failed to provide a conducive atmosphere for policy implementation;
 7. Political patronage and indiscipline in the management of public institutions taking the form of ethnicity, nepotism and tribalism;
 8. Financial indiscipline in the management of financial resources in the public system, otherwise called corruption and fraud. Such indiscipline results in high wastage not only on the material resources available but also of the human resources earmarked for implementation;
 9. Lack of exemplary leadership styles.

The above points highlighted all we have discussed so far. These constitute the problems that militate against the implementation of primary education programme in Nigeria.

SELF ASSESSMENT EXERCISE VI

State the reasons why policy implementation in the educational sector has been ineffective in Nigeria.

4.0 CONCLUSION

We shall conclude this unit by stating that effective policy implementation is very essential for the success of primary education. As noted above, any project that is devoid of policy guidelines is like a rudderless ship. This, therefore, demands that primary education programme should be guided by a policy in order to effectively realise its aims. Primary education is most important because it provides the child with basic tools for further educational advancement. All other levels of education depend on the foundation laid on primary level. It is important to mention that the quality of primary education received determines to a very large extent the success or failure of a child at the other levels of education.

5.0 SUMMARY

In this unit, you have learnt the meaning of policy, its importance and the emergence of *National Policy on Education* in Nigeria. You also learnt what constitutes the goals of primary education in Nigeria. We discussed the stand of the United Nations on free education. We finally highlighted the problems of implementation of primary education programme in Nigeria.

6.0 TUTOR-MARKED ASSIGNMENT

1. Define policy in your own words.
2. What are the advantages of policies?
3. Discuss the origin of the *National Policy on Education*.
4. What are the goals of primary education?
5. Discuss the rights of a child as adopted by the United Nations.
6. Discuss the problems that militate against a successful implementation of primary education programme in Nigeria.

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