

# Historical Development of Educational Administration in Nigeria

EME 103



University of Ibadan Distance Learning Centre  
Open and Distance Learning Course Series Development

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### **Vice-Chancellor's Message**

The Distance Learning Centre is building on a solid tradition of over two decades of service in the provision of External Studies Programme and now Distance Learning Education in Nigeria and beyond. The Distance Learning mode to which we are committed is providing access to many deserving Nigerians in having access to higher education especially those who by the nature of their engagement do not have the luxury of full time education. Recently, it is contributing in no small measure to providing places for teeming Nigerian youths who for one reason or the other could not get admission into the conventional universities.

These course materials have been written by writers specially trained in ODL course delivery. The writers have made great efforts to provide up to date information, knowledge and skills in the different disciplines and ensure that the materials are user-friendly.

In addition to provision of course materials in print and e-format, a lot of Information Technology input has also gone into the deployment of course materials. Most of them can be downloaded from the DLC website and are available in audio format which you can also download into your mobile phones, IPod, MP3 among other devices to allow you listen to the audio study sessions. Some of the study session materials have been scripted and are being broadcast on the university's Diamond Radio FM 101.1, while others have been delivered and captured in audio-visual format in a classroom environment for use by our students. Detailed information on availability and access is available on the website. We will continue in our efforts to provide and review course materials for our courses.

However, for you to take advantage of these formats, you will need to improve on your I.T. skills and develop requisite distance learning Culture. It is well known that, for efficient and effective provision of Distance learning education, availability of appropriate and relevant course materials is a *sine qua non*. So also, is the availability of multiple plat form for the convenience of our students. It is in fulfilment of this, that series of course materials are being written to enable our students study at their own pace and convenience.

It is our hope that you will put these course materials to the best use.



**Prof. Abel Idowu Olayinka**

Vice-Chancellor

## **Foreword**

As part of its vision of providing education for “Liberty and Development” for Nigerians and the International Community, the University of Ibadan, Distance Learning Centre has recently embarked on a vigorous repositioning agenda which aimed at embracing a holistic and all encompassing approach to the delivery of its Open Distance Learning (ODL) programmes. Thus we are committed to global best practices in distance learning provision. Apart from providing an efficient administrative and academic support for our students, we are committed to providing educational resource materials for the use of our students. We are convinced that, without an up-to-date, learner-friendly and distance learning compliant course materials, there cannot be any basis to lay claim to being a provider of distance learning education. Indeed, availability of appropriate course materials in multiple formats is the hub of any distance learning provision worldwide.

In view of the above, we are vigorously pursuing as a matter of priority, the provision of credible, learner-friendly and interactive course materials for all our courses. We commissioned the authoring of, and review of course materials to teams of experts and their outputs were subjected to rigorous peer review to ensure standard. The approach not only emphasizes cognitive knowledge, but also skills and humane values which are at the core of education, even in an ICT age.

The development of the materials which is on-going also had input from experienced editors and illustrators who have ensured that they are accurate, current and learner-friendly. They are specially written with distance learners in mind. This is very important because, distance learning involves non-residential students who can often feel isolated from the community of learners.

It is important to note that, for a distance learner to excel there is the need to source and read relevant materials apart from this course material. Therefore, adequate supplementary reading materials as well as other information sources are suggested in the course materials.

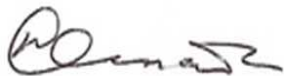
Apart from the responsibility for you to read this course material with others, you are also advised to seek assistance from your course facilitators especially academic advisors during your study even before the interactive session which is by design for revision. Your academic advisors will assist you using convenient technology including Google Hang Out, You Tube, Talk Fusion, etc. but you have to take advantage of these. It is also going to be of immense advantage if you complete assignments as at when due so as to have necessary feedbacks as a guide.

The implication of the above is that, a distance learner has a responsibility to develop requisite distance learning culture which includes diligent and disciplined self-study, seeking available administrative and academic support and acquisition of basic information technology skills. This is why you are encouraged to develop your computer skills by availing yourself the opportunity of training that the Centre's provide and put these into use.

In conclusion, it is envisaged that the course materials would also be useful for the regular students of tertiary institutions in Nigeria who are faced with a dearth of high quality textbooks. We are therefore, delighted to present these titles to both our distance learning students and the university's regular students. We are confident that the materials will be an invaluable resource to all.

We would like to thank all our authors, reviewers and production staff for the high quality of work.

Best wishes.

A handwritten signature in black ink, appearing to read 'Bayo Okunade', written in a cursive style.

**Professor Bayo Okunade**

Director

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## **Introduction to the Course**

The study of History is to enable the students have a glimpse of the past so that such knowledge would shape the future.

Traditional education had existed before the advent of the missions- Islamic-Arabic influence in the Northern Nigeria and Christian influence in the Southern. Each denomination of the various religions operated according to the dictates of its leaders. The situation developed to a stage at which the colonial government identified the need to work out uniform guidelines for operations undertaken by the missions. Such government intervention has become a recurring issue since then. The aim of the intervention has been to ensure quality control, guarantee fair reward for teachers and to protect the public from possible exploitation.

The objectives of this course are to:

1. familiarise you with the traditional African education as background for the introduction of western education;
2. examine the contributions of the missionaries to national development especially through education;
3. study the various Education Codes and Ordinances passed by the colonial government;
4. review the procedures adopted for the funding of the education system;
5. examine the introduction and growth of higher education in Nigeria; and
6. discuss the current National Policy on Education with a view to determining any need for a review at the primary school level.

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## Study Session 1: History and Administration of Traditional African Education



*Source: [http://www.everyculture.com/images/ctc\\_01\\_img0263.jpg](http://www.everyculture.com/images/ctc_01_img0263.jpg)*

### Introduction

It is often said that there is no society or group without a history. The same is true of education in our society. The aim of this study session therefore is to cast a look back into our past and relate our traditional concept of training and education with the modern trend.

In the light of this, you will learn about the history and administration of African.

### Learning Outcomes for Study Session 1

At the end of this study session, you should be to:

- 1.1 Define the term “Education”
- 1.2 Discuss the Nursery Education
- 1.3 Explain the Post-Nursery Education
- 1.4 Discuss the Secondary Education
- 1.5 Explain the Specialist Education

## 1.1 Definition of Education

It is not easy defining education without going into a laborious explanation of its content, purpose, etc. Education has been defined by different scholars. Out of all these definitions, let us examine some of the definition.

The first attempt to define education was by **Plato** thus:

"that training which is given by suitable habits to the first instincts of virtue in children, when pleasure and pain are rightly implanted in non-rational souls. The particular training in respect of pleasure and pain, which leads you to hate and love what you ought to hate and love, is called' education."

Several centuries later **Milton** wrote:

"I call therefore, a complete and generous education that which fits a man to perform justly, skillfully and magnanimously, all the offices, both public and private of peace and war."

The 20th century philosopher **Russell** declared:

"Education is equivalent to 'experience', the experience of a living organism interacting with its normal environment... Experience or nature is still the teacher, but in specific social institution known as 'schooling' it is guided by the teacher."

### In-text Question

Some of the scholars that defined education include

- a. Plato
- b. Russell
- c. Milton
- d. All of the above

### In-text answer

All of the above

What emerges from the above definitions is that education is as old as humanity itself and that no useful purpose can be served searching for a precise definition.

Hence before the advent of the missionaries and the full impact of western - education, there

existed traditional education in Nigeria with its own accepted norms, standards and sanctions. These levels of educations are:



*Figure 1.1: Levels of Education*

## 1.2 Nursery Education

Children receive this from birth till about the age of five. Much of the tuition is provided by the parents or other members of the family who provide the tools and materials for the in-sit education, i.e. at home. These children are trained in the acquisition of simple habits and culture of the society and its accepted values.

Much of the training is done by imitation and practice of the elders. The children observe what others do and try to imitate. Parents and elders within the family make prompt corrections to avoid repetition of mistakes. Sometimes, such corrections at this level could be quite painful to the child as he/she gets smacked and chastised.

The quality control of education at this level lies in the hands of the parents and this is confirmed by members of the extended family. At this level, the chances of coming across incorrigible children are remote as adequate supervision was maintained at all times. This is in contrast to the loss of adequate contact between parents and their children as a result of our modern socio-economic society which forces everyone to go out to work and school.

### In-Text Question

At the nursery stage of education, children imitate and practice the actions of elders. True or false

### **In-Text Answer**

True: Much of the training is done by imitation and practice of the elders

## **1.3 Post-Nursery Education**

The cohort here is children aged about 5 to 12. Again, because there were no schools, childhood education still takes place in the home and within the family. Much of the information and materials used in the education are supplied by members of the family. These include the transition of tradition and morals through folk-tales and the opportunities offered children to try out their competencies while the adults are busy carrying out household chores during the day.

At this stage, children also follow adults to the farms or places where their parents carried out their trades. The hub of learning is through imitation and following adult steps in the various stages of work- a-day.

This group receives such education not only from parents but also from relations and colleagues. This interaction with the extended family and colleagues infuses in the children basic and elementary social habits. Free and solicited advice is given and corrections on wrong actions are insisted on by the parents, relations and peers.

Along with these goes the evaluation of performance which points to the level of the dynamism of each individual.

Standards are maintained through the invocation of established and time-honoured sanctions and mythical rules enforced by parents, relations and the group to which the child belongs with the active support of adults.

### **In-Text Question**

At the post-nursery education, the children receive education not just from parents but also from relations and adults. True or false

### **In-Text Answer**

True :

## 1.4 Secondary Education

This is the stage of youth education in the society from about the age of 12 till 25. During this period, the youths discover themselves in age groups which are ratified by the immediate society. The source of materials is provided by the society and these are kept and catered for by older members of the society who make up the bulk of tutorial staff at this level of education.

This group of youths enters into the era of personalized training in the fundamentals of the social, civic, cultural, physical norms of the community and environment. A lot of competition is engendered at this stage thereby leading to adoption of social models which the youths imitate. Much of the learning is organised by adult members who also jointly judge performances, declare winners and award prizes. Punishment is also meted out to lazy or inefficient youths.

Evaluation at this stage is based on the activity. In addition, parents, adults and members of the society invoke appropriate sanctions and codes of conduct, when necessary.

### In-Text Question

The secondary education in the society is between the ages of \_\_\_\_\_

- a. 1-5
- b. 5-12
- c. 12-25
- d. 25-40

### In-Text Answer

12-25

## 1.5 Specialist Education

This is the kind of training received by youths between the age of 25 and 35. It is mainly specialised and sometimes professional or both together. The materials and the tuition are usually provided by special institutions which lay down stringent conditions for admission, especially in the moral age in which they lived.

The staff of such institutions is part time and is older members of the cult, professional or trade. Such institutions form the meeting points of the professionals, e.g. blacksmiths, hunters; farmers, carpenters, etc., while those belonging to their professional/trade group also share together the worship of Ogun, the god of iron.

Learning here goes beyond the preliminary learning associated with vocations, trade or cult. The advance learning at this stage is still run under the apprenticeship system and much of the learning goes by practice, imitation and participation. A lot of oral poetry connected with each profession is learnt off head at this stage. This is done by imitating the serving older members as they practise the art.



***Figure 1.1: Art of Craft Making***

***Source:***

*[http://ichef.bbci.co.uk/news/624/media/images/81935000/jpg/\\_81935908\\_81935907.jpg](http://ichef.bbci.co.uk/news/624/media/images/81935000/jpg/_81935908_81935907.jpg)*

This goes on for a period of articleship until the novice is deemed to have mastered the art. He would have been sent out solo to perform with the supervisors's authority on a number of times over a long period of 2 to 3 years. The novice is then presented for initiation into the vocation after adequate interaction with other older members of the vocation/profession/cult. The novice is then tested and accredited for practice.

Members of the profession/vocation ensure rigid compliance with the laid-down standards and practice without exemption. Penalties for violation can be very serious resulting sometimes in excommunication, expulsion or even death.

Having done that, the following are the merits and demerit of traditional education.



**Merits of Indigenous African Education:**

- ❖ It promotes transfer of culture, traditions and experiences from one generation to another.
- ❖ It makes children learn how to establish relationship with other people and to exercise control over their emotions in line with accepted norms of the society.
- ❖ It inculcates respect for the Supreme Being and elders.

**Demerits of Indigenous African Education:**

1. It is a rigid system in the sense that it is not easily adapted to change.
2. The training is unquestionable rather it must be accepted by the children.
3. The contents of traditional education contain too much secrecy.
4. The vocational training is time-wasting and, it takes unnecessarily very long time to learn a particular trade like drumming and dyeing.
5. Technical or technological change is not likely to develop quickly.
6. It is anti-scientific i.e. anything novel is mysterious, either to be feared or worshipped.
7. The effects of traditional education cannot be accurately assessed or evaluated.

**In-Text Question**

One of the following is not a demerit of indigenous African education

- a. It is a rigid system in the sense that it is not easily adapted to change
- b. The training is unquestionable rather it must be accepted by the children
- c. It inculcates respect for the supreme being and elders
- d. The contents of traditional education contain too much secrecy

**In-Text Answer**

It inculcates respect for the Supreme Being and elders

## Summary of Study Session 1

In Study Session 1, you have learned that:

1. Before the advent of the missionaries and the full impact of western - education, there existed traditional education in Nigeria with its own accepted norms, standards and sanctions. These levels of educations are:
  - ❖ Nursery education
  - ❖ Post-Nursery education
  - ❖ Secondary education
  - ❖ Specialist education
2. Children receive nursery education from birth till about the age of five. Much of the tuition is provided by the parents or other members of the family who provide the tools and materials for the in-sit education, i.e. at home. These children are trained in the acquisition of simple habits and culture of the society and its accepted values.
3. Children at post-nursery education are aged about 5 to 12. Again, because there were no schools, childhood education still takes place in the home and within the family. Much of the information and materials used in the education are supplied by members of the family. These include the transition of tradition and morals through folk-tales and the opportunities offered children to try out their competencies while the adults are busy carrying out household chores during the day.
4. Secondary education is the stage of youth education in the society from about the age of 12 till 25. During this period, the youths discover themselves in age groups which are ratified by the immediate society. The source of materials is provided by the society and these are kept and catered for by older members of the society who make up the bulk of tutorial staff at this level of education.
5. Specialist education is the kind of training received by youths between the age of 25 and 35. It is mainly specialized and sometimes professional or both together. The materials and the tuition are usually provided by special institutions which lay down stringent conditions for admission, especially in the moral age in which they lived.

## **Self-Assessment Questions (SAQs) for Study Session 1**

Now that you have completed this study session, you can assess how well you have achieved its Learning Outcomes by answering the following questions. Write your answers in your Diary and discuss them with your Tutor at the next study Support Meeting. You can check your answers with the Notes on the Self-Assessment questions at the end of this Module.

### **SAQ1.1 (test learning outcome 1.1)**

Define the term “Education”

### **SAQ 1.2 (test learning outcome 1.2)**

Discuss the Nursery Education

### **SAQ 1.3 (test learning outcome 1.3)**

Explain Post-Nursery Education

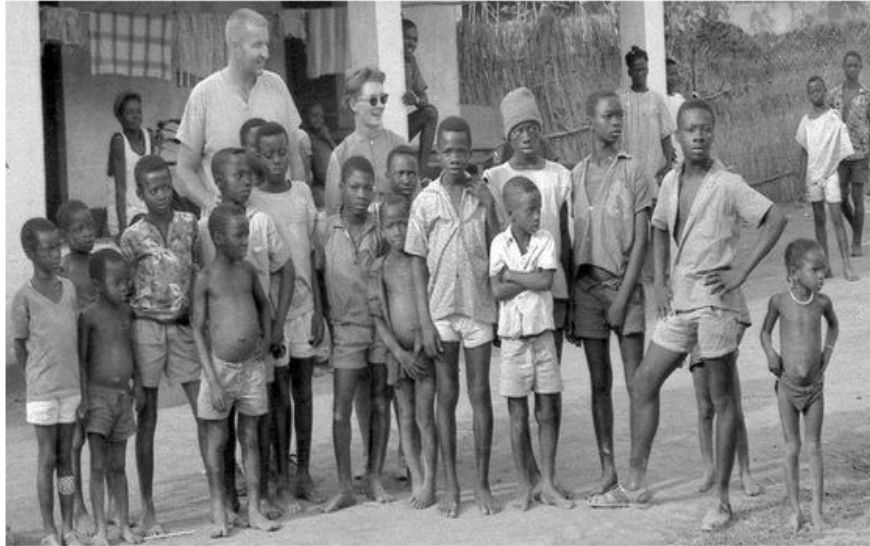
### **SAQ 1.4 (test learning outcome 1.4)**

Discuss Secondary Education

### **SAQ 1.5( test learning outcome 1.5)**

Explain Specialist Education

## Study Session 2: The Missionaries and Western Education



*Source: <https://s-media-cache-ak0.pinimg.com/564x/25/8f/65/258f652cd849e1924583f294008145c1.jpg>*

### Introduction

In the previous study session, the history of traditional education was discussed. This study session will move further to examine the missionaries and western education. However, no matter our perception, there is no way one can wish away the coming of the missions when the development in West Africa is been considered. The European traders were first people to arrive the coast before the missionaries followed.

Before then however, the ancient empires of Ghana, Mali and Songhai had had a long tradition of commerce and learning with North Africa which had been firmly entrenched across the savannah belt of West Africa. It is this development that shall examine in this study session.

## Learning Outcomes for Study Session 2

At the end of this study session, you should be to:

- 2.1 Explain the development of early Arabic/Islamic education in Northern Nigeria.
- 2.2 Discuss the arrival of the Christian missions in Southern Nigeria.

### 2.1 The Development of Early Arabic/Islamic Education in Northern Nigeria

Let us begin on the premise that civilization began in Egypt. Formal education, as it is known today, came from Europe, but a parallel form of formal education which existed in monasteries and cloisters in the 12th and 13th centuries in Europe had existed in West Africa as far back as the 12th century too. This centre of learning controlled the trade and culture of the people of the Songhai Empire with the capital at Timbuktu.

The scholars were known as Jedala (the intelligentsia of the desert) who had originally migrated from Adrar in Mauritania. They remained for long in Timbuktu "as a scholarly as well as a mercantile people, who were the first to give the city its reputation as a seat of learning and who regularly provided the learned Imams for the principal mosque. The greatest Jedala scholar was Ahmed Baba, a historian". (Bovill, 1958).

This gave rise to the University of Sankore, Timbuktu as one of the first in the world as shown in **figure 2.1**. "The literate and divines of many lands gather round the noted Jedala scholars of the Sankore mosque" (Bovill, 1958). Remember also that the earliest University in the world in Bologna, Italy, began in September 1088, more than 900 years ago. The Sankore scholarship spread through the Western desert up to Morocco and Portugal.



*Figure 2.1: University of Sankore*

*Source: <http://www.aseyaafrica.com/Gallery/album/large/01.jpg>*

However, the incessant harassment of the Arabs and Berbers led to the collapse of Timbuktu and its Sankore mosque with the scholars scattered all over the west with the arrest of the 'literati' in chains and transfer to Marrakesh in Algeria.

As far as Nigeria is concerned, Islamic missionary came into Nigeria in 15th-century from Arab to the Northern Nigeria. Thus literary culture had since existed in the study of Arabic and Islamic literature all over Northern Nigeria as a result of the dispersion from Timbuktu. Due to that, they open some Quranic schools mostly for the children of Emirs and the Chiefs.

The Northerners adopted this Islamic culture to be their culture. When Christian missionaries tried to enter Northern Nigeria, they were rejected by the people because they already had an educational system of their own. They had been predominantly Muslims and had had trade contracts with the Songhai Empire, before it disintegrated at the beginning of the 17th century.

By 1900 when school education was already 40 years old in the South, there were yet no schools (Western type) in the North. In 1902, the Sultan of Sokoto wrote to Lord Lugard who was then Governor of the Northern Province that he had no relationship with him except that between a Muslim and an infidel (unbeliever) and that such dealing consisted of war. Western education was rejected by the North for 2 reasons:

- ❖ Islamic education taught reading and writing in Arabic. Therefore the Northerners did not feel excited at learning to read and write in another language (English) since they were already literate.
- ❖ Western education came through the Christian missionaries. If therefore the Northerners accepted such education, it meant acceptance also of the religion through which it came. This they were not prepared to do.

Records show that by 1913 there were at least, 19,073 Quranic schools in the Northern Province alone.

### **In-Text Question**

The earliest university of learning in West Africa was located in

- (a) Ibadan

- (b) Freetown
- (c) Adrar
- (d) Sankore

### **In-Text Answer**

Sankore

## **2.2 The Arrival of the Christian Missions in Southern Nigeria**

The origins of Western education in Nigeria, Christianity had been brought to the Benin ancient kingdom in the 15th century by the Portuguese and there is record that Orogua who ruled Benin about the middle of the 16th century could speak, read and write in Portuguese. The activities of the first missionaries were swept away by the slave traders. They left this place in dark for almost two centuries.

The work of the Christian missions in Nigeria followed that of the Christian explorers in the late 18th and early centuries of that of Benin. The Wesleyan Methodist Mission of Rev. Thomas Birch Freeman with Mr. and Mrs. William de Graft was the first to arrive in 1842 at Badagry and began the first school in Nigeria in 1843 at Badagry.

The Church Missionary Society also sent a team led by Mr. Henry Townsend as shown in **figure 2.2**, from Sierra Leone to Explore missionary possibilities in Abeokuta soon after. Badagry had to be abandoned in 1952 by the mission to move to Abeokuta as a result of tribal wars.



**Figure 2.2: Henry Townsend**

**Source:** [http://www.grovestreetcemetery.org/images/Henry\\_Hotchkiss\\_Townshend.jpg](http://www.grovestreetcemetery.org/images/Henry_Hotchkiss_Townshend.jpg)

The aims of missionary education were to use the Bible and the plough to regenerate Africa, develop local languages, identify and train evangelical leaders of their people. The approaches by the various missions were quite different –

- ❖ Is it religion plus commerce?
- ❖ European commerce and civilization?
- ❖ Formal elementary education "to read the Bible and make the money to buy it?"
- ❖ Classical education only?
- ❖ Education plus manual labour or none at all?

The primary schools taught the 3 Rs - reading, writing and arithmetic- with touches of music gardening/sewing, etc.

For instance, the first Catholic missions began in 1885 in Onisha. The "Christian Village Phase" (CVP) lasted from then till 1906 and was succeeded by the "Village School Phase". The CVP was based on the concept of education which had worked for some missionaries in South America, e.g. Paraguay. 'Reductions' or model Christian villages were established as self-sufficient social units withdrawn from the surrounding barbarism.

The school was part of the village. Then, though it achieved good results, it was not successful because most of the inhabitants of these model villages were mainly slaves redeemed for cash by the missions in the slave markets. Such funds were provided from abroad. As a result, the settlements were held by the people in contempt.



**Figure 2.3:** Rev. Fr. Joseph Shanahan

**Source:**

[http://4.bp.blogspot.com/\\_jVs9AlyVXIU/S5tkJbbp\\_I/AAAAAAAAACGg/sCGPk9rpVEQ/s400/Bp+Joseph+Shanahan+CSSp.jpg](http://4.bp.blogspot.com/_jVs9AlyVXIU/S5tkJbbp_I/AAAAAAAAACGg/sCGPk9rpVEQ/s400/Bp+Joseph+Shanahan+CSSp.jpg)



In 1906 Rev. Fr. Shanahan as shown in **figure 2.3**, embarked on the plan to take the school to the village and this second phase met with such resounding success in the East that the number of schools in 1918 was twelve times that available in 1906. They then began to open schools as you can see those schools founded below.

The Christian missions therefore fashioned out for themselves models of post primary institutions.

1. Typical grammar schools as in Britain, which taught Scripture, Latin, Greek, English. History, Greek History. Roman History. Mathematics, Philosophy, e.g. CMS Grammar School, Lagos.
2. Teacher training schools to provide teachers as more schools developed, e.g. St. Andrew's College. Oyo (1896).
3. Pastoral institutes where priests were trained for the churches, e.g. St. Andrew's up till 1940s, Immanuel College, Hope Waddell Training Institute (1895).
4. Vocational/Agricultural schools, e.g. Catholic School, Topo, and Badagry. The school later attained the status of an approved school for juvenile delinquents because of its policy of operations: Hope Waddell Training Institute also had a vocational arm of the school.

Most of these institutions were staffed by Sierra-Leoneans and there was need to develop Nigerian manpower. The missionaries had a lot of problems to contend with divesting religion from education, misunderstandings as a result of local societal problems, question of relevance of education to needs at that initial time (dispossessed farmers of extra hands on the farm in lieu of education).

Each mission had its own operating rules and there came a need for some form of coordination to ensure that the same goals were aimed at. That marked the beginning of Government intervention in education.

### **In-Text Question**

The Wesleyan Methodist Mission of Rev. Thomas Birch Freeman with Mr. and Mrs. William de Graft was the first to arrive in 1842 at Badagry and began the first school in Nigeria at Badagry in the year \_\_\_\_\_

- (a) 1843
- (b) 1853
- (c) 1842
- (d) 1850

### **In-Text Answer**

1843

## **Summary of Study Session 2**

In Study Session 2, you have learned that:

1. Formal education, as it is known today, came from Europe, but a parallel form of formal education which existed in monasteries and cloisters in the 12th and 13th centuries in Europe had existed in West Africa as far back as the 12th century too. This centre of learning controlled the trade and culture of the people of the Songhai Empire with the capital at Timbuktu.
2. Christianity had been brought to the Benin ancient kingdom in the 15th century by the Portuguese and there is record that Orogbua who ruled Benin about the middle of the 16th century could speak, read and write in Portuguese. The activities of the first missionaries were swept away by the slave traders. They left this place in dark for almost two centuries.

## **Self-Assessment Questions (SAQs) for Study Session 2**

Now that you have completed this study session, you can assess how well you have achieved its Learning Outcomes by answering the following questions. Write your answers in your Diary and discuss them with your Tutor at the next study Support Meeting. You can check your answers with the Notes on the Self-Assessment questions at the end of this Module.

### **SAQs 2.1(test learning outcome 2.1)**

Explain the development of early Arabic/Islamic education in Northern Nigeria.

**SAQs 2.2 (test learning outcome 2.2)**

Discuss the arrival of the Christian missions in Southern Nigeria.

## **Study Session 3: Development of Government Interest in Education – I (1842-06)**

### **Introduction**

In study session two, the missionaries and advent of western education were discussed, so therefore, this study session will examine how government develops interest in education. Therefore, with the influx of missionaries of various Christian denominations into the coastal areas of Nigeria, and with wide differences in their 'modus operandi, it became necessary for some order to be brought into the operations of education.

Government interest in education, therefore, stemmed initially from the need for a coordinating body with sufficient power to enforce compliance on the various interest groups.

### **Learning Outcomes for Study Session 3**

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

- 3.1 Discuss the two Education Ordinances.

#### **3.1 The Two Education Ordinances**

For nearly 40 years after the Christian missions had been operating in Nigeria, there were no guidelines or consensus except for the basic goals of education and evangelization. The voluntary agencies were free to draw up their own curricula.

However, in 1877, the administration in Lagos provided 200 to each of the three Missionary Societies carrying on educational work in the Colony of Lagos, which at that time included Gold Coast colony. The grants were given every year and were used to promote small schools representing each mission in small villages.

The buildings hosting the churches and schools were scantily furnished to contain barest requisites blackboards, chalk and slates. The textbooks had English social and cultural backgrounds. In order to be able to exercise control on education, the following ordinances were formulated as we are going to go through it together.

### 3.1.1 The First Ordinance of 1882

On 6 May, 1882 a bill was passed into an Ordinance for the Promotion and Assistance of Education in the Gold Coast Colony which automatically included Lagos Colony. This was the first concrete step for Government to control Education. Its provisions were:

1. The constitution of a General Board of Education made up of:
  - a. The Governor as President
  - b. Members of the Executive Council
  - c. Not more than four members nominated by Government.
2. The General Board had powers to appoint and dissolve Local Boards of Education whose duties were:
  - a. To advise the General Board on the establishment of government schools.
  - b. To grant certificates to teachers.
  - c. To see that the conditions for awarding grants-in-aid were fully met.
3. Classification of schools into two categories:
  - a. Government schools which would be exclusively funded by government.
  - b. Assisted schools which were established by voluntary agencies, Christian missions or private persons but which would be aided from public funds. A system of grants-in-aid would be worked out viz grants would be awarded for
    - i. Good organization and discipline;
    - ii. Pupil achievement i.e. Payment by results;
    - iii. Physical facilities; and
    - iv. Teachers' salaries

The Board also had powers to make, alter and revoke rules for regulating the procedure for grants-in-aid.
4. Appointment of an Inspector of Schools for all British West Africa spending most of his time in the Gold Coast but Lagos Colony contributing one third of his annual salary of £400.
5. In Government Schools, religion was not to be taught while in voluntary agency schools, pupils were not to be forced to attend religious functions against their will.

6. The School Curriculum would consist of Reading, Writing, English Language and Arithmetic. Needlework was also provided for girls, while History and Geography would be optional subjects.
7. Special grants to industrial schools.
8. Admission of children whose parents had no money into Government and Voluntary Agency schools: through the grant of scholarships totalling £ 10 a year.
9. Grants to training colleges and institutions for teachers in view of the large number of untrained teachers employed by Voluntary Agencies.

Rev. Metcalfe Sunter, former Principal of Fourah Bay College, Sierra-Leone, was appointed as the first - "Her Majesty's Inspector of Schools for the West African Colonies". His first assignment was to call for school statistics. His first Annual Report in 1883 showed that he had inspected 68 schools. He could not achieve much because:

1. Attendance at School was low.
2. Teachers' salaries were in arrears.
3. Cost of running Voluntary Agency Schools was almost £5000 while Government contributed only £425.
4. Local Boards were never established.
5. The General Board was never wholly constituted while the Secretary to the Board was appointed without budgetary provision for his salary.

The 1882 Ordinance achieved little success for various reasons which are:

1. It was modelled after the English Board of Education and the School Boards.
2. The situations in the Gold Coast and Lagos Colony were different.
3. The curriculum was also based on the English pattern. The books used were those written for English children living in England.
4. Then was no provision for teaching a local language as begun by missionaries. Press attacks described the Ordinance as one designed to defame any institution or custom that was African.
5. The system of grants-in-aid was found cumbersome and unworkable even by the Inspector of Schools.

### 3.1.2 The Second Ordinance of 1887

When in 1886 the Colony and Protectorate of Lagos was administered separately from the Gold Coast, it became necessary for a Nigerian Education Ordinance to be enacted.

A new Ordinance - NO.3 of 1887 - was enacted on 30 May, 1887 to cover the Colony of Lagos. The provisions were:

1. A Board of Education comprising
  - a. The governor
  - b. Members of the legislative council
  - c. Inspector of schools
  - d. Four members nominated by the governor which would serve for 3 years.
2. The appointment of an Inspector of Schools for the Colony, a Sub-Inspector and other Education Officers by the Queen.
3. Grants-in-aid to assist schools and training institutions.
4. To institute scholarships for secondary education to those who attended primary schools in the colony and also post-secondary scholarships to develop the natural resources of the colony.
5. Power of the Board to make, alter and revoke rules for regulating the procedure for grants-in-aid.
6. No grant shall be made to any school except that
  - a. The property and management of the school be vested in managers having power to appoint and demise the teachers, and responsibility to take care of payment of teachers' salaries and other school expenses.
  - b. The criterion on quota of certificated teachers is met by the school.
  - c. The school attains a prescribed percentage pass in public examinations.
  - d. The school is ready to be inspected at any time by inspectors or members of board.
  - e. The school does not discriminate on the basis of religion or race in admissions
  - f. The curriculum does not compel the teaching of any particular religion or sect.
  - g. Different rates of grants shall be fixed for primary, secondary and industrial schools; different degrees of excellence in schools and also in respect of different subjects of instruction.
  - h. Power of the governor to open and maintain government schools.

This Ordinance established partnership in education - voluntary agencies and individuals on one hand and government on the other. It also entrenched freedom of religion and a unified curriculum.

In 1889, Governor Moloney of Lagos invited Henry Carr (later Dr) to the Civil Service. He started the first Government school in Lagos for the education of Muslim children in 1889. He rose to become Inspector of Schools for the Colony and Protectorate of Lagos in 1892.

Carr was an advocate of government control of education. He believed that "a really suitable system of education cannot be cheap and cannot be provided under the voluntary system". Throughout his tenure as Inspector of Schools, he proposed education laws which enhanced school attendance, introduced payment of minimal fees and increase in government subventions to mission schools.

The 1887 Ordinance established minimum standards for grants-in-aid.

These criteria, however, also had negative effects - stalled development and the proliferation of 'illegal' schools. There was also the dichotomy between English-centred education which the Ordinance sought to encourage and the African-centred education which nationalists clamoured for. The unassisted schools still pursued the mission policy of vernacular education.

### **In-Text Question**

In 1889, Governor Moloney of Lagos invited Henry Carr (later Dr) to the Civil Service. True or false

### **In-Text Answer**

True: He started the first Government school in Lagos for the education of Muslim children in 1889

In 1900, the British Protectorate of Southern Nigeria was established and in 1903 an Education Department for the Protectorate came into existence and, an Education Code was enacted for the provision of education.



Rules were drawn up for primary and secondary schools, Grants-in-aid were to be given in some branches of industrial work in the advanced schools and for instruction to be paid to schools based on average attendance, results of annual examination, inspection of schools to ascertain tone of the school, state of buildings and equipment, teachers' qualifications, school records.

The policy of the Government was to establish a Government-controlled educational system. The aid to voluntary schools was very meagre as only one school (Convent School, Calabar) had received a Government grant by 1905.

The Education Proclamation No.4 of 1905 was applicable to the Protectorate of Southern Nigeria and vested the High Commissioner with much of the power hitherto exercised by the Board of Education, notably the control of public funds voted for Education was vested in the High Commissioner. The system of Government schools therefore received a boost with the active support of the local Chiefs and the people.

By 1908, the Education Department constituted of a Director, four Superintendents of Schools and three European schoolmasters. The following year (1909) the first Government secondary school (King's School) now called King's College, Lagos was founded.

### **In-Text Question**

The British Protectorate of Southern Nigeria was established in year \_\_\_\_\_

- a. 1908
- b. 1906
- c. 1900
- d. 1904

### **In-Text Answer**

1900

## Summary of Study Session 3

In Study Session 3, you have learned that:

1. For nearly 40 years after the Christian missions had been operating in Nigeria, there were no guidelines or consensus except for the basic goals of education and evangelization. The voluntary agencies were free to draw up their own curricula.
2. On 6 May, 1882 a bill was passed into an Ordinance for the Promotion and Assistance of Education in the Gold Coast Colony which automatically included Lagos Colony. This was the first concrete step for Government to control Education.
3. When in 1886 the Colony and Protectorate of Lagos was administered separately from the Gold Coast, it became necessary for a Nigerian Education Ordinance to be enacted.

## Self-Assessment Questions (SAQs) for Study Session 3

Now that you have completed this study session, you can assess how well you have achieved its Learning Outcomes by answering the following questions. Write your answers in your Diary and discuss them with your Tutor at the next study Support Meeting. You can check your answers with the Notes on the Self-Assessment questions at the end of this Study Session.

### SAQ 3.1(test learning outcome 3.1)

Discuss the two Education Ordinances and the details of their enactment up to the end of the century.

## **Study Session 4: Development of Government Interest in Education - II (1906-18)**

### **Introduction**

In study session three, the development of government interest in education I was discussed. This study session shall continue with the discussion as well. The Government became deeply involved in the running of Education in Nigeria to improve the quality of education, give assistance where necessary, accredit the institutions and coordinate the activities of the various voluntary agencies operating in the country.

### **Learning Outcomes for Study Session 4**

At the end of this study session, you should be to:

- 4.1 Discuss the Southern Protectorate in Nigeria.
- 4.2 Explain the Northern Protectorate in Nigeria.
- 4.3 Discuss the second coming of Lugard.

### **4.1 The Protectorate of Southern Nigeria**

As we have pointed out during the previous study sessions, the 1887 Education Ordinance was applicable only to the Colony of Lagos (Lagos Island, Ebute Metta, Yaba, Badagry. Lekki) as distinct from the 1882 Ordinance which was for the promotion and assistance of Education in the Gold Coast Colony but which also affected Lagos.

While the 1887 Ordinance did not cover the Protectorate of Lagos, but only the Colony, The Education Proclamation No.4 of 1905 covered the Protectorate of Southern Nigeria. It did not cover the Protectorate of Northern Nigeria. Besides, the missions were still free to pursue their various policies anywhere without government interference as long as they did not apply for grants.

From May 1 1906, an administrative arrangement which brought the Colony and Protectorate

of Lagos to be amalgamated with the Protectorate of Southern Nigeria was established but remained the Colony and Protectorate of Southern Nigeria with Lagos as its headquarters. The area was divided into 3 Provinces

- ❖ The former Colony and Protectorate of Lagos as the western Province with capital in Lagos
- ❖ The Central Province with capital in Warri
- ❖ The Eastern Province had Calabar as capital

The last 2 Provinces formed the Protectorate of Southern Nigeria. Following this new set-up, a Director of Education and 3 Provincial Inspectors of Schools were appointed. In 1908, an Ordinance was passed which created Provincial Education Administration with the appointments of a Director of Education, Inspectors of Schools, Education Officers and teachers.

There was also provision for a Board of Education with powers to make rules for the management of both Government and Assisted Schools within the Province.

The 1908 Ordinance also provided for the payment of grants to students-in-training in teacher training institutions, award of scholarships to students, bonding of scholars, power to forfeit teacher's certificates, the power of the Governor to establish a Government School or to make a grant to any school.

Schools were also classified for the purpose of grants-in-aid viz:

1. Infants
2. Primary
3. Secondary
4. Trade or Technical
5. Agricultural

However the system of grants remained as based on the results of the performance of pupils in public examinations. This 1908 Education Code also provided for

1. Register of all assisted schools
2. Duties of managers of schools

3. Records to be kept at an assisted school
4. Subjects to be taught at the various Levels
5. Classification of teachers - school master, Assistant Teacher and Pupil Teacher.
6. School attendance for the purpose of grants-in-aid
7. Provision of a minimum staff/pupil ratio at the 6 various level of education.
  - a. Infants: 60 pupils per school master.  
40 pupils per assistant teacher  
25 pupils per pupil teacher
  - b. Primary: 50 pupils per school master  
40 pupils per assistant teacher  
20 pupils per pupil teacher
  - c. Secondary: 30 pupils per school master  
20 pupils per assistant teacher  
15 pupils per pupil teacher

It also specified that the Principal teacher must be certificated and devote all the time to school activities during school hours.

The effects of the Education policy then was increased participation by Government, the encouragement of local communities' and voluntary agencies' participation in education, the quality and training of teachers, improved school facilities- buildings, equipment, etc.

More schools were put up both by Government and the missions and the number of assisted schools rose from 20 in 1905 to 90 in 1912 and total school enrolment was 30,000. As mentioned earlier, Kings College, Lagos established in 1909 was to serve as a model secondary school to the older schools which were poorly staffed and ill-equipped that they were no more than glorified Primary schools.

### **In-Text Question**

Which of the following was not a Provincial Capital by 1906?

- (a) Lagos
- (b) Calabar
- (c) Warri
- (d) Benin-City

### In-Text Answer

Benin-City

## 4.2 The Protectorate of Northern Nigeria

On January 1 1909, the Protectorate of Northern Nigeria was proclaimed with **Frederick Lugard** as its first High Commissioner. There were already thousands of Koranic schools in existence but the Christian missions too had accepted the challenge to open up the North for western education.

Several attempts led by **Dr. Miller**, made by the Church Missionary Society, were rebuffed except in the pagan areas, and with government acquiescence.

**Miller** introduced a scheme of education, under an understanding reached with **Lugard**, for 2 different classes of pupils, viz

- ❖ Mallams who had received literary education in Arabic, Islamic, etc. These were to be taught Hausa, English, Reading, Writing, Arithmetic and Geography.
- ❖ Sons of the Emirs who were to receive primary education as boarders to inculcate in them loyalty to the King (of England), truthfulness and honesty so that succeeding generations of Emirs would be loyal while holding on to their religion and culture, and still make them affable to their mainly Islamic subjects.

Miller also advised the revocation of the 1883 CMS Regulations that Christian Religions Instruction must be given in the predominantly Muslim North. Unfortunately, **Lugard** left Northern Nigeria in 1906 and was succeeded by **Sir Percy Girouard**. Miller received opposition to his plans from the administration and the Emirs, even, the CMS was not too optimistic about his plans. Even though **Miller** opened his schools in May 1907, they soon collapsed.

In his inaugural report to the Home Office, **Girouard** spelt out his policy on education and what role the missions could play, especially in the pagan areas (Benue, Plateau areas). **Girouard's** service experience in the Sudan prompted him to establish two kinds of schools, viz:

- ❖ Muslim schools under Government control

#### ❖ Government or private schools

The Christian missions were to be allowed participation only if they taught industrial work (occupational education), gave basic teaching of Christianity only in Hausa or any other local language and encouraged brilliant children to go for higher studies where English might then be taught.

Nigerian nationalists were opposed to the education policy advocated for the North for many reasons:

1. The Islamic orientation was too heavy and was not geared to any social change or development.
2. The policy sought to forge greater links with Sudan and the Arab world rather than their brothers in the South of Nigeria.
3. The pace was slow and the course content was very shallow.
4. It encouraged feudalism through the preferential treatment given to the sons of Emirs and leading inhabitants.

The situation was that by 1912 an Education Department was established at the Nassarawa schools in Kano which began in 1909 and consisted of 2 elementary, 1 primary, 1 secondary, 1 technical school and a school farm. Enrolment was very low.

There were also Provincial schools at Sokoto (1 elementary, 1 primary) and Katsina (1 elementary). There were 5 missions operating in the non-Muslim areas, viz:

1. CMS which had 10 elementary and 3 primary schools at Lokoja, Bida, Zaria and Kuta. Children were taught in Hausa, Nupe and Yoruba.
2. Sudan United Mission, a Baptist Organ, had 4 elementary schools in Muri Province.
3. Sudan Interior Mission (Protestant) had 7 elementary schools in Niger Province, and taught children in Hausa, Nupe and Yoruba.
4. The Mennonite Brethren in Christ (Protestant) had 3 elementary schools.
5. The Roman Catholic had one primary school at Lokoja.

This marked the beginning of a long and tortuous road that has led us to the gap in western education between the North and South in Nigeria and consequently the quota system we have adopted to redress the imbalance. The perception of the High Commissioner, **Sir Percy**

**Girouard**, affected Nigeria's educational system. He chose **Hans Vischer**, who turned Administrative Officer after serving the Missions and who believed in "the preservation of the native and his gradual development on lines adapted to his mental and physical conditions", to work out an education system for the North.

### In-Text Question

Who was the first high commissioner of the Protectorate of Northern Nigeria On January 1 1909?

- A. Frederick Lugard
- B. Sir Percy Girouard,
- C. Hans Vischer
- D. Dr. Miller

### In-Text Answer

Frederick Lugard

## 4.3 Lugard's Second Coming and Nigeria's Education

Sir **Frederick Lugard** was reassigned to Nigeria in 1912 as Governor-General with the mandate to amalgamate Southern and Northern Nigeria. He had recommended to the Colonial Office that Miller dual system for education in Northern Nigeria be adopted. Lugard therefore examined the manpower situation in the country.

It was observed that by 1913 there were 4,600 pupils in Government Schools, 12,500 in assisted schools while non-assisted had about 20 to 30,000. The quality of teachers was very poor. At the same time teacher/pupil ratio was

1:148 in Government schools;

1:91 in Assisted schools; and

1:800 in Non-assisted schools

Educational finance followed the same pattern.

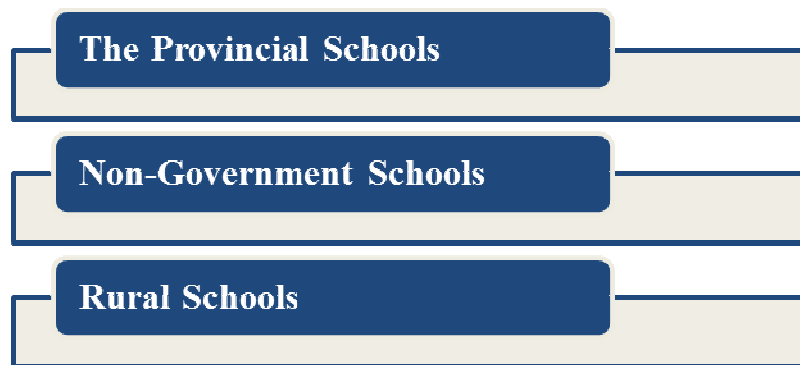
In the North there were only 3 Government schools by 1913 viz Nassarawa schools in Kano and 2 others in Sokoto and Katsina. There were also a few mission schools but they were non-assisted. Total pupil enrolment was less than 800.



There was therefore a widening gap in demand and supply of manpower in the civil service and the private sector. Lugard then advocated his education policy to include:

1. Religious education and secular moral instruction.
2. Emphasis on character formation and discipline.
3. Improved quality of education in the Government and Assisted schools.
4. More assistance to the mission schools through grants-in-aids
5. Encouragement for the training of teachers to improve quality of education.
6. Greater control by government over schools including assisted schools, and
7. Catering mainly for the needs of the pupils in schools.

Lugard therefore proposed the establishment of 3 types of schools which are:



*Figure 4.1: Types of School by Luggard*

### **1. The Provincial School**

This was a Provincial Government school which served as a model for other schools. Pupils entered at the age of about 12 to 14 and other schools in the Province were advised to send the best pupils to the Provincial school to which all schools were affiliated. The Provincial school had an industrial class for the training of teachers to feed the rural schools.

The school was residential and located some four or five kilometres outside town and was supervised by a British headmaster who led and lived by example in character and training. The school curriculum consisted of the usual literary subjects - including moral instruction, games and sports. At the highest class, subjects such as, Agriculture, forestry and surveying were introduced for evening classes.

## **2. Non-Government Schools**

These schools were to prepare children to enter into apprenticeship in the Government Departments. These children were expected to attain a level of at least Standard Four to qualify for apprenticeship in the Public Works Department (P.W.D)., Railways, Marine and Government Printers.

## **3. The Rural School**

This was designed for the ordinary children who were not too brilliant or gifted and who therefore would continue to live in the rural community. The goals of such schools were character-training, promoting discipline, industry and moral and religious upbringing in order to assist the learners who would in turn seek to improve the quality of life in their environment.

Consequently, their curriculum consisted of arts and crafts, agriculture, produce-marketing, carpentry and joinery, blacksmithing, basic hygiene, reading and writing and basic calculations. There were to be as many rural schools within each Province.

### **In-Text Question**

The types of schools proposed by Lugard include which one of the following

- a. The rural schools
- b. Non-government schools
- c. The Provincial Schools
- d. All of the above

### **In-Text Answer**

All of the above

## **Summary of Study Session 4**

In Study Session 4, you have learned that:

1. From May 1 1906, an administrative arrangement which brought the Colony and Protectorate of Lagos to be amalgamated with the Protectorate of Southern Nigeria was established but remained the Colony and Protectorate of Southern Nigeria with

Lagos as its headquarters. The area was divided into 3 Provinces

2. On January 1 1909, the Protectorate of Northern Nigeria was proclaimed with Frederick Lugard as its first High Commissioner. There were already thousands of Koranic schools in existence but the Christian missions too had accepted the challenge to open up the North for western education. Several attempts led by Dr. Miller, made by the Church Missionary Society, were rebuffed except in the pagan areas, and with government acquiescence.
3. Sir Frederick Lugard was reassigned to Nigeria in 1912 as Governor-General with the mandate to amalgamate Southern and Northern Nigeria. He had recommended to the Colonial Office that Miller dual system for education in Northern Nigeria be adopted. Lugard therefore examined the manpower situation in the country.

### **Self-Assessment Questions (SAQs) for Study Session 4**

Now that you have completed this study session, you can assess how well you have achieved its Learning Outcomes by answering the following questions. Write your answers in your Diary and discuss them with your Tutor at the next study Support Meeting. You can check your answers with the Notes on the Self-Assessment questions at the end of this Module.

#### **SAQ 4.1(test learning outcome 4.1)**

Discuss the Southern Protectorate in Nigeria.

#### **SAQ 4.2 (test learning outcome 4.2)**

Explain the Northern Protectorate in Nigeria.

#### **SAQ 4.3 (test learning outcome 4.3)**

Discuss the second coming of Lugard.

## **Study Session 5: Development of Government Interest in Education - III (1918-29)**

### **Introduction**

Having gone through the development of government interest in education – II, the development of the Government interest in education – III will be examined. The 1920s marked the beginning of international interest in African education which is today exemplified by such agencies as Ford Foundation, Rockefeller, Nuffield Foundations and UNESCO.

However, the first indication was taken by Phelps- Stokes Foundation which set up a Commission to study various facets of Africa's education development and needs. The colonial administration was compelled to react to the Report of the Commission with the Memorandum on Education Policy for Africa.

### **Learning Outcomes for Study Session 5**

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

- 5.1.Explain the Phelps-Stokes Report and 1925 Memorandum.
- 5.2.Discuss the Education Ordinance of 1926.

### **5.1 The Phelps-Stokes Report and 1925 Memorandum**

As you can see the greatest interest of Government so far, following the greater interest of government in education through grants-in-aid, there was an increase, from 91 in 1912 to 167 in 1918 in mission schools assisted by government.

In 1911, an American philanthropist, Miss Caroline Phelps-Stokes established the Phelps-Stokes Fund with the objective of educating the blacks wherever they might be both in Africa

and the U.S.A. The Fund had sponsored various studies on race relations and problems of native education in Africa. In 1920 a commission was appointed "to

1. Inquire as to the educational work being done at present in each of the area to be studied;
2. Investigate the educational needs of the people in the light of the religious, social, hygienic, and economic conditions;
3. Ascertain to what extent these needs are being met; and
4. Make available to the full the results of this study.

The study was to cover Sierra Leone, Gold Coast, Nigeria, Angola, 'Belgian Congo, British South Africa and Liberia. The Commission was headed by **Dr. Thomas Jesse** who was Director of Research at Hampton Institute, Virginia, which was a reputable institution for Negro education. Other members of the Commission were;

1. **J.E.K. Aggrey** (Aggrey of Africa)
2. **Dr. B.S. Hollenbeck** (missionary in Angola)
3. **Mr. & Mrs. Arthur Wilkey** (Church of Scotland Mission, Calabar)
4. **Mr. Leo A. Roy**. Specialist in industrial education as Secretary.

The Report of the Commission - Education in Africa - was published in 1922. The Commission was immediately reconstituted to study situation in Central and East Africa. Both Reports criticized the type of Western education which the missions were propagating. This bookish approach was not desirable for the Africans, it observed. "The content of subjects taught in schools came straight from Britain and America.

Little attempt was made to use local material in the teaching of such subjects as History and Geography. In the South, the emphasis was on learning new habits, customs and tastes. Bits of information were crammed with a view to passing examination; whether the education given was realistic or not, seemed not to worry the givers and receivers.

The Commission, therefore, advocated the adaptation of education to the needs of the individual and the community in which he lives. The Colonial administration's reaction to the **Phelps-Stokes** Report was the setting up in 1923 of an Advisory Committee on native education in tropical areas.

The members were made up of experienced missionaries and representatives of private organisations concerned with education in Africa. In 1925 the committee produced a memorandum - The Memorandum on Education Policy in British Tropical Africa which became the first colonial government policy on education in Africa. The memorandum outlined the broad principles which education should follow:

1. Government would control educational policy but would cooperate with voluntary agencies interested in education. Government would however maintain the right to supervise all educational institutions through inspection and other means.
2. Advisory Boards of Education were to be set up in each country with members representing all educational interests.
3. Education would be adapted to the aptitudes, occupations and traditions of the people using African arts and culture to create total, independent peoples.
4. As much as possible, textbooks to be used in schools should reflect local environment and culture with which the pupils are familiar:
5. African teaching staff would be made available in sufficient number, fully qualified and with good character. These would include women. The training of teachers must also be integrated into the education system.
6. There would be instruction in religious and moral education in such a way as to preserve indigenous tradition.
7. Conditions of service would be attractive enough to draw in the best staff from Britain on permanent careers or short-term service or from within Africa.
8. Government grants would be made available to aid voluntary agency schools which satisfy such requirements as laid down by government for qualification.
9. A special training scheme (or visiting/travelling teachers would be established to improve village schools.
10. A well designed system of inspection and supervision of schools would be worked out.
11. Government established workshops would provide technical industrial training through apprenticeship after pupils have received basic education.
12. Vocational careers would receive no less incentive than clerical careers in order to

uphold the dignity of labour.

13. There would be need for adequate education of both girls and adult women in order to improve the quality of life.
14. A full education system should include
  - a. Primary education
  - b. Secondary education of different types;
  - c. Technical and vocational institutions;
  - d. Adult education classes;
  - e. Other institutions which may offer professional training for teaching, medicine and agriculture and which may later be upgraded to university rank.

### In-Text Question

In 1911, an American philanthropist, Miss **Caroline Phelps-Stokes** established the **Phelps-Stokes** Fund with the objective of educating -----?

- a. Whites
- b. Blacks
- c. Illiterate
- d. Students

### In-Text Answer

Blacks

## 5.2 Education Ordinance of 1926

As was mentioned earlier, this memorandum was the basis of British colonial policy on education. Thus, the **Phelps-Stokes** Report and the 1925 Memorandum paved the way for the 1926 Education Ordinance. Even though separate Ordinances were passed for the North and South of Nigeria, the main ingredients can be summarised thus:

### 1. Moderate Expansion of Education

Even though the Code approved the need for expansion of educational facilities, it emphasised that this must be done within the financial limits of the colonial administration.

### 2. Registration of Teaching

The Code stipulated that teachers should be registered as a pre- condition for teaching in any

school in the region. The register was maintained by government. This marked the beginning of teachers' unionism which led to the formation of the Nigeria Union of Teachers in 1930.

### **3. Establishment of New School**

By 1926 there were 126 government schools, 193 assisted Voluntary Agency schools, and 3,634 unassisted Voluntary Agency schools. There was, therefore, need to curb the establishment of new schools in view of the large number which were yet to reach a minimum standard to attract grants.

### **4. Closure of Schools**

The code also empowered the closure of any school which was poorly administered or which might be conducted in a manner which was not in the interest of the community.

### **5. Board of Education**

Provision was made for Board of Education consisting of representatives of the various voluntary agencies. The Board was to advise the Governor on educational issues and also formulate appropriate policies for education for adoption in the region.

### **6. Appointment of Supervisors**

The code authorized voluntary agencies to appoint supervisors who would inspect the Agency schools and submit reports on them to government. The appointment of these supervisors was to be approved by the Director of Education.

### **7. New grants -in-aid System**

A new system for grants-in-aid was outlined in the code. The new system was not only to consider the efficiency and tone of the school but also to grade schools as A,B,C,D, on the basis of level of efficiency observed by government inspectors and the amount paid as staff salaries.

### **8. Minimum Pay for Teachers**

The code also outlined the minimum salaries for teachers in assisted voluntary agency schools:

- |    |                         |   |               |
|----|-------------------------|---|---------------|
| 1. | Probationary teachers   | - | £9 per annum  |
| 2. | Uncertificated teachers | - | £18 per annum |



3. Elementary teachers - £30 per annum
4. Higher Elementary teachers - £40 per annum
5. Female teachers were to receive two-thirds of their appropriate level salary.

Having enumerated the ingredients of northern and southern protectorate, you will continue with the discussions.

The appointment of **Mr. Eric Hussey** as the first Director of Education of Nigeria in 1929 marked the amalgamation of the Colony and Southern Provinces with the Northern Provinces which **Lugard** attempted in the 1916 Education Ordinance. However the practical implementation of a common Ordinance for both North and South did not materialize until the promulgation of 1948 Education Ordinance (effective 1 January, 1949).

Education of girls in the North took a serious turn with the establishment of Girls' Schools in Kano and Katsina in 1930. They were staffed by European mistresses. This awakened the need to educate girls instead of the erstwhile indifference or downright hostility by the parents of such children to education of girls.

By 1929 when the Education Departments of Northern and Southern Nigeria became one, the government (with the assistance of the Native Administrations) had 116 schools.

- ❖ 95 elementary
- ❖ 8 crafts
- ❖ 12 primary (middle)
- ❖ 1 Post primary (Teachers College, Katsina)

On the other hand there were 152 Mission schools, of which only 5 were assisted.

In 1929/30 the cost of running education was £54,650 of which only £391 came as grants. The Northern Muslim schools were 30,303 with enrolment of 381, 536 pupils. During the 1930s, attempts made to use the Koranic schools for spreading the knowledge of the 3Rs failed and had to be abandoned. This same period also witnessed a period of dwindling resources to education:

A fixed grant of £85,000 per annum was approved for 3 years:

- ❖ 1930/31 expenditure was £109,268
- ❖ 31/32 expenditure was £81,236

- ❖ 34/35 expenditure was £78,196
- ❖ 38/39 expenditure was £102,047

The situation was very critical that a resolution had to be taken by the Board of Education in 1939:

"The Board of Education for the Colony and Southern Provinces wishes to draw the attention of Government to the pressing need for the further expansion of educational facilities in Nigeria. It would appear from Hailey's survey that this country is in the invidious position of providing fewer opportunities in regard to elementary education than any other British Possession in Africa, although it is obvious from the results achieved by individuals that the youth of Nigeria is by no means lacking in educable capacity".

### **In-Text Question**

The Nigerian Union of Teachers was founded in

- a. 1882
- b. 1910
- c. 1925
- d. 1930

### **In-Text Answer**

1930

## **Summary of Study Session 5**

In Study Session 5, you have learned that:

1. In 1911, an American philanthropist, Miss Caroline Phelps-Stokes established the Phelps-Stokes Fund with the objective of educating the blacks wherever they might be both in Africa and the U.S.A. The Fund had sponsored various studies on race relations and problems of native education in Africa.
2. The members were made up of experienced missionaries and representatives of private organisations concerned with education in Africa. In 1925 the committee

produced a memorandum - The Memorandum on Education Policy in British Tropical Africa which became the first colonial government policy on education in Africa.

## **Self-Assessment Questions (SAQs) for Study Session 5**

Now that you have completed this study session, you can assess how well you have achieved its Learning Outcomes by answering the following questions. Write your answers in your Diary and discuss them with your Tutor at the next study Support Meeting. You can check your answers with the Notes on the Self-Assessment questions at the end of this Module.

### **SAQ 5.1 (test learning outcome 5.1)**

Explain the Phelps-Stokes Report and 1925 Memorandum

### **SAQ 5.2 (test learning outcome 5.2)**

Discuss the Education Ordinance of 1926

## **Study Session 6: Education and National Development (1929-51)**

### **Introduction**

The previous study session was concluded on the development of government interest in education. A step will be taken further by discussing education and national development. The development of government interest in Education has been discussed in the previous study session.

In this study session, the education and national development will be looked into.

By 1935 an Advisory Committee on Education for the Colonies recommended the need to emphasize agricultural education in Africa since educational development must go hand in hand with economic development. Special funds were, therefore, made available for allocation to African countries including Nigeria.

### **Learning Outcomes for Study Session 6**

At the end of this study session, you should be to:

- 6.1.Explain the Ten year plan which preceded the 1948 Education Ordinance.
- 6.2.Discuss the inter-relationship between Politics and Education.

## 6.1 The Ten Year Plan for Education

Ten years after the 1925 Memorandum, another document - The Education of African Communities - which highlighted the role of agricultural education, was produced by the Advisory Committee on Education for the Colonies. The paper stressed the link between educational policy and economic policy in order to attain higher levels of development within the communities.

The Colonial Development Act of 1929 made the provision of regular funds for the development of the colonies for the first time. However, the annual budget under the Act was not to exceed £1million per annum and expenditure was to be restricted to aiding only agriculture and industry. It was, therefore, the Colonial Development and Welfare, Act of 1940 which actually enabled education to benefit from such allocation of funds under the Act, moreover, the limit of the budget was raised to £5 million. The Revised 1945 Act also made an allocation of £120 million for a period of 10 years, with a limit of about £17 million in anyone year.

On 19 November, 1942 a dispatch was made to the secretary of state for the Colonies by the Director of Education in Nigeria (**Mr. Morris**). The comments on the Ten Year Plan by Nigeria were published as Sectional Paper No. 6 of 1994. The aims of the plan were to provide:

1. A type of education more suitable for the needs of the country.
2. Better conditions of services for teachers employed by the mission and other voluntary agencies, in order to provide better trained and more contented staff.
3. More adequate financial assistance to missions and other voluntary educational bodies.
4. Financial assistance to Native Administration in order to assist

them to maintain an efficient staff of teachers and expand education in their areas.

5. Controlled expansion within financial limits.

However this plan was rejected for a number of reasons:

1. The cost of the Plan was out of all proportion to the economy of the country.
2. It envisaged a progressive plan for junior primary education for all school age children in Nigeria within a generation.
3. Grants-in-aid could not be based solely on the certification of teachers.
4. The plan was prepared in Lagos without grassroots consultation. As a result, the statistical data were all wrong.

A review of the plan was, therefore, ordered on **Mr. Davidson** who succeeded **Mr. Morris**. The Revised Plan was widely discussed before it was accepted by the Legislative Council. It covered the various levels and types of institutions, finance, administration and control, Local Education Authorities and other general matters, e.g. social welfare, language, antiquities, adult education, Islamic and Arabic studies.

The Education Ordinance No. 39 of 1948 was based on the Davidson Ten Year Plan mentioned above. This was the first educational legislation which covered the whole country. It followed the spirit of the Richards Constitution (1946) which had the objectives of:

- ❖ Promoting future unity of the country
- ❖ Expressing its present diversity and management of their affairs by Nigerians.
- ❖ Increasing the discussion and management of their affairs by Nigerians.

The 1948 Ordinance provided for:

1. The establishment of the Central Board of Education and four Regional Boards for the Western, Eastern and Northern Provinces and Colony.
2. The registration of all teachers.
3. The procedure for opening a new school and for closing anyone deficient.
4. The right of inspection of schools.
5. The encouragement of the formation of Local Education Authorities and Local Education Committees.
6. Grants-in-aid regulations, which were based on the school or teacher training institution being educationally necessary, efficient and, if a primary school, socially useful. The grants covered the recognised expenses (mainly teachers' salaries and allowances) less an assumed local contribution which varied from region to region, rural and urban.

#### **In-Text Question**

The Colonial Development Act that made the provision of regular funds for the development of the colonies for the first time was developed -----  
-----?

- a. 1929
- b. 1942
- c. 1925
- d. 1948



**In-Text Answer**  
**1929**

**6.2 The Inter-Relationship of Politics and Education**

In considering the inter-relationship of politics and education, it must be noted that the direction towards regionalisation effected by the Richard's Constitution of 1946 was also crucial for Nigeria's educational development. The competition which the Constitution engendered led to rapid progress in education:

1. There was rivalry in promoting expansion and relevance in education.
2. The establishment of Local Education Authorities and Committees resulted in greater involvement of communities with government in what became a joint venture.
3. The generous terms of grants-in-aid established the role of government as the ultimate authority in education in Nigeria (Who pays the piper, dictates the tune). The grants covered teachers' salaries, headmasters' allowances, administrative expenses, other recognised normal expenses of a school, special grants for outstanding efficiency, organisation, teaching discipline and tone.
4. Even though the government accepted heavier financial commitment, it allowed greater consultation with the community on policy, administration and control of education. The Board of Education comprised Government representatives, the voluntary agencies consisting mainly of the missions, the Native authorities and the NUT.

Another constitutional development in 1951 (Macpherson Constitution)

pushed further regionalisation after Richards by giving greater autonomy and responsibility to the regions. It granted each region the power to legislate on concurrent subjects/areas of which education was one. As a result each Regional Executive Director of Education was responsible to the Regional Executive Council rather than the Central Director who became an Adviser.

So the Education Act No 17 of 1952 was enacted to reflect changes occasioned by the new Constitution. In the Act, the Colony Board was abolished as the Colony was merged with the Western Region. As time went by, there were increases in school fees and the need to mobilise the community was implied in the Education Act of 1952.

Local Education Authorities and Communities were set up. When they started functioning, the financial burden of primary education came to be shared by the central, regional and the local governments, the local communities and the parents.

The problems which education had to confront were many. Apart from finance, there was a dearth of teachers. For instance, in 1951, there were 38,181 teachers to 1,002,533 primary school pupils and 1,392 teachers to 24,225 secondary school pupils. Out of the 39,573 teachers, only 11,032 possessed degrees or certificates. To be registered as a teacher, the following qualifications were recognised:

1. University degrees
2. Teaching diploma and Ministry of Education Certificates
3. Froebel Certificates
4. Ministry of Education Domestic Science Certificates
5. Yaba Higher Diploma
6. Higher Elementary Certificates (TCII)

7. Elementary Certificates (TCIII)
8. Vernacular Teachers' Certificates
9. Standard Six Certificates.

Teachers were registered as Certificated, Technical or un-certificated under the Code.

The supply and training of teachers had always been a vicious cycle. The poor conditions of service for teachers made the more brilliant/richer pupils to go into secondary schools or better paid employment. So as a result of continuing demand there was steady decline of standards of teachers and trainees. Government had to take drastic measures to redeem the situation.

#### **In-Text Question**

To be registered as a teacher, which of the following qualifications is recognize

- a. Yaba Higher Diploma
- b. Higher Elementary Certificates (TCII)
- c. University degrees
- d. All of the above

#### **In-Text Answer**

All of the above

### **Summary of Study Session 6**

In Study Session 6, you have learned that:

1. Ten years after the 1925 Memorandum, another document - The Education of African Communities - which highlighted the role of agricultural education, was produced by the Advisory Committee

on Education for the Colonies. The paper stressed the link between educational policy and economic policy in order to attain higher levels of development within the communities.

2. In considering the inter-relationship of politics and education, it must be noted that the direction towards regionalisation effected by the Richards Constitution of 1946 was also crucial for Nigeria's educational development. The competition which the Constitution engendered led to rapid progress in education.

### **Self-Assessment Questions (SAQs) for Study Session 6**

Now that you have completed this study session, you can assess how well you have achieved its Learning Outcomes by answering the following questions. Write your answers in your Diary and discuss them with your Tutor at the next study Support Meeting. You can check your answers with the Notes on the Self-Assessment questions at the end of this Module.

#### **SAQ 6.1(test learning outcome 6.1)**

Explain the Ten year plan which preceded the 1948 Education Ordinance.

#### **SAQ 6.2 (test learning outcome 6.2)**

Discuss the inter-relationship of politics and education.

## **Study Session 7: Grants-in-Aid and Educational Development**

### **Introduction**

Education and national development were discussed in the previous study session. That is the inter-relationship of politics and education. However, the health and strength of any organization depend mainly on finance.

It is in this respect that this study session will consider specifically government's financial boosting of educational development. In other study sessions, such areas as policies and management are considered

### **Learning Outcomes for Study Session 7**

At the end of this study session, you should be to:

- 7.1. Explain the colonial government's criteria for the award of grants-in-aid to voluntary agency institutions.
- 7.2. State the sources of funds for voluntary agency schools.

### **7.1 Colonial Government's Grants-In-Aid to Voluntary Agency Institutions**

Even though the Missions first arrived in Nigeria in 1842, the Catholic missionary approach in the Eastern part of Nigeria was the adoption of Christian villages. These villages were based on the system of 'reductions' already practised successfully in South America, especially in Paraguay by the Jesuit missionaries.

In Nigeria, the Christian villages were made up of the missionaries and mainly slaves redeemed in the slave markets with funds provided from overseas.

In such villages, Christian ways of life were practised along with Western education. Naturally the Ibo pagans were contemptuous of such villages made up of 'slaves'. This therefore generated a lot of apathy if not antagonism. This is aptly demonstrated in Achebe's 'Things Fall Apart'. The missions shifted emphasis from 1906 to take the school to the villages. The new approach yielded more positive development.

The first government financial assistance to the missions was in 1877 when the annual sum of £200 was made available to each of the 3 missionary societies i.e. the CMS., Wesleyan Methodist Society and the Roman Catholic which were carrying out educational work in the colony of Lagos as shown in **figure 7.1**, which was then jointly administered with the colony of the Gold Coast (Ghana).



**Figure 7.1:** *Lagos Colony*

**Source:** <https://i.onthe.io/vllkyt3tk7hn9q5c1.d990fcfb.jpg>

The first Education Ordinance was enacted in 1882 and it outlined conditions under which grants to be made to schools was to be met. Grants were made for school buildings and teachers' salaries. The computation of grants for teachers' salaries was based on the following criteria:

- ❖ Grants for organization and discipline with special grants to schools which obtained a large percentage of passes and reached high standards of general excellence.
- ❖ A capitation pass grant for each subject.
- ❖ A capitation grant in proportion to the average attendance of the school. (**Phillipson. 1948**).

When Lagos and its hinterland were excised from the joint Gold Coast administration in 1887, a new Ordinance came into force and specified in greater detail the conditions under which grants were made.

The Board of Education was mandated to distinguish between grants to the various levels of education then viz infant primary, secondary and industrial schools. Grants of scholarships of £10 per annum each were to be given to brilliant children from poor homes to attend secondary schools.

As far back as 1890, the problem of un-certificated teachers had been noted. Reports had observed that a suitable education could not be obtained cheap and certainly not under the voluntary agency system which had pervaded the education enterprise in Nigeria. Government then began to establish government schools. The first government primary school was established in Benin in 1909 even though part of the running cost was borne by Benin chiefs.

Others followed in quick succession. The policy of the government of the Southern Protectorate was a government-controlled system as the aid to voluntary schools was small as only one mission school (Convent School Calabar) had received a government grant by 1909.

By 1909, when the first government secondary school (King's College, Lagos) was established, there were 40 government primary schools in the

South (6 in the Western Province, 18 in the central province and 16 in the Eastern Province).

Even though the schools were owned by government there were arrangements agreed upon with traditional rulers in the areas in which the schools were located to be responsible for erecting and maintaining school buildings and teachers' houses. The chiefs also contributed an annual subscription of £40 to £100 (one third of the cost of running the schools).

In addition, children from outside the district in which the school was located paid a fee of about 2 shillings a month while government supplied teaching staff, equipment and books. On the other hand, assisted schools were maintained with government grants, school fees and voluntary subscriptions made up of church collections and Mission contributions from abroad.

### **In-Text Question**

The first government primary school was established in Benin in 1909 even though part of the running cost was borne by Benin chiefs. True or false

### **In-Text Answer**

True

For a school to attract government grant, it had to meet some general requirements, e.g. permanent buildings, adequate staff who were effective and efficient, including adequate returns to government as requested and that there should be no profit element in the running of the school. When these were met, a grant of 3 shillings per pupil attending the school was



given.

This was in addition to another grant of 3 shillings per unit of attendance for organisation and efficiency. A third grants of 3 shillings per unit of attendance for individual passes at the annual examination in each of the compulsory and subsidiary subjects were also given. These were in addition to the annual grants to pay salaries of certificated teachers and also augment the salaries of pupil teachers.

There were also grants for general maintenance and buildings. As can be seen, the method of calculating grants was complex and also required adequate number of Education Inspectors not only to supervise individual schools, but also to conduct examinations annually in such schools to assess grants due to them.

So by 1912, even though there were 150 schools (both government and assisted /grants-aided), only 3 Provincial Inspectors and 3 Inspectors of Schools were available for the 3 Provinces. Grants for secondary schools were based on the results of the annual examination. There was also grant of up to 2 shillings per capita of students taught to sing from notes or modulators, 4 shillings for each student's attendance at school and also up to 3 shillings for organization and discipline.

#### **In-Text Question**

The first financial assistance from the Nigerian government to the Christian missions was in

- a. 1842
- b. 1877
- c. 1914
- d. 1981

### In-Text Answer

1877

## 7.2 Sources of Funds for Voluntary Agency Schools

However, even though there were no Government institutions established for the training of teachers, those run by the missions were not receiving grants up till 1912. By 1925 total expenditure on grants to schools was £35,390 but rose in 1929 as a result of increase in the number of assisted schools.

By this time, school fees were already being charged following **Lugard's** policy on education. While government schools charged six pence in the infant and one shilling in the primary department, the Missions charged slightly higher fees. The sources of funds for voluntary agency schools were:

1. Overseas contributions
2. School Fees
3. Contributions from the Central Church fund
4. Contributions from the local church
5. Donations by the school community
6. Grants from Native Authority Administration
7. Support from the then Colonial Government.

It soon became obvious that government responsibility for grants to schools continued to expand widely since no limits were placed on number of schools to be admitted into the assisted list. By 1930 expenditure on grants had risen to £ 109.268. This compelled the Governor in October 1930, to direct that annual allocation for grants be pegged at £85.00 per annum for 3 years. This meant that grant conditions had to be adjusted to availability of funds mainly.

In 1931-32, grants amounted to £81.236; by 1934/35 it went down to £78,196 but it then rose to £102.047 in 1938/39. It is also important to note that government, in the thirties, also transferred some primary schools to the Missions. For instance by 1936, 12 government schools had been transferred to the missions, 1 to a private individual and 2 to Native Administration.

By 1940 there were only 31 government primary schools as against 51 in 1930. While the average cost of a government school was put at £1000, this amount was sufficient for a Mission to run 20 good schools.

Mr. E.G. Morris who was Director of Education wrote in 1940 to describe the situation then in relation to financing:

“The present position is deplorable. For the last 6 years the grants-in-aid vote has been static but there has been such a demand for education for the mass of the people that the Missions have been forced to open hundreds of new schools without any assistance from the Government or the Native Administrations ... salaries of experienced and well-trained teachers could no longer be paid and they have had to make way for untrained men on far lower salaries. Inevitably, there has been such loss of efficiency and there is still an insistent clamour for new schools which the Missions are not in a position to provide”.

This picture remains true even 50 years later, with the situation of teachers and payment of their salaries.

The precarious financial position then prompted the Governor (Sir

**Bernard Bourdillon**) to send a dispatch to London for a vote of £26,000 to shore up conditions of service of teachers in Voluntary Agencies. The Secretary of State's response to **Bourdillon's** request condemned the system of grants-in-aid which lacked adequate safeguards and that the Voluntary Agencies' uncontrolled expansion of education drew government into heavier financial commitment.

A systematic development plan was therefore demanded and this was prepared by **Mr. Morris** and sent to London in November 1942. The plan which sought to stimulate the training of teachers as the basis of grants shifted to retention of trained teachers by voluntary agencies in their schools. The 1942 Education Ordinance (No 9 of 1942) brought the Northern and Southern Provinces of Nigeria under the control of a uniform Ordinance since 1926.

The Ordinance also introduced stricter controls on the opening of new schools by the Voluntary agencies and introduced uniformity in the registration of teachers in both the Northern and Southern Provinces. The system of grants-in-aid operated at two levels there was the fixed grants payable under the 1926 Code and the other to assist in the payment of teachers' salaries.

### **In-Text Question**

Which Ordinance brought the Northern and Southern Provinces of Nigeria under the control of a uniform Ordinance since 1926?

- a. Universal Education 2004
- b. Education Scheme 1976
- c. 1942 Education Ordinance
- d. 1924 Education Ordinance

### **In-Text Answer**

#### **1942 Education Ordinance**

The practice of government grants continued until 1970 to 1972 when the various state governments took over the running of primary schools from the voluntary agencies and assumed full responsibility. This was the prelude to the Federal Government's Universal Primary Education (UPE) scheme in 1976.

The seventies also witnessed the complete take-over of voluntary agencies' secondary schools by the various State Governments in Nigeria. The last decade has however seen the emergence of private fee-paying nursery, primary and secondary schools in Nigeria as a result of economic factors or what some analysts have regarded as the loss of confidence in the public system of education.

However, due to the introduction Universal Basic Education Act in 2004, the funding of basic education has been the responsibility of some organizations including government.

### **In-Text Question**

By 1940 there were only 31 government primary schools as against 51 in

- 
- a. 1925
  - b. 1930
  - c. 1935
  - d. 1940

### **In-Text Answer**

1930

## Summary of Study Session 7

In Study Session 7, you have learned that:

1. Even though the Missions first arrived in Nigeria in 1842, the Catholic missionary approach in the Eastern part of Nigeria was the adoption of Christian villages. These villages were based on the system of 'reductions' already practised successfully in South America, especially in Paraguay by the Jesuit missionaries. In Nigeria, the Christian villages were made up of the missionaries and mainly slaves redeemed in the slave markets with funds provided from overseas.
2. However, even though there were no Government institutions established for the training of teachers, those run by the missions were not receiving grants up till 1912. By 1925 total expenditure on grants to schools was £35,390 but rose in 1929 as a result of increase in the number of assisted schools.

## **Self-Assessment Questions (SAQs) for Study Session 7**

Now that you have completed this study session, you can assess how well you have achieved its Learning Outcomes by answering the following questions. Write your answers in your Diary and discuss them with your Tutor at the next study Support Meeting. You can check your answers with the Notes on the Self-Assessment questions at the end of this Module.

### **SAQ 7.1 (test learning outcome 7.1)**

Explain the colonial government's criteria for the award of grants-in-aid to voluntary agency institutions.

### **SAQ 7.2(test learning outcome 7.2)**

State the sources of funds for voluntary agency schools.

## Study Session 8: The Beginning of Tertiary Education (1932-60)



*Source:* <http://campusbuzz.com.ng/upload/media/entries/2016-01/07/33-0-477c513e9af279e16464558c0173ae65.jpg>

### Introduction

Having gone through the previous study session titled Grants-in-Aid and Educational Development, let us look at the beginning of tertiary education in Nigeria. Nigerians began travelling overseas to undertake degree and professional courses before the Government of Nigeria thought of establishing a tertiary institution in Nigeria that is, the Yaba Higher College. This study session deals with the early years of University education in Nigeria.



## Learning Outcomes for Study Session 8

At the end of this study session, you should be to:

8. 1. Discuss early years of tertiary education in Nigeria.
8. 2. Explain Ashby's Report: Investment in Education.

### 8.1 Early Years of Tertiary Education in Nigeria

The establishment of the Higher College Yaba in 1932 was significant as the first positive step towards providing tertiary education for Nigerians. Until then the post-secondary training was given only in agriculture at

- ❖ Moor Plantation, Ibadan
- ❖ Samaru near Zaria
- ❖ Veterinary laboratory, Von near Jos

When **Mr. E. R. J. Hussey** transferred from Uganda where he had established the Higher College, Makerere in 1925 to Nigeria in 1929 as Director of Education he observed;

The number of Europeans in posts in Nigeria, not only of senior but also of junior ranks, was very large, and that situation could not continue indefinitely. Indeed, British personnel were performing duties which already in other countries in Africa were being performed by Africans. It was obviously necessary to start an institution, which in the first instance would be a "Higher College" and develop in due course into a University.

Much as one of the objectives of the Yaba Higher College was eventual

attainment of external degrees of a British University, its establishment did not please the Nigerian nationalists who had persistently agitated for a University. Their objections arose from 4 observations viz:

1. The College was inferior to a University even though students admitted were those who had obtained exemption from London University Matriculation Examination and were therefore full University material;
2. The Diploma offered by the College was not recognised outside the country;
3. The Diploma was inferior as it only qualified its holders for junior positions in the Civil Service; and
4. The period for obtaining the diploma was the same (and in some even longer) as was required to obtain a degree in the University.

Protests and attacks continued to mount from nationalists but its effects were not remarkable. The students themselves began to agitate as some of their colleagues who had the same qualifications and who had travelled overseas to study in Universities returned with degrees and was employed in senior posts in the Civil Service.

The Second World War had a destabilizing effect on the College with the conscription of most of its lecturers and the take-over of its premises as a Military Hospital. The students were therefore moved from site to site (Yaba to Achimota 'Ghana' then to Umuahia and finally to Igboji till 1945 when they returned to Yaba.

In June 1943 the British Secretary of State set up the Asquith Commission which was to examine the desirability of University Education in the British Colonies, while the Elliot Commission was to examine the specific situation for Higher education in West Africa. The Reports were submitted

in 1944.

Based on the recommendations, the University College, Ibadan was established as an affiliate of the University of London in 1948. Dr. Kenneth Mellanby had arrived in 1947 in Nigeria and taken over the Yaba Higher College as the nucleus of the new College with a student population of 104.

By 1959 there was need for another review of post-secondary education.

### **In-Text Question**

University College, Ibadan was established as an affiliate of the University of London in \_\_\_\_\_

- a. 1948
- b. 1947
- c. 1946
- d. 1945

### **In-Text Answer**

1948

## **8.2 Ashby's Report: Investment in Education**

As a result of the incidence above, the Ashby Commission, under Sir Eric Ashby, was set up in April, 1959, to "conduct an investigation into Nigeria's needs in the field of post-Secondary School Certificate and higher education over the next twenty years". The report of the Commission christened "Investment in Education" was submitted a month before Independence in 1960. Its recommendations had two objectives:

1. To upgrade Nigerians who are already in employment but who need further education; and
2. To design a system of post-secondary education which will, as a

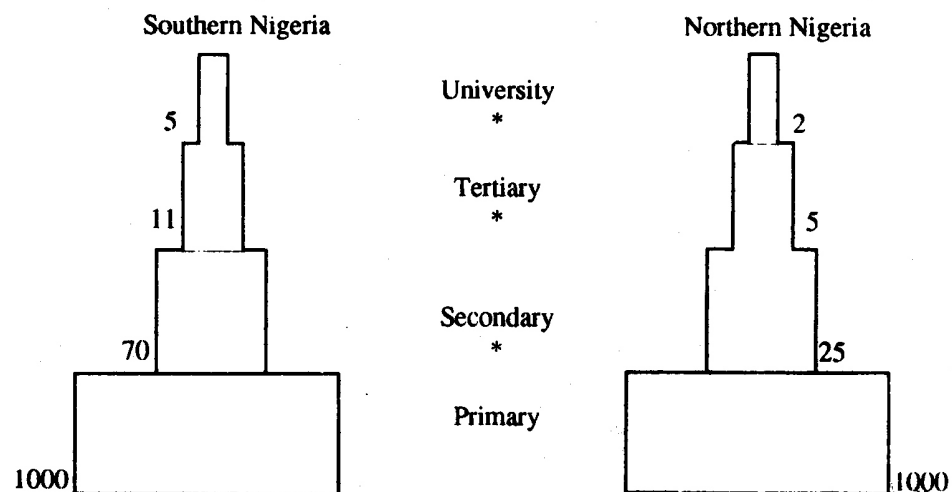
first objective, produce before 1970 the flow of high-level manpower which Nigeria is estimated to need; and to design it in such a way that it can be enlarged, without being re-planned, to meet Nigeria's needs up to 1980.

It has been argued that some of the recommendations of the commission were warped because of the preponderance of 'western' academics (3 Britons, 3 Americans and 3 Nigerians, who were themselves trained abroad).

They were:

Sir Eric Ashby	)
Sir J. F. Lockwood	) British
Dr. G.E. Watts	)
Prof. G. Gustavson	)
Prof. H.W. Harmah	) American
Prof. F. Keppel	)
Prof. K. O. Dike	)
Dr. Sanya Onabamiro	) Nigerian
Senator Shettima Kashim	)

The orientation of their recommendations was therefore Western European which did not suit a developing country on the threshold of Independence. The Commission recommended separate educational pyramids for the North and the South of Nigeria as illustrated in **figure 8.1** below:



*Figure 8.1: Educational pyramids for the North and the South of Nigeria*

The plan advocated massive teacher training programmes and enlarged physical facilities to cope with the expected numbers. There was also the need to upgrade teachers and improve their status and conditions of service. Even Ministries of Education were encouraged to establish strong Public Relations Departments which would create a respect for the teacher and interest in his work.

The Commission introduced the Sixth Form idea which has been phased out. It also endorsed the provision of NCE teachers for secondary schools, already begun in the Western Region with the Olunloyo Advanced Teachers' College, Ibadan which later metamorphosed into Adeyemi College of Education.

On Universities, the Commission recommended the establishment of the University of Lagos, integration of the Nigerian College of Arts, Science and Technology (NCAST) Ibadan to the University of Ibadan and the NCAST, Enugu to the new University of Nigeria, Nsukka, while NCAST,

Zaria should, with Ahmadu Bello College, Kano Agric Research Institute, Samaru, the Vet. Research Institute, Vom and the Institute of Administration, Zaria, form a new University.

### **In-Text Question**

The report of Ashby Commission christened "Investment in Education" was submitted a month before Independence in 1960. True or false

### **In-Text Answer**

True

These Universities which began in 1962 were to be independent and offer their own degrees, avoid duplication of courses and should specialise in studies peculiar to their geographical areas. Scholarships and bursaries for teacher training at Universities were also recommended.

In addition, the Commission also recommended the establishment of the National Universities Commission (N.U.C.) to secure funds from Government and to coordinate the activities of universities, a Governing Council for each university which should have undisputed control over the affairs of the university; the appointment of staff, the content of the Courses and the admission and examination of students".

The work of Ashy Commission is a landmark in Nigeria's educational history because:

1. The Commission broadened its terms to examine the interactive and influencing roles of the various levels of education - primary, secondary and tertiary.
2. The use of consultants ensured independent expert opinion.
3. The blend of the Commission's composition was all-embracing -

UK, USA, Nigeria.

4. The new Universities were expected to be truly Nigerian in outlook and content.
5. Teacher education was highlighted as a key role to educational development with the quality of teachers determining the educational output.
6. The new method recommended for financing education emphasized manpower development.

The Report of the Commission was discussed extensively within the country - by the Regional Ministries of Education, the Joint Consultative Committee on Education (JCC), Representatives of the University College, Ibadan, the Nigeria Union of Teachers (NUT), other institutions of higher learning, etc. This Report has become the basis of educational development for manpower in Nigeria.

Recently, the number of University we have in Nigeria has tremendously increased both federal, state and private own institutions of higher learning. For instance, in Africa, Nigeria has one of the oldest, biggest and most comprehensive university education systems (CODESRIA 2005).

Since 1948 when the first university was established till 1979, university education was on the exclusive list of the government, thereby leaving the establishment, funding and management in the hand of the federal government that have the exclusive right. For effective management of tertiary education in Nigeria, the Government of Nigeria has established a joint body that will be in charge of tertiary institutions.

### **Consolidation of tertiary institutions**

From the commencement of this Act, the 21 Federal Polytechnics (except the Yaba College of Technology and Kaduna Polytechnic which shall become ‘City Universities’) and the 20 Federal Colleges of Education shall be converted into campuses of neighbouring universities as may be directed by an order issued by the Minister and published in the *gazette*.

**Purpose clause**

The purposes of this Part of this Act are to –

1. To merge the National Universities Commission (NUC), the National Board for Technical Education (NBTE) and the National Commission for Colleges of Education (NCCE) into one body to be known as Tertiary Education Commission which shall be charged with the responsibility of regulating all Federal Government owned tertiary institutions in Nigeria;
2. To strengthen the Tertiary Education Commission to enable the body promote research and development in support of the industry in Nigeria;
3. Improve on the carrying capacity of the universities, particularly given their inability to accommodate a vast number of applicants;
4. To eliminate the desperate desire for University education as against other tertiary institutions;
5. To eliminate the perception that certain tertiary institutions are superior to others;



6. To reduce huge overhead cost by consolidating the supervisory agencies (National Universities Commission, National Board for Technical Education and National Commission for Colleges of Education); the Boards of the three Parastatals and 37 Governing Councils, Chief Executives, Registrars and other principal officers;
7. To improve funding to universities in area of infrastructural and instructional facilities, research, scholarly publications and staff training and development through the consolidation of Education Tax Fund intervention; and
8. To facilitate the creative use of underutilized physical assets by converting under-populated tertiary institutions into campuses of Innovative Enterprise Institutes.

### **Functions of the Commission**

The functions of the Commission shall include –

- a. To take over the functions which were before the commencement of this Act performed by the National University Commission, the National Business and Technical Education Board and the National Commission for Colleges of Education as they relate only to the training of high-level skilled manpower;
- b. To advise the President, the Governors of the States, through the Minister, on the creation of new universities;
- c. To prescribe minimum standards for all universities in the Federation and to accredit their degrees and other academic awards

in accordance with guidelines as may be laid down from time to time and approved by the President through the Minister;

- d. To prepare, after consultation with all Governments in Nigeria and the universities, the industry, the National Manpower Board and such other bodies as it considers appropriate short and long term master plans for the balanced and coordinated development of all universities in Nigeria and such plans shall include-

- (i) Promote research and development in support of the industry in Nigeria;

- (ii) The general programmes to be pursued by the universities in order to ensure that they are fully adequate to meet national needs and objectives;

- (iii) Recommendations for the establishment of new academic units in existing universities or the approval or disapproval of proposals to establish such academic units;

- e. To inquire into and advise the Federal Government on the financial needs, both recurrent and capital, of university education in Nigeria and, in particular, to investigate and study the financial needs of the university research and to ensure that adequate provision is made for this in the universities;

- f. To take into account, in advising the Federal and State Governments on university finances, such grants as may be made to the universities by State Governments and by persons and institutions in and outside Nigeria;

- g. To collate, analyse and publish information relating to university education in Nigeria and from other sources where such information is relevant to the discharge of its functions under this Act;

- h. To undertake periodic reviews of the terms and conditions of service of personnel engaged in the universities and to make recommendations thereon to the Federal Government where appropriate;
  - i. To make recommendations to the Minister on the regulations necessary to stem the prevalence of all forms of social ills such as examination malpractices, cultism and sexual harassment in tertiary education institutions in Nigeria and ensure that offenders under regulations made by the Minister are prosecuted by the appropriate authority under the appropriate law;
  - j. To recommend to the visitor of a university that a visitation be made to such university as and when it considers it necessary;
  - k. To act as the agency for channelling all external aid to the universities in Nigeria;
  - l. With the approval of the Minister, to invest its funds in any form of investments and securities in accordance with the appropriate law; and
  - m. To carry out such other activities as are conducive to the discharge of its functions under this Part; and
- 2 In the exercise of the powers conferred on the Commission under subsection (1) of this section, the Commission shall have regard to the matters mentioned in schedule 4 of this Act.

3. Without prejudice to the provision of any other law, the Commission shall have the power to develop and maintain minimum standards in tertiary education institutions in Nigeria.
- 4 The Commission may recommend to the National Council of Ministers through the Minister the need to take any of the following actions with respect to any tertiary education institution in Nigeria-
  - a. Institute a Visitation Panel;
  - b. Suspend or withdraw its operating licence; or
  - c. Any other action as the Commission may deem fit in the circumstances.

However, in 1979, the constitution was amended and university education was now put on the concurrent list of the government, which means that both federal and state government can now establish and own its university. It was from this time that various states started signifying intention to establish their own state universities named after them.

From this time, it was becoming evidently clearer to the federal government that, funding university education effectively may be difficult for the federal government alone. University is a place where skilled manpower of various capacities is being trained and also an avenue to develop human capital needed to sustain the economy. Since 1948 to date, government has more than 30 federal universities and 34 states universities that have been established.

This transcends that there are some states in the country that do not have federal government university so also not all the states have state-owned university, despite the critical role of knowledge in economic development of a nation.

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**Activity 8.1**

***Time Duration: 30 Minutes***

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Write out ten (10) Universities and their year of establishment in Nigeria.

### **Summary of Study Session 8**

In Study Session 8, you have learned that:

1. The establishment of the Higher College Yaba in 1932 was significant as the first positive step towards providing tertiary education for Nigerians. Until then the post-secondary training was given only in agriculture at
  - ❖ Moor Plantation, Ibadan
  - ❖ Samaru near Zaria
  - ❖ Veterinary Laboratory, Von near Jos
2. As a result of the incidence above, the Ashby Commission, under Sir Eric Ashby, was set up in April, 1959, to "conduct an investigation into Nigeria's needs in the field of post-Secondary School Certificate and higher education over the next twenty years". The report of the Commission christened "Investment in Education" was submitted a month before Independence in 1960.

### **Self-Assessment Questions (SAQs) for Study Session 8**

Now that you have completed this study session, you can assess how well you have achieved its Learning Outcomes by answering the following questions. Write your answers in your Diary and discuss them with your Tutor at the next study Support Meeting. You can check your answers with the Notes on the Self-Assessment questions at the end of this Module.

**SAQ 8.1(test learning outcome 8.1)**

Discuss early years of tertiary education in Nigeria.

**SAQ 8.2( test learning outcome 8.2)**

Explain Ashby's Report: Investment in Education.

## **Study Session 9: Political Development and Education**

### **Introduction**

Since the beginning of tertiary education in Nigeria had been successfully gone through in the previous study session, in this study session therefore, political development and education will be examined. The first National Development Plan for Nigeria was scheduled for 1955-60 and Education was an integral part.

The World Bank mission identified the need for trained and qualified teachers as the foundation for sound educational development. There was rapid expansion of education at the primary level. This trend led to the Universal Primary Education (UPE) which was introduced in 1976. This was the precursor to the adoption of the National Policy on Education in Nigeria.

### **Learning Outcomes for Study Session 9**

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

9. 1. Explain how constitutional reforms in Nigeria influenced educational development before independence.
9. 2. Discuss reforms in the administration and management in primary education in Nigeria.

## 9.1 Constitutional Reforms in Nigeria on Educational Development

As mentioned earlier in study session 6, the Education Act No 17 of 1952 reflected political changes brought about by the Macpherson Constitution. The Law was adopted for the country as a whole and it made Education a Concurrent subject on which both the central government and the regional governments could legislate.

At the instance of both the Governments of Nigeria and the United Kingdom, the International Bank for Reconstruction and Development (IBRD) (otherwise known as the World Bank) sent a mission to Nigeria in 1953 "to assess the resources available for future development in the major sectors of the economy and to make recommendations for practical steps to be taken including the timing and coordination of development activities".

### In-Text Question

The Governments of Nigeria and the United Kingdom, the International Bank for Reconstruction and Development (IBRD) (otherwise known as the World Bank) sent a mission to Nigeria in \_\_\_\_

- a. 1953
- b. 1950
- c. 1952
- d. 1951

### In-Text Answer

1953



The Report of the mission formed the basis of Nigeria's first Development plan 1955-60 and the chapter on education also outlined the trend of educational development during the same period. The Report highlighted the provision of qualified teachers as the pivot of education development, beginning at the primary level. For instance, the Mission observed that there were 42,000 primary school teachers in Nigeria in 1953 but that two-thirds of them were not qualified.

Even those who were qualified consisted of holders of Teachers Grade III Certificate, Grade II Certificate and a few Grade 1 Certificates. There was urgent need for expansion but the Report cautioned that a proper balance had to be maintained between rapid expansion, of educational facilities and adequate standards of instruction.

However, the solutions applied by the various Regions to the problems varied. For example, the Western Region had announced that free primary education would begin on 1 January, 1955, with

- ❖ A reduction of primary school duration from 8 years to 6 years
- ❖ 100% enrolment target to be reached by 1959
- ❖ An increase of 300% in the output of Grade 3 teachers
- ❖ An increase of 50% in the output of Grade 2 teachers

The Eastern Region also announced ambitious plans similar to the West in education. With the revision of the 1951 Macpherson Constitution in 1954, education had become a residual subject on which each Region could legislate at both primary and secondary education level.

This led to the variety of Education Laws, 1954 (No 6 of 1955 for Western Region); 1956 (No 28 of 1956 for Eastern Region); 1956 (No 17 of 1956 for; Northern Region) and the Education (Lagos) Act, 1957 (No 26 of 1957) for the Federal Government.

In the Ashby Report - Investment in Education- in the previous study session, it was observed that the Report had guided the development of

primary school education. In both the Western and Eastern Regions where universal primary education programmes had begun in varying forms, problems were already emerging.

However the Federal Government promulgated a Decree in 1972 which transferred Education (other than Higher Education) to the Concurrent Legislative List, therefore, enabling both the Federal and State Governments to legislate on it provided that "if any law enacted by the Legislature of a Region is inconsistent with any law validly made by Parliament, the law made by Parliament shall prevail and the Regional Law shall, to the extent of the inconsistency be void".

However, reservations were expressed that such legislations would not be constituting constraints thus preventing individual States from making provisions to meet local educational exigencies. The intention of the Federal Government was to establish a common education law policy and curricula despite the nation's size, geography, history and culture.

The year 1976 was a landmark in provision of education in Nigeria with the launching of the Universal Primary Education (UPE). It was expected to become compulsory in 1979. One major thrust of the programme was to address the imbalance in the education system in the country. It was to be an entirely Federal Government funded system especially with the boost in petroleum sales at that time.

### **In-Text Question**

When was the year that a landmark in provision of education in Nigeria with the launching of the Universal Primary Education (UPE).

- A. 1976
- B. 1979

- C. 1954
- D. 1987

### **In-Text Answer**

1979

The sequence of events in the implementation of the programme repeated the 1955 Western Region experience of free primary education in 1955 beginning with an embarrassing higher enrolment of pupils in Primary One, to much higher costs than envisaged in the plan. Even with the introduction of 6-3-3-4. The problems are still insurmountable especially in the face of dwindling financial resources.

Even though the Federal Government transferred the management of primary schools to the Local Governments in January 1991, experience has revealed many dimensions which were not thought of at the time of making the decision.

For instance, there was no evidence that the Local Governments were consulted in advance; there was no adequate financial arrangement even though the Federal Government seized the opportunity to free Local Governments from the State Governments as the third tier of government effectively. The result was that some Local Governments were unable to pay teachers' salaries for months.

The conflict generated by the non-payment of teachers' salaries distracted the top management of Local Government Councils from their primary responsibility of establishing themselves effectively and planning for the all-round development of the Local Government Areas.

### **In-Text Question**

Nigeria's first Development Plan covered the period

- a. 1914-18
- b. 1960-65
- c. 1950-55
- d. 1955-60

**In-Text Answer**

1955-60

## **9.2 Reforms in the Administration and Management of Primary Education in Nigeria**

However, the Government has taken another concrete step by high jacking the administration of primary school from local government and turning it to collective responsibility of both State and Federal Government. This came in being as a result of situation that calls for immediate action in taking the step to solving the problem and to have a clear perspective of these factors is necessary for the conditions under which specific reform policies and programmes have failed or succeeded.

In the light of this, the introduction of Universal Basic Education Act which came into being in 2004, which seems to have altered the 6-3-3-4 education system in favour of a 9 – year Basic Education Programme. That is both 6 years in primary and 3 years in junior secondary have been joined together to form basic education.

The Act whose provision seeks to reinforce the national Primary Education goals and set targets for attaining primary Education within the Global Education for All (EFA) and Millennium Development Goals (MDGs) context by year 2015. It provides for free and compulsory universal basic Education for all children of primary and junior secondary ages in Nigeria. More so, the Act also makes primary education tuition-

free, universal and compulsory.

### **In-Text Question**

The Government has taken another concrete step by high jacking the administration of primary school from local government and turning it to collective responsibility of both State and Federal Government. True or false

### **In-Text Answer**

True

Administration and management of Basic Education is the collective responsibility of both the State Government which is under the supervision of the State Universal Basic Education Boards and the Federal Government through the Universal Basic Education Commission has an oversight functions with respect to policy formulation, quality assurance including curriculum development.

Some capital projects are however jointly funded through the UBE Matching Grants and other international organization support funds. The 9-year Basic Education Programme is a major reform recently initiated by Government to universalize access and participation in basic Education in Nigeria with an extended scope to include the first three years of Junior Secondary Education.

This is in line with 1948 United Nations Human Right Act which provides that access to functional quality primary Education is a fundamental human right of all citizen.

The Universal Basic Education Commission is saddled with the following responsibilities according to the Compulsory, Free Universal Basic Education Act of 2004.

The functions of the Commission shall be to:

- (a) Formulate the policy guidelines for the successful operation of the universal basic education programme in the Federation;
- (b) Receive block grant from the Federal Government and allocate to the States and Local Governments and other relevant agencies implementing the Universal Basic Education in accordance with an approved formula as may be laid down by the Board of the Commission and approved by the Federal Executive Council:

Provided that the Commission shall not disburse such grant until it is satisfied that the earlier disbursements have been applied in accordance with the provisions of this Act;

- (c) Prescribe the minimum standards for basic education throughout Nigeria in line with the National Policy on Education and the directive of the National Council on Education and ensure the effective monitoring of the standards;
- (d) Enquire into and advise the Federal Government on the funding and orderly development of basic education in Nigeria;
- (e) Collate and prepare after consultation with the States and Local Governments, and other relevant stakeholders, periodic master plans for a balanced and co-ordinated development of basic education in Nigeria including areas of possible intervention in the provision of adequate basic education facilities which include:
  - (i) Proposals to the Minister for equal and adequate basic education opportunity in Nigeria;
  - (ii) The provision of adequate basic education facilities in Nigeria; and
  - (iii) Ensure that the Basic National Curricula and Syllabi and other necessary instructional materials are in use in early childhood care and development centres, primary and junior secondary schools in Nigeria;

- (f) Carry out in concert with the States and Local Governments at regular intervals, a personnel audit of teaching and non-teaching staff of all basic education institutions in Nigeria;
- (g) Monitor Federal inputs into the implementation of basic education;
- (h) Present periodic progress reports on the implementation of the universal basic education to the President through the Minister;
- (i) Co-ordinate the implementation of the universal basic education related activities in collaboration with non-governmental and multi-lateral agencies;
- (j) Liaise with donor agencies and other development partners in matters relating to basic education;
- (k) Develop and disseminate curricula and instructional materials for basic education in Nigeria;
- (l) Establish a basic education data bank and conduct research on basic education in Nigeria;
- (m) Support national capacity building for teachers and managers of basic education in Nigeria;
- (n) Carry out mass mobilisation and sensitisation of the general public and enter into partnerships with communities and all stakeholders in basic education with the aim of achieving the overall objectives of the Compulsory Free Universal Basic Education in Nigeria;
- (o) Carry out such other activities that are relevant and conducive to the discharge of its functions under this Act; and
- (p) Carry out such other functions as the Minister may, from time to time, determine.

The National Policy on Education (already discussed in Course EME 102) enunciates free education for every child for the first 9 years of school i.e. from Primary to JSS III.

However, experience has shown that this is not practicable for as long as the national economy remains precarious. The issue of 9 years basic education bring about new means of financing this type of education. The act stated the following as the major sources of financing basic education.

- (a) Federal Government block grant of not less than 2% of its Consolidated Revenue Fund;
- (b) Funds or contributions in form of Federal guaranteed credits; and
- (c) Local and international donor grants.

For more than 25 years since the first military coup-de-etat in 1966, Nigeria has not had more than 5 years of civilian rule (1979-1983) but despite various obstacles, the civilian administration is now running continuously for about 15 years.

All the same, much of the problems encountered in the education sector today had their roots in the policies of the Second Republic civilian administration which featured poorly planned and unmanageable programmes without consideration for quality and unclear answers to the question: education - to what end?

The policies merely followed the social demand populist approaches without adequate consideration for the costs. This is where the Third Republic civil administrators must handle education with pragmatic approaches which consider all other variables for national development.

#### **In-Text Question**

The National Policy on Education (already discussed in Course EME 102) enunciates free education for every child for the first \_\_\_\_\_ years of school i.e. from Primary to JSS III.

- a. 6
- b. 9
- c. 12
- d. 7



### **In-Text Answer**

9

### **Summary of Study Session 9**

In Study Session 9, you have learned that:

1. As mentioned earlier in study session 6, the Education Act No 17 of 1952 reflected political changes brought about by the Macpherson Constitution. The Law was adopted for the country as a whole and it made Education a Concurrent subject on which both the central government and the regional governments could legislate.
2. In the light of this, the introduction of Universal Basic Education Act which came into being in 2004, which seems to have altered the 6-3-3-4 education system in favour of a 9 – year Basic Education Programme. That is both 6 years in primary and 3 years in junior secondary have been joined together to form basic education.

### **Self-Assessment Questions (SAQs) for Study Session 9**

Now that you have completed this study session, you can assess how well you have achieved its Learning Outcomes by answering the following questions. Write your answers in your Diary and discuss them with your Tutor at the next study Support Meeting. You can check your answers with the Notes on the Self-Assessment questions at the end of this Module.

**SAQ 9.1(learning outcome 9.1)**

Explain how constitutional reforms in Nigeria influenced educational development before independence.

**SAQ 9.2(learning outcome 9.2)**

Discuss reforms in the administration and management in primary education in Nigeria.

## **Study Session 10: The National Policy on Education and its Implementation**

### **Introduction**

The National Policy on Education has been extensively discussed in the course: EME 102 - Basic Concepts in Educational Planning and Administration. As you are now aware, the Policy was first published in 1977 and revised in 1981. After more than a decade it is proper to cast a backward look to enable us assure ourselves that the Policy is still on track and what modifications may be deemed necessary.

In the light of this, an attempt shall be made to look at the problems of implementing the policy on education at Pre-Primary and Primary Education.

### **Learning Outcomes for Study Session 10**

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

10.1 Identify the major problems encountered in the implementation of the National Policy on Education at the Pre-primary.

10.2 Discuss the problems of implementation policy on education at Primary school levels.

### **10.1 Problems of Implementing Policy on Education at the Pre-Primary**

This level of the Education sector has been restricted to private entrepreneurship since it caters for the age range (3 to 5+). That is, most of

the private schools in the country have such education for the children below age 6. They operate it as crèche Kindergarten, Pre-Nursery and Nursery. The immediate import of this is that government has little or no control (except for occasional inspections for quality) over all these pre-primary institutions.

There is, therefore, so much variety at this level. Some charge tuition fees as high as ₦1 000 per annum, some have degree graduate staff while others are mere day-care centres. Still more and more schools have continued to flourish. This is evidence of the premium placed by Nigerians on education. The junior staffs of today struggle to ensure that his children are exposed to the best of education.

Even though the proprietors recruit their own staff, the expected mobility of teachers from pre-primary schools into State schools and vice-versa has not been achieved. This has to do with the teachers' conditions of service which up till now makes no provision to accommodate such mobility.

### **In-Text Question**

The pre-primary level of the education sector has been restricted to private entrepreneurship since it caters for the age range (3 to 5+). True or false

### **In-Text Answer**

True: That is, most of the private schools in the country have such education for the children below age 6

Even the Civil Service Reforms (1988), which also advocated mobility of top management staff in the private sector into the public sector and vice-versa, has not achieved this desired intention.

The Policy Implementation Blueprint harps on the registration of teachers at the pre-primary school level but there are snags. First, the modus for registration must be made clear. The classification which has existed was a carry-over from the 1926 Education Ordinance in which government took the initiative to register teachers. Since then the country has seen several seasons.

Registration of professionals has always been the responsibility of each association which enunciates the conditions of registration. By 1926 the highest teaching qualification in Nigeria was the Elementary Certificate (the equivalent of the Teachers' Grade 2 Certificate).

There are now ACE teachers, NCE teachers, OND and HND teachers, first degree and postgraduate degree teachers, whereas, the lowest qualification for teaching in pre-primary or primary is NCE. In some countries those who teach in tertiary institutions are classified as teachers while they are regarded as lecturers here.

### **In-Text Question**

The lowest qualification for teaching in pre-primary or primary is

- 
- (a) NCE
  - (b) OND
  - (c) HND
  - (d) None of the above

### **In-Text Answer**

NCE

While the Policy advocates that the language of instruction in pre-primary institutions should be the language of the immediate community, this has not been the practice. Rather, English language has been adopted by the schools since parents who send their children there do so with the full intention of giving their wards a head-start in education through early mastery of English language usage.

The known route is for the children to pass from the pre-primary school into a fee-paying primary school to enhance their passing the Common Entrance Examination into the elite Federal Government Secondary Schools, where the standards are way ahead of State Secondary Schools.

In producing suitable textbooks with Nigerian background, the efforts of the National Book Development Council and later the Nigerian Educational Research and Development Council have not made such impact in the last 15 years since the Policy was first published.

It is my considered opinion that this would have been achieved faster if government had liaised with private entrepreneurs and given them needed incentives to produce suitable books. Because of this dearth of reading materials with national flavouring, the pupils are still provided foreign cultural norms and practices through the use of English.

### **In-Text Question**

In some countries those who teach in tertiary institutions are classified as teachers while they are regarded as \_\_\_\_\_ in Nigeria.

- A. Lecturers
- B. Scholar
- C. Facilitators
- D. Assistant

### **In-Text Answer**

Lecturers

## **10.2 Problems of Implementing Policy on Education at Primary School Levels**

The greatest problem facing the Primary School system is the provision of qualified teachers to teach the prescribed curriculum in the schools. Areas of such lack include Mathematics, Science, Health and Physical Education, Moral and Religious Instruction, Agriculture and Home Economics.

The training of teachers in these specialist areas take place now in the Colleges of Education and the supply has not even met the needs of secondary schools for which NCE graduates are now targeted.

Another problem encountered in the implementation is the use of Continuous Assessment. It is hoped that the Primary School Leaving Certificate Examination would be abolished in favour of a 100% Continuous Assessment for certification of the Primary School Course. Besides, there are other problems of logistics, equipment and facilities.

### **In-Text Question**

The greatest problem facing the Primary School system is the provision of qualified teachers to teach the prescribed curriculum in the schools. True or false

### **In-Text Answer**

True: there are lack of teachers in fields like Mathematics, Science, Health and Physical Education, Moral and Religious Instruction, Agriculture and Home Economics.

With the stock of documentation of the Primary education system expected, there are likely administrative problems keeping records in such volume over time.

The way out would be to computerise the Continuous Assessment procedure for its capacity to efface the rampant cheating in school examinations and other forms of malpractices which have to be contended with as long as examinations are held. Moreover, it would remove examination consciousness from our teaching/learning process in primary schools.

Although the Implementation Blueprint for Policy had saddled the National Book Development Council (NBDC), the Nigeria Educational Research Council (NERC) and other bodies with the provision of suitable books that would meet the primary school curriculum, this has remained an uphill task.

The merger of NBDC with NERC as Nigeria Educational Research and Development Council (NERDC) coupled with the effects of economic stabilisation measures impeded the rate of implementation. Only a few texts, especially English and Mathematics, for the primary schools have been provided and even these are not in sufficient quantity to meet the needs of schools.

The World Bank has assisted the country in getting Local publishers and local authors to produce suitable books for Primary schools in a number of subjects. This had made the texts more relevant to the environment of the children.

### **In-Text Question**

One of these is not the problem of implementing policy on education at primary school levels



- A. lack of suitable book for teaching
- B. lack of teachers in different fields
- C. administrative problem of keeping records
- D. lack of students

#### **In-Text Answer**

Lack of students

The average class size should be 40 pupils per teacher and even though this is adhered to mainly in the rural areas the story is pathetic in the urban areas where, for lack of adequate infrastructure, 2 or 3 classes of 40 pupils are lumped together in one room under the supervision of 2 or 3 teachers. The result has been classes of up to 100 pupils being taught by one teacher at a time.

Corruption is also one of the problems that are hindering the implementation of the policy. This does come in many ways such as misappropriation of funds, personalizing the funds of the organization to mention but a few.

#### **In-Text Question**

The implementation of the 6-3-3-4 system was hampered by

- (a) Prevailing political climate
- (b) Problems of infrastructure
- (c) Insufficient financial provisions
- (d) All of the above

#### **In-Text Answer**

All of the above

## Summary of Study Session 10

In Study Session 10, you have learned that:

1. This level of the Education sector has been restricted to private entrepreneurship since it caters for the age range (3 to 5+). That is, most of the private schools in the country have such education for the children below age 6. They operate it as crèche Kindergarten, Pre-Nursery and Nursery.  
The immediate import of this is that government has little or no control (except for occasional inspections for quality) over all these preprimary institutions.
2. The greatest problem facing the Primary School system is the provision of qualified teachers to teach the prescribed curriculum in the schools. Areas of such lack include Mathematics, Science, Health and Physical Education, Moral and Religious Instruction, Agriculture and Home Economics.

## Self-Assessment Questions (SAQs) for Study Session 10

Now that you have completed this study session, you can assess how well you have achieved its Learning Outcomes by answering the following questions. Write your answers in your Diary and discuss them with your Tutor at the next study Support Meeting. You can check your answers with the Notes on the Self-Assessment questions at the end of this Module.

### SAQ 10.1 (test learning outcome 10.1)

Identify the major problems encountered in the implementation of the National Policy on Education at the Pre-primary.

**SAQ 10.2 ( test learning outcome 10.2)**

Discuss the problems of implementation policy on education at Primary school levels.

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