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**LA THÈSE A ÉTÉ  
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DEVELOPMENT AND CHANGE IN TEACHER EDUCATION  
IN BENDEL STATE, NIGERIA, 1963-1976

by Samuel S. Obidi

Thesis presented to the School of  
Graduate Studies of the University  
of Ottawa in partial fulfilment of  
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## CURRICULUM STUDIORUM

Samuel S. Obidi was born on October 6, 1941, at Igarra, Bendel State, Nigeria. He received the Bachelor of Arts honours degree in History with Government from the University of Ife, Ile-Ife, Nigeria, in 1966 and the Post-graduate Diploma in Education from the University of Ibadan, Ibadan, Nigeria, in 1970. He received the Master of Education degree in Educational Foundations from the University of Manitoba, Winnipeg, Canada, in 1973. The title of his thesis for the Master's degree was: Population Trends and Education in Nigeria.

## TABLE OF CONTENTS

Chapter	page
INTRODUCTION . . . . .	x
I.- EDUCATION IN NIGERIA BEFORE 1963 . . . . .	1
1. Traditional Education	2
2. Islamic Education	12
3. Christian Missionaries and Education in Nigeria	19
4. Government's Involvement in the Education Enterprise, 1882-1959	34
5. Education in an Independent Nigeria, 1960-1963	46
II.- TEACHER EDUCATION FACILITIES UNDER REVIEW IN BENDEL STATE, 1963-1967 . . . . .	54
1. The Phasing Out of Grade Three Teacher Training Colleges	55
2. The Retention of Grade Two Teacher Training Colleges	61
3. The Closure of the Rural Training Centre at Asaba	68
4. General Problems in the Inherited System	73
III.- THE EXPANSION OF TEACHER EDUCATION FACILITIES, 1967-1976 . . . . .	83
1. Urgent Need for the Expansion of Teacher Education Facilities	85
2. Reforms and Expansion of Grade Two Teacher Training Colleges	88
3. Provision for the Training of Primary School Headmasters	106
4. New Provision for the Education of Grade One Teachers	115
IV.- TEACHER EDUCATION CURRICULUM, 1963-1967: A COLONIAL HERITAGE . . . . .	126
1. Objectives of the Curriculum	127
2. The Preponderance of Literary Subjects	129
3. Professional Preparation of Students	134
4. Evaluation of Students	137
V.- MODERNIZATION OF THE CURRICULUM, 1967-1976 . . . . .	145
1. Factors which Influenced Curriculum Modernization	146
2. Enlargement of Curricular Objectives	151

TABLE OF CONTENTS

v

Chapter	page
3. A Blend of Literary and Science Subjects	157
4. New Direction in Professional Preparation	164
5. Changes and Innovations in the Method of Evaluation	175
VI.- STAFF IN TEACHER TRAINING INSTITUTIONS, 1963-1976: QUANTITATIVE AND QUALITATIVE POSITION	185
1. Quantity and Quality of Teachers, 1963-1969	186
2. Quantitative Changes, 1969-1976	195
3. Qualitative Improvement, 1969-1976	201
VII.- TEACHER EDUCATION ADMINISTRATION, 1963-1968: THE INHERITED PATTERN	207
1. The Government of Voluntary Agency Teacher Training Colleges	209
2. The Government of Local Education Authority Teacher Training Colleges	213
3. The Purpose of an Advisory Board of Education	220
4. The Role of the Ministry of Education	223
VIII.- THE UNIFICATION OF TEACHER EDUCATION ADMINISTRATION, 1968-1976	231
1. The Establishment of State and Local School Boards, 1968: A Temporary Measure	233
2. Government Take-Over of all Teacher Training Institutions	252
IX.- FINANCING OF TEACHER EDUCATION, 1963-1976: REFORMS OF THE INHERITED METHOD	300
1. The Inherited Method, 1963-1968	302
2. Reforms of the Inherited Method, 1968-1976	321
SUMMARY AND CONCLUSIONS	354
BIBLIOGRAPHY	361
Appendix	
1. ABSTRACT OF <u>Development and Change in Teacher Education in Bendel State, Nigeria, 1963-1976</u>	393

## LIST OF TABLES

Table	page
I.- Enrolment in Grade Three Teacher Training Colleges in the Mid-Western Region of Nigeria by Province and Sex, 1962-1964 . . . . .	58
II.- Enrolment in Grade Two Teacher Training Colleges in the Mid-Western Region of Nigeria, 1962-1967 . . . . .	65
III.- Number of Students in Grade Two Teacher Training Colleges by Sex, 1962-1967 . . . . .	67
IV.- Enrolment in Grade Two Teacher Training Colleges by College and Sex, 1974-1975 . . . . .	100
V.- Enrolment in Grade Two Teacher Training Colleges, 1967-1975 . . . . .	103
VI.- Enrolment in Grade Two Teacher Training Colleges by Sex, 1967-1975 . . . . .	104
VII.- Headmasters' Institute, Benin City: Results of the Associateship Certificate in Education (External), Ibadan University, 1969-1972 . . . . .	114
VIII.- Student Enrolment in the College of Education, Abraka, Bendel State, 1969-1976 . . . . .	121
IX.- Distribution of Studies in Grade Two Teacher Training Colleges in 1972, Showing Total Number and Percentage of Students Taking Instruction in Subject . . . . .	159
X.- Distribution of Studies in the Headmasters' Institute, Benin City, 1972 . . . . .	169
XI.- Distribution of Studies in the College of Education, Abraka, 1971 . . . . .	171
XII.- Mid-Western State of Nigeria, Ministry of Education: Subject Groupings, 1975 . . . . .	179
XIII.- Number of Teachers in Teacher Training Colleges in the Mid-Western State of Nigeria by Qualification, 1964-1972 . . . . .	187

LIST OF TABLES

vii

Table	page
XIV.- Number of Teachers in Teacher Training Colleges in the Mid-Western State of Nigeria by Qualification and Sex, 1964-1972 . . . . .	190
XV.- Number of Teachers in Teacher Training Colleges in the Mid-Western State of Nigeria by Qualification, Nationality, and Sex, 1971-1972 . . . . .	198
XVI.- Proprietorship of Teacher Training Colleges in the Mid-Western State of Nigeria, 1964-1968 . . . . .	216
XVII.- Number of Non-Government Teacher Training Colleges in Mid-Western Nigeria Controlled by School Boards, 1969 . . . . .	238
XVIII.- Change of Names of Grade Two Teacher Training Colleges in Bendel State in 1974 . . . . .	271
XIX.- Annual Recurrent Expenditure on Education in the Mid-Western State of Nigeria, 1967-1968 . . . . .	307
XX.- Recurrent Expenditure on Teacher Training Institutions in the Mid-Western State of Nigeria, 1963-1968 . . . . .	309
XXI.- Estimates of Average Annual Recurrent Costs Per Student in Teacher Training Colleges in Mid-Western Nigeria, 1965 and 1967 . . . . .	311
XXII.- Distribution of Capital Expenditure on Education in Mid-Western Nigeria, 1963-1968 . . . . .	315
XXIII.- Comparison of Capital Expenditure with Recurrent Expenditure for Teacher Training Colleges in Mid-Western Nigeria, 1963-1968 . . . . .	317
XXIV.- Approved Fees Chargeable in Grade Two Teacher Training Colleges in the Mid-Western State of Nigeria, 1973 . . . . .	325
XXV.- Annual Recurrent Expenditure for Education in the Mid-Western State of Nigeria, 1970-1971 . . . . .	330

LIST OF TABLES

viii

Table	page
XXVI.- Recurrent Expenditure for Teacher Training Institutions in the Mid-Western State of Nigeria, 1968-1973 . . . . .	331
XXVII.- Estimates of Average Annual Recurrent Costs Per Student in Teacher Training Institutions, Mid-Western State of Nigeria, 1968 and 1971 . . . . .	333
XXVIII.- Recurrent Expenditure for the Headmasters' Institute and the College of Education, Bendel State of Nigeria, 1973-1976 . . . . .	337
XXIX.- Capital Expenditure for Teacher Training Institutions in Bendel State of Nigeria, 1968-1976 . . . . .	340
XXX.- Comparison of Capital Expenditure with Recurrent Expenditure for the Headmasters' Institute and the College of Education in Bendel State of Nigeria, 1975-1976 . . . . .	347

LIST OF CHARTS

Chart	page
1. The Ministry of Education in the Mid-Western State of Nigeria, 1963-1968 . . . . .	225
2. The Ministry of Education and the School Boards in the Mid-Western State of Nigeria, 1968-1973 . . . . .	245
3. The Ministry of Education in the Mid-Western State of Nigeria, 1968-1973 . . . . .	250
4. The Ministry of Education and the Boards of Education in Bendel State of Nigeria, 1973-1976 . . . . .	276
5. The Ministry of Education in Bendel State of Nigeria, 1973-1976 . . . . .	292

## INTRODUCTION

In Nigeria, teacher education has become a big enterprise in which the Federal and State Governments have become increasingly interested. The system has not developed overnight, but has evolved and changed over a number of years.

The first teacher-training colleges in Nigeria were built by Christian missionaries who came from the Western world in the nineteenth century. Initially, these institutions trained teachers for schools and for evangelical or catechetical work. After 1929, the central Government reoriented and reorganized training colleges to prepare teachers primarily for Nigeria's educational system.

In 1951, education became a regional (now State) subject, organized and administered under a Minister (now Commissioner). As a result, all education, except higher education which was on the concurrent list and some Federal institutions, became the responsibility of Regional Governments. The main effect of regionalization on education was probably the release of a fresh energy in both Eastern and Western Regions to provide primary education and to increase the supply of trained teachers. In 1955, free universal education, otherwise known as Universal Primary Education (U.P.E.), was introduced in the Western Region when Bendel State was part of that Region. The introduction of such a vast programme

required a massive expansion of teacher training facilities to train and supply a large number of teachers.

When Bendel State (former Mid-Western Region) was created in 1963,<sup>1</sup> it inherited the system of teacher education from the former Western Region. The system has since witnessed dramatic changes in terms of expansion of facilities, provision of new training institutions, and reforms of curriculum and administration.

#### 1. The Problem.

The purpose of this research is to consider the main phases in the development of teacher education in Bendel State, Nigeria, from 1963 to 1976 inclusive, that is, from the creation of the State in 1963 until data could be collected satisfactorily in 1976. Three main questions were borne in mind while investigating the subject: What was the system of teacher education in the State before 1967? (since 1967 appears to be a turning point in innovations). What were the outstanding reforms carried out in the system from 1967 to 1976? What were the factors that influenced those reforms?

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<sup>1</sup> Federation of Nigeria, Federal Government, Mid-Western Region (Transitional Provisions) Act 1963, Lagos, Ministry of Information, Printing Division, (no date), p. 87.

## 2. Review of the Literature.

Most of the studies concerning teacher education in Nigeria have considered the whole country; only a few have concentrated on particular geographical areas, and none has been done on Bendel State. Some insight, however, could be gathered from the more general studies examined here below for use in this research.

In his book, History of Education in Nigeria, A. Babs Fafunwa devotes some pages to the consideration of the growth of teacher education in Nigeria.<sup>2</sup> He discusses briefly the establishment of teacher training colleges by Christian Missions, the active involvement of universities in the preparation of teachers, and the development of international co-operation with particular reference to teacher education programmes in the country.

The question of teacher education is not considered in detail, but the official reports, laws, and journals the author analyses are relevant to the present study.

Another study, conducted by T. T. Solaru, considers the development, reorganization, expansion, aim and content of teacher training in Nigeria from 1842 to 1962.<sup>3</sup> It does

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2 A. Babs Fafunwa, History of Education in Nigeria, London, George Allen and Unwin, 1974, p. 196-203.

3 T. T. Solaru, Teacher Training in Nigeria, Ibadan, University of Ibadan Press, 1964, vii-109 p.

not concentrate on a particular geographical area and does not cover the period the present researcher intends to examine in depth. It is, however, a record and a critique of the training of Nigerian teachers. Its wealth of information helps one to understand and appreciate the method of providing grants-in-aid and block grants for teacher training, and the reasons for recent governmental policy-changes.

Onwuka<sup>4</sup> reports on an extensive survey of pupils, students in training colleges and teachers in 1964, and shows that people had diverse subjective views of the teacher and teaching in Nigeria. The study, as its title suggests, aimed at obtaining subjective views, and, therefore, was not a rigorous empirical study of teacher education in Nigeria. The views obtained, however, indicate the problems inherent in the Nigerian teaching profession, and are useful as a background to the present research.

Margaret Russell<sup>5</sup> briefly examines three types of courses that were given to in-service teachers in Northern Nigeria. Conferences for the examination of selected topics were held; workshops for the preparation of a syllabus and

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4 Uga Onwuka, "Teachers and Teaching in Nigeria-- Subjective Viewpoints", Teacher Education in New Countries, Vol. 9, No. 1, May 1968, p. 27-39.

5 Margaret Russell, "Courses for In-Service Teachers in Northern Nigeria", Teacher Education in New Countries, Vol. 8, No. 2, November 1967, p. 110-116.

teaching aids were organized, and core courses for teachers who needed instruction in some specific subjects were offered. Her paper, however, is of little relevance to our study.

Adekunle's study<sup>6</sup> is primarily concerned with the development of the Nigeria Certificate in Education (N.C.E.) programme and its contribution to educational growth in Nigeria. In this study, Adekunle reviews the Nigerian Government's practical involvement in, and external aid to, the shaping and developing of the programme, and remarks that the teachers who went through the programme were well equipped for their professional work. Although the methodology used is not defined, the programme is described carefully and systematically. Adekunle draws his material from the Ashby Report, Government documents, and College Calendars which are worth looking at for the present study.

In his study, Adetoro,<sup>7</sup> like Onwuka, identifies some problems with the supply of teachers for primary education in Nigeria before 1966. Some of the problems were inadequate financial resources, poor quality of teachers, and lack of

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6 Mobolaji A. Adekunle, "The N.C.E. Programme and Educational Development in Nigeria", Teacher Education in New Countries, Vol. 11, No. 1, May 1970, p. 47-57.

7 J. E. Adetoro, "Universal Primary Education and the Teacher Supply Problem in Nigeria", Comparative Education, Vol. 2, No. 3, June 1966, p. 206-216.

organization and direction in the teaching profession. The author suggests that teachers' education, salary scale and social status should be improved in a conscious effort to solve the problems.

Adetoro makes use of primary materials which are carefully analysed and meaningfully compared. The suggested solutions to the problems are sketchy and inexhaustive, but they can serve as a frame of reference in a detailed consideration of solutions to the problems of teacher education in Bendel State.

In a questionnaire survey of forty secondary grammar schools in Ibadan area in July 1970, Obanya<sup>8</sup> found that only eighteen taught French up to School Certificate level and only thirty out of fifty-five teachers qualified to teach French. Teachers were not satisfied with the new School Certificate Syllabus, the number of periods allotted to the teaching of French in schools and with teaching generally. Obanya feels that some, if not all, of the difficulties involved in the teaching of French could be surmounted if there were qualified teachers.

Obanya's study covers a very small area and it is primarily on the supply of qualified French teachers; thus

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<sup>8</sup> Pai Obanya, "Getting Teachers for French in Nigerian Schools", Teacher Education in New Countries, Vol. 12, No. 2, November 1971, p. 175-182.

his conclusion cannot be generalized. However, the investigation has shown that one of the problems which face Nigeria's educational system is lack of qualified teachers.

Adesina's short paper<sup>9</sup> is a vivid, statistical description of the number of secondary school teachers needed and supplied in the Lagos State. The paper shows that the number of trained teachers in the schools was grossly inadequate and so there was an urgent need to increase their supply. Adesina's finding confirms several other findings that one of the obstacles to the development and improvement of education in Nigeria is lack of trained teachers.

In a study edited by John Hanson,<sup>10</sup> the chronic shortage of secondary school teachers in Nigeria is discussed in detail and recommendations for increasing the supply of teachers from internal and external sources made. The study is very valuable for the present study, especially the relevant portions on the teacher supply problems in Bendel State.

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9 Segun Adesina, "Supply and Demand of Secondary Level Teachers in the Lagos State", Lagos Notes and Records, Vol. 3, No. 1, January 1971, p. 5-6.

10 John W. Hanson, Ed., Secondary Level Teachers: Supply and Demand in Nigeria, East Lansing, Michigan State University, 1973, 233 p.

Wilson's article<sup>11</sup> is concerned with the influence of military rulers in Nigeria on development plans, and it draws attention to the Federal Military Government's plan to launch free, universal primary education (U.P.E.) in the country in September, 1976. In the 1950's, the former Western and Eastern Regions of Nigeria launched universal primary education as a means to increase literacy rates and to lay a foundation for the preparation of manpower for the country. The U.P.E. Scheme was a disastrous experiment because of the underestimation of primary school age cohorts and lack of funds and adequately trained teachers. These problems were ignored when the Federal Military Government decided to inaugurate the scheme throughout the country in 1976. Dr. Wilson has noted that the requirements of the policy in terms of administrators, finance, teachers and facilities have not been met.

In the particular case of teacher education with which this study is concerned, Dr. Wilson remarked that there would be a crisis if primary teacher training institutions did not expand. Trained teachers were needed to implement the U.P.E. scheme and to meet the critical demand for

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11 David N. Wilson, "National Educational Planning Influenced by Military Government: Nigeria", Educational Planning, Journal of the International Society of Educational Planners, Vol. 2, No. 4, March 1976, p. 64-83.

secondary school teachers. This article again illustrates the fact that shortage of trained teachers is a national problem in Nigeria.

Babs Fafunwa's article<sup>12</sup> is a description of the principal institutions for the preparation of teachers and a discussion of the need to improve the quality and increase the quantity of teachers supplied for the school system in Nigeria. It also recommends the professionalization of teaching, the payment of high salaries to teachers and the centralization of teachers colleges in a few areas, the aim being to raise the status of teachers and to attract a large number of people to the teaching profession.

Fafunwa does not consider the development and problems of teacher education in Nigeria in detail. However, his recommendations concerning the improvement of teacher education and the establishment of large training institutions for the training of a large number of teachers are relevant to the present study.

Ogunsola<sup>13</sup> briefly discusses the development of teacher education in Nigeria from 1890 to the present day

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12 A. Babs Fafunwa, "Teacher Education in Nigeria", West African Journal of Education, Vol. 14, No. 1, February 1970, p. 20-26.

13 A. F. Ogunsola, "Teacher Education Programme in Nigeria", West African Journal of Education, Vol. 19, No. 2, June 1975, p. 229-238.

when practical efforts are being made to reform the curriculum of teacher education. The establishment of Advanced Teachers' Colleges to produce highly qualified non-graduate teachers and of the Education Departments in Universities to develop programmes appropriate to the needs of the country exemplifies the efforts being made to modernize teacher education. This article is not a detailed historical study but it provides a general insight into the main trends in the development of teacher education in Nigeria.

A study, conducted by John Keleher, considers enrolment in primary schools, costs of, and wastage in, primary education, and enrolment in post-primary educational institutions, including teacher training institutions in Kano State, Nigeria.<sup>14</sup> The number of primary school leavers offered admission to teacher training institutions and the provision of more teacher education facilities reflected the intention of the State Government to produce a large number of teachers for primary schools. Although the study is concerned mainly with the supply of primary school teachers in Kano State, its findings have direct relevance to our study.

The literature just reviewed sheds some light on the problem the researcher wishes to examine. Teacher education

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<sup>14</sup> John Keleher, "Primary and Teacher Education in the Kano State of Nigeria", West African Journal of Education, Vol. 19, No. 2, June 1975, p. 247-254.

in Bendel State cannot be explained without the knowledge of the overall development of teacher training in Nigeria. Besides, some of the chronic problems that have beset the supply of teachers for schools in Nigeria in general and in some particular regions are enlightening and useful for a better understanding of similar problems faced in Bendel State. The present research will go a step further and examine, in greater detail, the development and change in teacher education in Bendel State. To achieve this purpose, the exploration of primary sources is necessary.

### 3. Theoretical Framework.

The purpose of this study, as has been said, is to analyse and discuss the development and change in teacher education in Bendel State, Nigeria, in the period between 1963 and 1976. One might then ask: Is there any specific theoretical model of educational development and change which could be used as a basis for the analysis and discussion? A search for such a model takes one into a critical review of different models of development.

Several modern studies of development or modernization have used the structural-functional model to examine the impact of institutional transfer from developed countries

to developing ones.<sup>15</sup> This model is useful for the study of the adoption or adaptation of a transferred institution to perform functions identified as modern functions such as politicization and socialization practised in the developed countries. This model has its limitation in that it gives the impression that there are no internal dynamics or pressures which could be found useful for functional organization of institutions for development purposes. Besides, it is a model devised for empirical studies and not for historical studies such as the present one.

Riggs's "prismatic model"<sup>16</sup> is also devised for empirical studies of the features of a transitional or developing society and the influence of internal and external structures on development or change. This model is concerned mainly with administration, and consequently, it is not adequate for our study of the reforms of teacher education facilities, curriculum and administration in Nigeria. Besides, this study is concerned with only internal structures and not

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15 Philip Foster, Education and Social Change in Ghana, Chicago, The University of Chicago Press, 1965, xii-322 p.; Remi Clignet and Philip Foster, The Fortunate Few: A Study of Secondary Schools and Students in the Ivory Coast, Northwestern, Northwestern University Press, 1966, xv-242 p.

16 Fred W. Riggs, "Prismatic Society and Financial Administration", Administrative Science Quarterly, Vol. 5, No. 1, June 1960, p. 1-6; Fred W. Riggs, Administration in Developing Countries: The Theory of Prismatic Society, Boston, Houghton Mifflin Company, 1964, xvi-477 p.

with both internal and external structures considered by Riggs.

Development models as found in the literature are for the most part concerned with the expansion of education and reforms of the curriculum as a sine qua non of political, economic and social development or modernization of the developing countries. The models have focused on the expansion of primary, secondary, adult and tertiary education, and on reforms of the content and methods of education.<sup>17</sup> The idea is to train leaders, men with literary minds, and men with specialized and scientific skills for nation-building.

Many other authors who have proposed development models have addressed themselves not only to general reform measures but also to the teacher supply question in Africa. They have particularly suggested that training facilities for teachers should be expanded and improved, and the content of teacher education curriculum reformed.<sup>18</sup> The need to produce

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17 W. Arthur Lewis, "Education and Economic Development", International Social Science Journal, Vol. 14, No. 4, 1962, p. 685-699; Leone Burton, "Education and Development", British Journal of Educational Studies, Vol. 17, No. 2, June 1969, p. 129-145.

18 L. Gray Cowan, et al, Eds., Education and Nation-Building in Africa, New York, Frederick A. Praeger, 1965, p. 266-278; H. F. Makulu, Education, Development and Nation-Building in Independent Africa, London, SCM Press Ltd., 1971, p. 68; L. J. Lewis, Education and Political Independence in Africa, West-Port, Greenwood Press, 1973, p. 4-12.

high quality teachers required for the development of manpower for independent Africa is the raison d'être for this suggestion.

All the development models presented here have considered the expansion of education, the provision of facilities for professional and specialized training, and the development of administrative and organizational skills. However, they have not dealt with the determination of indigenous elites in Africa to assume primary responsibility for the administration of all education. Then, is there no one theoretical model which can be used to study all the major aspects or dimensions of the system of teacher education in Bendel State, Nigeria, from 1963 to 1976?

In an extensive review of over one hundred articles, Paulston has shown that there are diverse theories, each of which holds assumptions concerning reform needs in education. According to him, reform proposals have not been made at random, rather they have been made with personal bias:

... personal bias leads people to a number of possible theoretical and ideological orientations from which assumptions about why and when reforms should take place and what reform priorities and processes, if any, should be chosen, logically follow.<sup>19</sup>

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19 Rolland G. Paulston, "Social and Educational Change: Conceptual Frameworks", Comparative Education Review, Vol. 21, No. 2/3, June/October 1977, p. 393-394.

This suggests that there are many theoretical axes in educational reform studies, which can be identified. One such theoretical axis is found in Coleman's study<sup>20</sup> of educational reforms and change in developing countries which have attained political independence. This axis is chosen for the present study.

Coleman's theoretical axis is chosen for this study for two major reasons. First, he has noted that efforts to reform education in the newly independent countries, especially in Africa, were a function of political power of indigenous elites. It was assumed that colonial education was inappropriate for the preparation of "students to be productive and participant citizens in independent modern states of their own".<sup>21</sup> Besides, enrolment in schools was very small, and government's participation in educational provision and administration was minimal even immediately after independence. According to Coleman, "the attainment of independence and the transfer of power provided the opportunity for indigenous successor elites to make fundamental changes in educational systems".<sup>22</sup> Most other studies

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20 James S. Coleman, "Introduction to Part I" in James S. Coleman, Ed., Education and Political Development, Princeton, Princeton University Press, 1965, p. 35-45.

21 Ibid., p. 36.

22 Ibid., p. 38.

have discussed why reforms take place, but they have avoided specification of political elites as a factor which led to an attack on, and reform of, colonial education immediately after independence.

Second, Coleman's model is chosen because it focuses on three priority areas or dimensions of educational reform and change with which this study is primarily concerned. Coleman has observed that when developing countries attained independence, indigenous elites wanted to make the following major reforms and changes:

1. expansion of educational facilities
2. revision of the educational curriculum
3. assumption of primary responsibility for the school system by the State.<sup>23</sup>

Although the development models surveyed earlier have considered the leadership role of Governments in the provision and administration of education in developing countries, only Coleman's model has stated that the indigenous elites wanted to assume primary responsibility for the administration of the school system. However, Coleman's approach has been criticized as cosmetic and unworkable. Cox, one of his critics, says that the expansion of education has the effect of raising the expectations of people and causing "frustration as secondary and university graduates realize the positions of power are

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23 Ibid., p. 38-39.

already preempted".<sup>24</sup> It could also lead to declining quality and rising costs of education.<sup>25</sup> These criticisms, no doubt, are valid, but it must be realized that no society would wish to be static. Thus, the desire to grow and develop leads a society to reform and expand its educational system in order to secure an adequate supply of manpower to meet its developmental needs. Educational reforms and expansion may not be as revolutionary as Coleman might expect, but reforms can take place and, in fact, have taken place along the lines suggested by him. Therefore, his model provides a basis for the analysis of the development and change in the system of teacher education in Bendel State, Nigeria, in the period between 1963 and 1976.

It would be useful to examine the three dimensions of Coleman's model in greater detail. The first dimension or pattern of change, observed by him in newly independent African countries, suggests that it was necessary to expand both the facilities and opportunity for primary and secondary education which required vast increases in expenditure. This expansion was necessary because of population increase and the need to provide adequate educational opportunities

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24 Robert W. Cox, "Education for Development", International Organization, Vol. 22, No. 1, Winter 1968, p. 321.

25 Ibid.

for the rising generation in African countries. The rising generation saw education as having instrumental value; they felt that political and economic advancement could be made through educational qualifications. In fact, there has been a widespread conviction that only education could bring higher status to the masses and popular support to societal leaders.

After Nigeria's independence, education was considered as the prime source of manpower supply for economic development, and as a powerful instrument of social mobility. The task of providing primary education as the source of qualified manpower as well as the foundation of higher education was considered formidable. As a consequence of this; it was only normal that facilities for the training of teachers had to be improved in quality and greatly expanded in quantity. This teacher supply problem was recognized in Nigeria and efforts were made to grapple with it.

It is posited that the problem was particularly recognized in Bendel State, Nigeria, which was created as a political unit from the former Western Region of Nigeria in 1963. When it was created, the State inherited a system of teacher education which was designed in the colonial era and used in the former Western Region of Nigeria. In this study, an attempt will be made to investigate the first step the Government of the State took to expand the facilities and

opportunity for teacher education. In particular, an attempt will be made to show how the existing teacher training colleges were expanded and new ones established after 1967 to increase the supply of qualified teachers.

The second pattern of change stressed by Coleman is that there has been an educational reform aimed at revising the curriculum to make it more "relevant" to the needs of Africa. In Africa, the move towards practical, science subjects has been a reflection of the changing needs and values. People have shown a determination to harness the educational system to the task of economic, social and scientific modernization and to the development of good citizenship.

The problem of large-scale unemployment in Nigeria and most other African countries before and after independence may have been due partly to the over-production of people with literary training, resulting in manpower shortages in the technical and agricultural fields. Therefore, it was being realized, especially in Nigeria, that there should be a tighter fit between the content of instruction and new occupational structure of the country. A new curriculum, which stresses agriculture, applied science and technology, and ipso facto offers brighter career prospects, had to be developed. The new curriculum, indeed, had to be reflected in the content of teacher training programmes so as

to ensure that the potential producers of the new brand of manpower for the country had relevant intellectual equipment. Such appears to be also the case in teacher training in Bendel State, as the present study attempts to show. It will also show that the inherited literary subjects were not obliterated from the new curriculum, because they formed the basis for the development of practical, scientific knowledge required by teachers.

The third pattern of change stressed by Coleman is that education in independent African countries was taken over by Governments from Voluntary Agencies in order to make its administration, development, and financial management more efficient and responsible. In the particular case of Nigeria, Voluntary Agencies, most of which were Christian Missions, controlled primary, secondary and teacher education from the beginning of British administration up to 1948, when the Government began to make direct educational provisions.<sup>26</sup> The Voluntary Agency teacher training colleges and other educational institutions were given Government subsidies and were subject to Government inspection, though there was no direct Government control. After independence, the Voluntary Agency Colleges continued to enjoy Government's grants-in-aid and

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<sup>26</sup> L. J. Lewis, Society, Schools and Progress in Nigeria, Oxford, Pergamon Press, 1965, p. 44.

considerable measure of independence, free from close Government scrutiny, except occasional inspections and advice.

Later, however, the existing system of administration of the teacher training colleges and other educational institutions in Nigeria, as in many other African States, became unacceptable to political leaders. The need to promote greater administrative efficiency, provide qualified staff for colleges, supply trained teachers more regularly and ensure that tax-payers' money was properly disbursed, made Government control of the colleges imperative. This applied to Bendel State in particular as regards teacher education.

The Government of Bendel State, like the Government of any other State in Nigeria, had been involved in the provision and development of teacher education since the State was created in 1963. It had enacted laws to regulate the conduct of all training institutions (including Voluntary Agency institutions) in the State, and had supervised and financed them. The problem then was not that of completely eliminating the educational role of the church as Coleman has contended, but that of exercising tighter control over education by the Government. It will be shown in this study that some concrete measures were taken to achieve this end.

What seems clear is that Coleman's model should be used with considerable flexibility for the study of the

system of teacher education in Bendel State in the period between 1963-1976. He argues that the colonial system of education inherited by independent Africa is "inappropriate" for the preparation of manpower and seems to suggest that it requires revolutionary changes to meet the developmental needs of Africans. In this study, it will be shown that, although changes were made in the inherited system of teacher education in Bendel State, some aspects of it, which were considered appropriate and useful were retained. It will also be shown that the coming to power in that State of the military in 1966 did not mean the liquidation of the educational institutions and the plans they inherited. The Military Government, unlike most Military Governments which make radical changes that cause ruptures, did not discard the educational institutions and the plans it inherited from the displaced civilian regime, but used them with modifications wherever necessary,

#### 4. Methodology.

The present study is basically historical, the aim of which is to ascertain facts and "to interpret them aright".<sup>27</sup> Data were gathered from a number of written

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<sup>27</sup> Gilbert J. Garraghan, S.J., A Guide to Historical Method, Westport, Greenwood Press, 1973, p. 330.

sources, collated, analysed and interpreted to give a comprehensive account of the development and change in the system of teacher education in Bendel State, Nigeria, prior to 1967, and especially from 1967 to 1976. Interviews were used to supplement these data because it was believed that the reminiscences of interviewees were "source material for history".<sup>28</sup>

#### 5. A Survey of Primary Sources.

The documents used as primary sources in this study are the following:

Government Gazettes (1963-1973). These are publications which contain edicts concerning several subjects, ranging from appointments of officers to policy statements. The Gazettes which were used in this study deal with the creation of Bendel State and Government take-over of all teacher training colleges and other educational institutions in the State.

Constitution of the Federal Republic of Nigeria (1963), another important source for this study, describes the division of power between the Federal and State Governments. Teacher education has been on the regional (now State) Legislative list, but the Nigeria Certificate in Education (N.C.E.) programme, which is on the concurrent list today, has been

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<sup>28</sup> Ibid., p. 131.

designed to produce high quality teachers by both the Federal and State Governments.

A Western Nigeria publication called Education Laws (1955-1961) was another source available for this research. It contains useful information on the appointment of teachers, inspection of teacher training colleges, grants-in-aid and educational administration. The publication covers the early period of this study, but the 1971 Teachers' Service Regulation, published by the Government of Mid-Western Nigeria covers the middle period.

Speeches (1968-1973) made by the Military Governor and Commissioners for Education in the State were available for use. The speeches deal primarily with the expansion of teacher training facilities, curriculum reform, and Government take-over of educational institutions.

Development Plans (1962-1980) for the State and Nigeria show the plans made for economic and social development. These documents were available in full and used selectively. The Progress Reports (1962-1974) also give us an insight into the progress so far made in the development and expansion of the colleges.

Reports (1960-1974) of various Commissions and Committees on teacher supply problems and fees charged for services provided in teacher training colleges were helpful. Some of the recommendations contained in the Reports concern

the whole Federation, and others, the former Western State only; but they all have a bearing, directly or indirectly, on teacher education in Bendel State. In particular, the recommendations of the Ashby Commission, which support the development and expansion of facilities for the training of teachers for the Nigeria Certificate in Education, have had pronounced effect on policy decisions of the State Government. Other reports on wage and salary reviews were also available. The relevant sections which deal with the salary structure and conditions of service of teachers and the necessity for the Governments in the Federation to take over all teacher training institutions were fully utilized.

Reports (1969-1976) made by heads of some teacher training colleges were also vital sources of information. They are accounts of the history, achievements, and problems of the respective institutions and outlines of future needs.

Reports (1971-1972) of Conferences and Workshops on teacher education and curriculum development have been obtained, thanks to the National Research Council, Lagos, Nigeria. A Report (1968) on teacher education for the Kenya Institute of Education was received with the kind permission of the East African Publishing Company. These reports were very useful for the analysis of teacher education and curriculum questions in the present study.

Reports (1968-1972) of research done by the UNESCO on education in Nigeria are authoritative sources and were used with profit. They deal extensively with educational planning, integration of external assistance with educational planning and financing of education in Nigeria. Relevant chapters on teacher training and external assistance to teacher education were found to be most useful. Although devoted mainly to manpower development in Nigeria, a Report (1967) by the Education and World Affairs Committee on Education and Human Resource Development, has direct relevance to teacher preparation in teacher training colleges in Bendel State discussed in this study.

Circulars (1964-1976) which the Ministry of Education, Benin City, sent out to educational institutions are available, but only those concerned with teacher training colleges were used in this research. Circulars on the supply of expatriate teachers, suspension, expulsion and withdrawal of students and payment of school deposit were found to be most informative. Copies of the Ministry's occasional publication, Education (1969-1976), which contain information on the educational activities of the Ministry, School Boards and educational institutions, and addresses by Government officials were also very useful.

Annual Education Statistics (1962-1975) contain analytical tables on types of educational institutions in the

State together with the number of pupils/students enrolled in them, and show teaching staff by number, qualification, sex, and nationality. They also show capital and recurrent expenditures on education. The tables and explanatory notes which concern teacher training colleges were an important source for this research. However, some of the statistical information was used with caution as it was not very reliable. This information was obtained from the 1963 census data and projections made from them--"data which themselves were alleged to have been inaccurately enumerated".<sup>29</sup> The 1973 census figures which could have been used were not accepted by the Supreme Military Council because their accuracy was seriously questioned. It is, therefore, difficult to know the true figures of Nigeria's population. Prothero too has noted "... that those concerned with studies of Nigeria's population will remain in considerable doubt and continue to wonder what the true figures are".<sup>30</sup>

Annual Estimates (1964-1976), prepared by Bendel State and Federal Governments on annual expenditure and capital outlay, were also a useful source of information. However, only

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29 David N. Wilson, "National Educational Planning Influenced by Military Government: Nigeria", Educational Planning, Journal of the International Society of Educational Planners, Vol. 2, No. 4, March 1976, p. 71.

30 R. Mansell Prothero, "Inquiry Into People: Nigeria Loses Count", The Geographical Magazine, Vol. 47, No. 1, October 1974, p. 25.

those sections which contain data on the Ministry of Education, Boards of Education and teacher training colleges were used.

Newspaper articles (1969-1971) dealing with subjects such as the need for the Governments in the Federation to take over educational institutions, and to increase the supply of trained teachers for a proposed free and universal primary education brought light to the subject.

Personal interviews (July 7 - July 23, 1976) were conducted in Bendel State in order to obtain clarification of the issues and problems raised in some documents and to find out how one could have access to more sources.

Besides the primary sources surveyed above, a number of secondary sources were also consulted. Among these were books dealing with educational change and development, and some journal and magazine articles related to some of the topics dealt with in this study.

#### 6. Problems with Accessibility to Documents and Statistics

The author of this report has tried to draw upon a number of primary and secondary sources. However, all relevant documents and statistical data have not been obtained because of some difficulties. First, governments in Nigeria maintain official secrecy in several areas of their operations.

Some of their official documents are classified as confidential<sup>31</sup> and secret; therefore, they are not accessible to researchers and members of the public.

Second, there was a shortage of officers required to collect, analyse and store vital statistics in Bendel State and, in fact, throughout Nigeria. Very often, duties concerning the collection and analysis of statistics were defined in such "a way as to give them little importance; staff are frequently very junior".<sup>32</sup> Thus, some statistical data were not kept, and in consequence, certain educational and demographic data were not available for use in this study. In his studies of education in Nigeria, Wilson<sup>33</sup> has also recognized the existence of this problem of unavailability of data.

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31 Education and World Affairs, Committee on Education and Human Resource Development, Nigerian Human Resource Development and Utilization, New York, Education and World Affairs, 1967, p. 105.

32 UNESCO: International Institute for Educational Planning, Nigeria: Educational Planning, R. F. Lyons, Author, Paris, UNESCO, May 1972, p. 27.

33 David N. Wilson, "National Educational Planning Influenced by Military Government: Nigeria", Educational Planning, Journal of the International Society of Educational Planners, Vol. 2, No. 4, March 1976, p. 71; David N. Wilson, "Universal Primary Education in Nigeria: An Appraisal of Plan Implementation", Canadian and International Education, Vol. 7, No. 2, December 1978, p. 36.

Another reason why all relevant documents and statistics were not available is that during the civil war in Nigeria (1967-1970), several documents were looted or destroyed by soldiers, especially during the invasion of Bendel State by Biafran soldiers. The last reason, but by no means the least, is that some educational documents belonging to the Government of Bendel State were burnt because there was no space for them in the Ministry of Education, Benin City.

However, the present researcher, as mentioned earlier, has used interviews to supplement and up-date some of his data on the more recent issues. The names of interviewees are not specifically mentioned in the present text because of their reticence; nevertheless, the information they gave has been very useful in enlightening and broadening the understanding of published or unpublished written sources.

#### 7. Basic Hypothesis.

When examining the evolution of teacher education in Bendel State from 1963 to 1976 through the various sources just surveyed, and in the light of Coleman's theory of change, one can see that the three phases in the evolution of educational structure noticed for most African countries are also observable for Bendel State. However, in the case of Bendel State, contrary to Coleman's views, it is apparent that, in spite of the many changes in political regimes since Nigeria's

independence, inherited educational institutions and plans were not discarded indiscriminately, but developed and modified. Besides some important reforms were carried out, reforms which enabled teacher education to progress without major ruptures.

On the basis of the foregoing observations, this study will attempt to answer the following basic questions:

1. What were the major reforms and modifications carried out in the facilities, curriculum and administration of teacher education in Bendel State of Nigeria?
2. What were the reasons for these reforms?
3. What factors can be identified as having influenced or contributed to the reforms?
4. What aspects of the facilities, curriculum and administration were retained after the reforms were carried out?

As mentioned earlier, three major phases of development in teacher education in Bendel State from 1963 to 1976 can be identified. In the first phase, one can observe the expansion of teacher training facilities after 1967 to increase the supply of qualified teachers for the school system. This expansion was undertaken along the lines suggested by Coleman but it was not as radical as he would expect; it was gradual and did not lead to the overthrow of all inherited

teacher training institutions. Thus, when Grade Three Teacher Training Colleges and the Rural Training Centre at Asaba were closed in 1963 and 1967 respectively, Grade Two Colleges were retained and expanded after 1967 to increase the supply of trained teachers for primary schools. In 1969, a College of Education was built to replace the defunct Rural Training Centre at Asaba, During the same year, however, a completely new type of training institution--the Headmasters' Institute--was founded to produce competent headmasters and headmistresses for primary schools.

In the second phase, around 1968, curriculum modification was begun. The curriculum of the training institutions was reformed to enable students to acquire scientific and practical knowledge necessary for the development of manpower for the needs of the State and the entire country. Literary subjects, however, were retained because they formed a solid basis for the study of the natural sciences.

The third phase is concerned with the unification of teacher education administration, as manifested in the State's take-over of the management of all teacher training colleges since 1973. Before the take-over, State and Local School Boards were created in 1968 to recruit teachers for the colleges and to oversee the disbursement of funds in all Voluntary Agency colleges, though the Agencies retained ownership of their respective colleges. In 1973, new Boards of Education

were established to run all the teacher training colleges in the State, and thus, the Ministry of Education, on behalf of the State Government, was now able to exercise firmer control over the manner in which the colleges were administered. The State Government had been involved in the administration of teacher education long before the take-over. However, the take-over was effected in order to make the administration and financial management of teacher education more efficient as suggested by Coleman, but contrary to his views, the problem involved was not that of completely eliminating the educational role of the Church.

#### 8. The Organization.

A report of this study is presented as follows: chapter I is devoted to an examination of education in Nigeria from the pre-colonial era up to and including the year 1963 as a background to the present study. Traditional and Islamic forms of education, and the formal type of education, transferred from the Western world to the country, are considered. Attention is drawn to the fact that when Bendel State was created, plans were made to reform the inherited system of teacher education in a determined effort to meet the demand of qualified teachers in schools.

In chapter II, it is shown that two of the three types of training institutions inherited from the former Western

Region of Nigeria were closed, but Grade Two Colleges were retained. In chapter III, the expansion of the Grade Two Colleges to increase the supply of trained teachers is considered. Besides, the College of Education, built to replace the closed Rural Training Centre at Asaba, and the Headmasters' Institute, established to train headmasters and headmistresses for primary schools, are examined.

In chapter IV, the main features of the inherited curriculum are reviewed, and in chapter V, the modernization of the curriculum is considered. Although the curriculum was modified to make adequate provision for science subjects, its literary content was not discarded. In chapter VI, the quantity and quality of the teachers who taught the content of the inherited curriculum (1963-1967) and the changes which occurred in their quantitative and qualitative strength after the modification of the curriculum (1968-1976) are discussed.

The main features of the inherited administrative pattern are reviewed in chapter VII, and the reforms which were carried out in it to meet changing needs in the State are examined in chapter VIII. These reforms included the creation of school Boards in 1968 to superintend Voluntary Agency educational institutions and Government take-over of all educational institutions in the State in 1973. It is also shown in this chapter that the Ministry of Education, established long before Nigeria attained independence, remained as the

highest administrative and supervisory body. Finally, in chapter IX, the inherited method of financing teacher education and its reforms are analysed. The reforms were designed to expand and not to destroy the traditional sources of financing teacher education.

The summary and conclusions which follow re-emphasize the salient points set forth in this report and make some relevant suggestions.

It is important to note the limitations of this study. First, the topic is limited to teacher education, because the whole field of education in Bendel State is so vast that all aspects of it cannot be adequately covered in one report.

Second, the year 1963 marks the beginning of this study. Bendel State, it has been said, was created in 1963, and so, it is proper to begin the study from that year on, although a survey of the historical background prior to 1963 is necessary.

One will also notice that the Faculty of Education, University of Benin, Benin City, is not included in the study, as it was established only in the 1975/76 academic year.

#### 9. Contribution.

The reforms and changes which were carried out by the Government of Bendel State in the system of teacher education without causing major ruptures were a classic example of wise

educational planning and innovations in spite of radical political changes that occurred in Nigeria and in Bendel State in particular. It is hoped that the understanding of these reforms and changes will be useful to educational planners in the State and in other parts of Nigeria. It is also hoped that emerging countries will become aware of the Bendel State experiment of putting old wine in new wine-skins, and thus learn to retain the important features of their educational systems and earlier plans whenever structural, curricular, administrative, and financial changes are contemplated. A complete overthrow of a system is not conducive to steady development.

#### 10. Notes on Technicalities.

Spelling in the British style has been used in this study, citing as the authority for spelling, abbreviations and other technicalities in the English language the 1973 edition of The Shorter Oxford English Dictionary, edited by William Little, H. W. Fowler and Jessie Coulson, The Clarendon Press, Oxford.

Research and Theses, 1963 edition, by R. H. Shevenell was followed for style, format, punctuation and bibliographical entries. However, A Manual for Writers, 1973 edition, by Kate L. Turabian, The University of Chicago Press, Chicago, was followed for footnote references in citing

British and Nigerian public documents.

Bendel State consists of two Provinces (Benin and Delta), created from the former Western Region of Nigeria as a political unit. When it was created in 1963, the area was called Mid-Western Region or Mid-Western Nigeria, but this name was changed to Mid-Western State in 1967 and to Bendel State in 1976. Throughout this report, the name Bendel State will be used, though any document which bears the name Mid-Western Region, Mid-Western Nigeria, or Mid-Western State will be referred to as such.

The name of Western Nigeria was changed several times and as a result, public documents published there at different periods of time were given names borne by the area during those different periods. Also, documents published by the Federal Government of Nigeria at different periods of time were given names borne by the country during those different periods. Therefore, any Western Nigeria Government document which bears the name Western Nigeria, Western Region of Nigeria, or Western State of Nigeria will be identified as such. The same principle is applied to any Federal Government document which bears the name Nigeria, Federation of Nigeria, or Federal Republic of Nigeria.

## CHAPTER I

### EDUCATION IN NIGERIA BEFORE 1963

The earliest form of education in Nigeria was the indigenous or traditional education. The purpose of traditional education was to develop the reasoning faculties of children, socialize them, and prepare them for responsibility in adulthood. Islamic education, the second form of education, was brought from Arabia through North Africa, a predominantly Muslim region in Africa. It was Islam which revived the learning of science and mathematics in the Muslim world and spread the Arabic language, thus contributing to world culture and civilization.

Portuguese merchant-missionaries who began trading enterprises in West Africa in the fifteenth century gave Nigeria her first experience of Western education, but massive educational activities did not begin until the nineteenth century when Christian missionaries came to convert Nigerian peoples to Christianity. Education was considered as a basic instrument for the pursuit of this vitally important objective. Thus, they set in motion the educational processes which were not only to make converts but also to produce men for government and commercial services in Nigeria. British colonial administration later got involved in the education enterprise and made policies which formed the basis

for the enunciation and development of educational principles before and after Nigeria's independence.

In this chapter, traditional and Islamic forms of education will be discussed briefly. Also the educational activities of the Christian missions, and subsequent British Government's involvement in the provision and development of education will be considered. After Nigeria's independence in 1960, all the Governments in the Federation had a common policy to reform and expand the educational system. The implication of this policy for the supply of teachers in Bendel State will be examined.

#### 1. Traditional Education.

Traditional education in Nigeria began even before the advent of Islam and Christianity. In fact, this form of education is as old as man himself in Nigeria. The aims were to discipline the intellectual faculties of children, prepare them for responsibilities in society, and guide them towards spiritual and moral uplift. The whole notion of education for its own sake which could be accepted in some societies was rejected in traditional Nigeria; education was functional, designed to make children useful to themselves and participating members of society.

The curriculum consisted of a body of knowledge necessary for the attainment of the declared aims. One

aspect of the curriculum upon which considerable emphasis was placed was character training.<sup>1</sup> The young learned the code of manners, convention, customs, morals and laws of society anywhere and at any time. For example, they learned that it was rude for a person to give or receive something with the left hand, or for a girl to serve older persons without kneeling down. Society viewed the loss of virginity, adultery, and stealing with seriousness and offenders were severely punished. For example, in Ibibio land, anybody found stealing was "stripped, chained to a tree (...) and mercilessly beaten after being taken to the village square to show everyone what he had stolen".<sup>2</sup> Parents spared no effort in teaching their children to be upright and to avoid criminal activities which could bring severe punishment to them and disgrace to the family.

A very important aspect of character training was respect for elders and those who were in authority, especially older relatives and neighbours, and chiefs, cult leaders and diviners.<sup>3</sup> Greeting was a very important means

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1 A. Babs Fafunwa, History of Education in Nigeria, London, George Allen & Unwin Ltd., 1975, p. 21.

2 J. W. Lieber, Efik and Ibibio Villages, Occasional Publication, Number 13, Ibadan, Institute of Education, University of Ibadan, 1971, p. 53.

3 Fafunwa, Op. Cit., p. 25.

by which respect was shown; there was little wonder that verbal greetings accompanied by physical gestures such as prostration by men and kneeling by women were very common and taken seriously.

Nigerian children were also encouraged to develop their intellect by observation and imitation of the adult members of society. They learned such skills as reciting rhymes similar to the familiar nursery rhymes in Europe and counting by means of concrete objects, plays and games, and by proverbs which were very useful for developing their reasoning power and decision-making ability. Among the Yoruba, the Ijala<sup>4</sup> chant was one of the most powerful spoken arts used for developing the intellect and verbal communications. According to Babalola, "it is uttered from memory in chanting style but is essentially a type of verbal art".<sup>5</sup> It was used as a verbal salute to particular lineages and prominent personalities, such as chiefs and local leaders, and to describe various aspects of the Yoruba way of life.<sup>6</sup>

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4 Ijala is the oral poetry of Yoruba hunters.

5 Adeboye Babalola, "The Characteristic Features of Outer Form of Yoruba Ijala Chants", Odu: University of Ife Journal of African Studies, Vol. 1, No. 1, July 1964, p. 33.

6 Ibid.

In traditional Nigerian society children learned to jump, climb, and perform a balancing act as they observed their peers and elders do.<sup>7</sup> They also had tremendous opportunity to learn African music and dance from adults whose dance movements facilitated physical training and team work. Much emphasis was placed on games to enable children to achieve physical fitness, adapt themselves to their social and physical environment, and acquire co-operative spirit. What Raum says of an East African tribe is true of Nigeria: "Moreover, games may be looked upon as a traditional way of exercising the senses and motor mechanisms of the body".<sup>8</sup>

Vocational training was provided to help children to function properly in society. Whenever boys went to the farm they learned about land care, cultivation of crops, and animal husbandry. (In particular they were taught to clear the bush, plant corn, fix yam sticks, weed the fields, and take care of chickens, sheep and goats. Boys in the riverine areas were trained to catch fish with hooks, rods, baskets and many types of nets, and to carry out minor repairs of fishing equipment.

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7 Fafunwa, Op. Cit., p. 20.

8 O. F. Raum, Chaga Childhood, Oxford, Oxford University Press, 1967, p. 251.

In Southern Nigeria considerable training was given to palm tree climbers whose skill was vital to the palm oil and palm wine industries.<sup>9</sup> It would be a disgrace for a Yoruba or an Ibo boy and those concerned with his education, if he could not climb a palm tree at a particular age. A Northern Nigeria boy must also be very strong and fit for the duties imposed by his environment.<sup>10</sup> Among the Hausa in Northern Nigeria, children were taught to cut, collect and plait the grass for thatching the roof and to learn the names, suitability, and durability of the various kinds of grass found in their locality. A Northern boy learned early enough to give protection to his father's cattle against wild animals that could threaten or even attack them; in this way he learned to endure hardships, pains, and frustrations.

The Nigerian girl did domestic work such as cooking, washing dishes, fetching water, and splitting fire wood. Girls were useful in some other ways as Lieber observed among the Ibo, "Usually the new mother is assisted in caring for the new infant by a young girl who runs errands and is

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<sup>9</sup> Ade Fajana, "Educational Policy in Nigerian Traditional Society", Phylon, Vol. 33, No. 1, Spring 1972, p. 43.

<sup>10</sup> Ibid., p. 37.

in other ways helpful to the mother".<sup>11</sup> The girl who was asked to feed a baby, give her a bath and share the same bed with her was in a way prepared for her future role as a mother. She could be asked to go to a mistress and learn a particular trade such as weaving, and, after completing her apprenticeship, she could obtain a licence to practise the trade.

The boy, like the girl, was sometimes sent to another man to be trained. Some boys could be sent to an itinerant trader to help in selling assorted articles in nearby villages, and some learned a wide range of arts and crafts from wood carvers and bronze casters. They learned to make mud blocks and clay bricks, build houses, work with wood, cane, metals, and leather, and weave cloth. Callaway has this to say about this apprenticeship system:

This vast apprentice system began as part of a wider education process in which the indigenous societies of Nigeria passed on their cultural heritage from one generation to the next.<sup>12</sup>

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<sup>11</sup> J. W. Lieber, Ibo Village Communities, Occasional Publication, Number 12, Ibadan, Institute of Education, University of Ibadan, 1971, p. 48.

<sup>12</sup> Archibald Callaway, "Nigeria's Indigenous Education: The Apprentice System", Odu: University of Ife Journal of African Studies, Vol. 1, No. 1, July 1964, p. 63.

Young boys learned skills under the close supervision of their masters whose skills were highly respected and much valued. In some lines, such as native medicine, some masters kept their skills secret, and passed them on only to their children who had proven ability to acquire them.

When a Nigerian child grew up, he was supposed to assist his relatives and neighbours in their work and certain ceremonies. He prepared for this assistance by watching and participating in various activities such as naming ceremonies, religious services, marriage rituals, yam festivals, and the coronation of a king.

It must be realized that there was no teacher training college, and so there was no special class of people called trained teachers. Father and mother were the chief teachers of the young child, but all the members of the lineage with whom the child came in contact contributed something consciously or unconsciously towards his education.<sup>13</sup> "The education of the child", as found by Fajana, "was a co-operative effort in which all members had an important part to play".<sup>14</sup> Thus parents and members of the extended family were blamed if a child lacked education,

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<sup>13</sup> Fajana, Op. Cit., p. 35.

<sup>14</sup> Ibid., p. 44.

but sometimes the child was blamed if he did not respond appropriately to instruction because of his reliance on parental affluence or nobility, which bred indiscipline.

The master of an apprentice was also a teacher. He usually got sound mastery of his trade or craft, but lacked training in the methodology of passing on his skills to his apprentice. His apprentice learned by observation, imitation, and simple instruction.<sup>15</sup> The apprentice did not pay fees for his training as it is done today, but he had to serve his master towards the end of his training, a productive stage in his apprenticeship period.

The age-group, an association which embraced people of about the same age and who were all initiated at the same time, was also actively involved with the education of the child. The group trained its members to discharge the diverse duties assigned to them by the community, and regulated individual behaviour in a way that conformity to societal norms could be maintained. Every member learned from the group by imitation, instruction, reward, persuasion, and punishment, when necessary.<sup>16</sup>

The child also received indirect education which was as important as the direct education he received from

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15 Callaway, Op. Cit., p. 73.

16 Fajana, Op. Cit., p. 47.

various agencies. He unconsciously absorbed moral lessons and good manners through exposure to several folklores, the repository of African wisdom.<sup>17</sup> The history, religion, philosophy, and poetry of the society were crystallized in the folklores, folklores which gave vivid expressions to the many aspects of the culture and life in Africa.

Critics of Nigeria's indigenous education might argue that it was narrow and conservative, and that it made children conform to, rather than challenge and reform, accepted beliefs and practices. It did not train children "to change those aspects that are considered unprogressive within the system",<sup>18</sup> nor did it help them to develop independent and critical minds and the ability to use initiative. These strictures have some elements of truth in them, but there is no doubt that the indigenous education served a very useful purpose, for it prepared children to be participating members of their society. It was coherent and properly co-ordinated by all agencies, comprehensive enough to foster the child's all-round development.

The indigenous form of education co-existed and flourished with Islamic education when the latter was introduced. The co-existence was possible largely because

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17 Ibid., p. 45.

18 Fafunwa, Op. Cit., p. 48.

West African culture accommodated Islamic tradition and practices. According to Trimingham, new Islamic features were superimposed, but basic customs, the composition of the extended family, the authority of its head, and rules of succession were little affected.<sup>19</sup> This accommodation took place only in small, agricultural communities. In urban centres, Islamic laws and tradition were widely applied. The result was dualism. In towns, "Islam succeeds in imprinting its social pattern"<sup>20</sup> called the great tradition and in villages the "social life displays a mosaic of indigenous and Islamic elements associated in complex and often ill-integrated combinations"<sup>21</sup> called little tradition.

The influence and prestige of both traditional and Islamic forms of education were weakened by the formal system of education introduced into Nigeria from the Western world in the nineteenth century. It is worthwhile to analyse Islamic education in greater detail before this formal system of education is considered.

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19 J. Spencer Trimingham, Islam in West Africa, Oxford, The Clarendon Press, 1967, p. 125.

20 Ibid., p. 126.

21 Ibid.

## 2. Islamic Education.

Islam was the first foreign religion to make an educational impact on Nigeria. This religion was founded by Muhammed in Arabia in the seventh century A.D. and was spread to North Africa soon after. It reached the Savannah region of West Africa in the eighth century A.D., and was spread over several parts of the Sudan by the nomadic Berber tribes.<sup>22</sup> It facilitated commerce between North and West Africa and made possible the spread of literacy which enhanced intellectual development.

Islam first reached Kanem-Bornu region of Northern Nigeria between 1085 and 1097,<sup>23</sup> and by the end of the thirteenth century (the region had become an important centre where eminent scholars taught Islamic law. The religion was brought to Hausaland in the fourteenth century by Wangarāwa merchants<sup>24</sup> and scholars who brought with them books on Islamic theology and jurisprudence, and taught Islamic government. Hausa rulers employed Muslim scholars as administrators because of their ability to communicate

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22 J. O. Hunwick, "Islam in West Africa, A.D. 1000-1800", in J. F. Ade Ajayi and Ian Espie, Eds., A Thousand Years in West African History, Ibadan, University of Ibadan Press and Nelson, 1969, p. 116.

23 Ibid., p. 126.

24 Ibid., p. 124.

with North African Muslim rulers. Islam reached Southern Nigeria, particularly the Yoruba land, before the end of the eighteenth century, definitely before the Fulani Jihad<sup>25</sup> of 1804. In the nineteenth century, some learned scholars came from Northern Nigeria through Ilorin to parts of Western Nigeria where they built a seat of Islamic studies, taught and preached the religion.

When Islam was spread, the subjects which the converts were required to study were the Koran, the Hadith<sup>26</sup> of the prophets and the Shari'ah (Canon Law of Islam), including moral and traditional preparation for the study of Islam. Scholars received knowledge of Islamic doctrine, traditions and related subjects, travelled to various parts of West Africa and passed this knowledge on to new converts. The spread of Islam without the knowledge of Arabic Language could be very difficult; therefore, considerable attention was concentrated on the teaching and learning of the language. Thus, "the history of the teaching of Arabic throughout the Islamic world, but particularly in the non-Arab world, has been the history of the spread

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<sup>25</sup> This was a holy war fought by the Fulani in an attempt to convert pagans to Islam.

<sup>26</sup> This was the teaching of Muslim prophets.

of Islam".<sup>27</sup> The Koran contained Islamic doctrine written and spread in the Arabic language. Anybody who wished to teach and spread the doctrine had to understand Arabic and be able to communicate with it. Thus the language was an important vehicle for the propagation of Islam, the sacred language of the Koran, cherished for its spiritual value.<sup>28</sup> Arabic was so sacred that it was considered sufficient for converts to commit verses from the Koran to memory even if the language itself was not understood. The disadvantage of this method was the apparent waste of time and effort in learning by heart without comprehension.<sup>29</sup>

Koranic schools were built in several parts of Nigeria to promote the teaching of Islam and Arabic. In these schools children were taught to memorize "the Koran by which power is gained in this world and reward in the next".<sup>30</sup> This was accompanied by instruction in the main tenets of Islam and the duties of a Muslim to his community and to God.

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27 Hamidu Alkali, "A Note on Arabic Teaching in Northern Nigeria", Kano Studies, No. 3, June 1967, p. 10.

28 Abdullah el-Tayib, "The Teaching of Arabic in Nigeria", Kano Studies, No. 2, July 1966, p. 11.

29 Ibid.

30 Trimmingham, Op. Cit., p. 158.

Schools were usually located near mosques, in the master's house, in a building specially erected for this purpose or under a tree. During the early stage of Koranic education children learned the shorter chapters of the Koran through repetition in a rhythmic pattern and memorization. This stage was followed by instruction in the alphabet of the Arabic language. Pupils were required to identify letters of the alphabet, repeat their sounds several times and use them to read Arabic characters, the aim being to develop sound reading skills. Some pupils who had had a firm background in reading began to read the characters very early, but others began much later.

Pupils were later required to learn the meaning of the verses in the Koran they had committed to memory and to acquaint themselves with other writings such as the Hadith. This was a rather difficult stage for children in the learning process, particularly if they had a teacher whose linguistic background was so poor that he could not help them to learn and understand the meaning of the verses. It was no wonder, then, that most Muslim parents in West Africa were very reluctant to have their children do memorization. Trimmingham observed that the "majority of the farming folk do not want too many children

engaged in memorization".<sup>31</sup> Farm work was given the highest priority in the scheme of things. During seasons of intense agricultural activity, many schools closed down since parents needed their children on the farm to scare away birds and marauding monkeys among growing crops, and, sometimes, to set traps.<sup>32</sup>

In the higher level of Koranic education, students learned grammar, logic, rhetoric, mathematics, scholastic theology, and commentaries on the Koran. At this stage the student was often instructed by several mallams (teachers) who specialized in different disciplines like teachers in post-primary institutions in the Western-type school system. However, instructional method was not very effective because it emphasized mechanical rote-learning rather than a practical, visual presentation of material.<sup>33</sup> After a student had successfully completed his studies, and had read and understood the works of several scholars, he received a licence to practise as a teacher, an Imam<sup>34</sup> or an Alkali.<sup>35</sup>

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31 Ibid., p. 158.

32 Ibid.

33 Fafunwa, Op. Cit., p. 62.

34 Imam is a person who leads in prayers in mosques or at public gatherings.

35 Alkali is a Muslim judge.

Teachers in Koranic schools, unlike teachers in Nigeria's traditional form of education, received "instructional training, of a short duration, in order to be able to make themselves understood in religious matters by the newly-converted peoples".<sup>36</sup> However, the training was not as rigorous and formal as the teacher training followed in colleges which were introduced into the country from the Western world. Koranic teachers were supposed to be well versed in Islamic studies and the Arabic language, but, in fact, few people attained accepted scholarly standards. There were teachers whose qualification was their ability to read simple Arabic words and recite parts of the Koran.

The teacher was generally respected, because he was the guardian of morals and transmitter of God's word which gave life to the mind. Alkali notes that "he teaches others the duties of religion to serve God, as well as the duties of the world to serve men".<sup>37</sup> It was the teacher's duty, a fundamental duty, to feed his pupils with the correct Islamic beliefs so that they might grow to be good and useful Muslims. His was a noble profession which deserved respect but at the same time required a high sense of devotion and responsibility.

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36 Alkali, Op. Cit., p. 10.

37 Ibid.

Fees were not charged, for it was the convention that the Koran must not be taught for money.<sup>38</sup> However, the teacher received remuneration in various forms. He received gifts such as millet, maize, cooked food, kola-nuts, a piece of cloth or a prayer mat from his pupils, and rams and other gifts from the pupils' parents during Muslim festivals and specified stages of memorization. The most important remuneration was the farm work "the master gets out of his pupils".<sup>39</sup> In the rainy season pupils went to work on the master's farm and sometimes lived there for about five days, if the farm was far from the town or village. During that period classes were usually confined to one evening session or cancelled, if the teacher himself was away from home.

Islamic and Arabic education continued in Nigeria, especially in the Northern and Western Regions until the advent of the Christian missionaries in the nineteenth century. The missionaries were largely responsible for checking the rapid spread of Islam, and hence of Islamic education.

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38 Trimingham, Op. Cit., p. 160.

39 Ibid.

### 3. Christian Missionaries and Education in Nigeria.

Portuguese missionaries were the first to bring to the people of what is now known as Nigeria the first experience of Western education. The Portuguese were predominantly interested in commerce, but they felt that Africans should acquire some rudiments of education and accept Christianity, if they were to be good trading customers. Ecclesiastical and civil authorities alike held this opinion, and so sent out missionaries. In 1515 Catholic missionaries visited the Oba<sup>40</sup> of Benin and taught his son<sup>41</sup> and the sons of his chiefs, who had been converted to Christianity, the rudiments of the Christian faith. Between 1556 and 1565 and from 1571 to 1574, some missionaries also visited Warri,<sup>42</sup> the chief town of the Itsekiri tribe, where they converted the rulers to Christianity, and taught a number of people to read. These sporadic

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40 The traditional ruler of Benin was, and still is, called the Oba.

41 A. F. C. Ryder, "The Benin Missions", Journal of the Historical Society of Nigeria, Vol. 2, No. 2, December 1961, p. 235. The son was baptized and taught to read by the missionaries.

42 A. F. C. Ryder, "Missionary Activities in the Kingdom of Warri, to the Early Nineteenth Century", Journal of the Historical Society of Nigeria, Vol. 2, No. 1, December 1960, p. 2.

attempts to introduce European education into Nigeria ended in failure because of the difficulties of financing missions and finding priests who could endure malaria fever.<sup>43</sup> A more important reason for the failure was the Atlantic slave trade which caused enormous devastation in West Africa for nearly three centuries.

It was not until the nineteenth century when there was a resurgence of missionary activities that Western education made a permanent impact on Nigeria. The humanitarian feeling of a group of people who were deeply touched by the sufferings of the slaves, and the eighteenth century enlightenment with its ideas of the natural rights and dignity of men resulted in the establishment of the anti-slavery movement. During the same period, the evangelical revival which created the Methodist Church under John Wesley and a powerful evangelical party within the Anglican Church stimulated a desire "to re-establish Christianity in Africa ...".<sup>44</sup> This renewed interest coupled with the concern for the emancipation of Africans led to a fresh missionary

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43 A. F. C. Ryder, "Missionary Activities in the Kingdom of Warri, to the Early Nineteenth Century", Journal of the Historical Society of Nigeria, Vol. 2, No. 1, December 1960, p. 3; A. F. C. Ryder, "The Benin Missions", Journal of the Historical Society of Nigeria, Vol. 2, No. 2, December 1961, p. 234-244.

44 J. F. Ade Ajayi, Christian Missions in Nigeria, 1841-1891: The Making of a New Elite, London, Longmans, 1965, p. 7.

endeavour in Nigeria and other parts of Africa.

The Methodist Church was the first to send out missionaries to Nigeria in the nineteenth century. The energetic Rev. Thomas Birch Freeman, accompanied by Mr and Mrs. de Graft, arrived in Badagry on September 24, 1842;<sup>45</sup> they started a mission there and built the first school in Nigeria. Thomas Freeman also travelled to Abeokuta where he started a second mission station and built a small school.

The C.M.S. (Church Missionary Society), an overseas affiliate of the Anglican Church, sent out the next group of missionaries. In 1845, Samuel Ajayi Crowther, a Yoruba, Mr. Townsend, and the Rev. C. A. Golme from Sierra-Leone first landed at Badagry, and in the following year they arrived at Abeokuta where they built a mission, a church, and a school.<sup>46</sup> The missionaries, joined by others, soon established themselves firmly at Abeokuta from where they extended Western civilization down to Badagry, Lagos and Ibadan. Anna Hinderer, the wife of the pioneer of missionary work at Ibadan, kept a diary in which she recorded that four of her sixteen school children had begun to read the Yoruba Testament, all had learned Watt's Catechism, and

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45 Ibid., p. 31.

46 Ibid., p. 34.

two were learning the English primer.<sup>47</sup> She also taught them to sew and knit because she wanted to have an occupation for them. All this exemplifies the seriousness with which the missionaries took their jobs.

In 1859, the C.M.S. opened a grammar school in Lagos and shortly after, a training institution, known as the Theological Seminary, at Abeokuta. By 1890 the mission had had forty ordained missionaries<sup>48</sup> and several trained native teachers who taught in primary schools. These evangelical and educational efforts in Western Nigeria were extended to the Niger Delta and Eastern Nigeria under the leadership of Bishop Ajayi Crowther and with the active cooperation of McGregor Laird, a Niger explorer.

While the Methodists and the C.M.S. were consolidating their missionary endeavours in Badagry and Abeokuta, the United Free Church of Scotland sent a mission under Rev. Hope M. Waddell to Calabar in 1846. Hope Waddell and his party found that King Eyo and his son were versed in Arithmetic, Writing, and Reading English and that the teacher and the carpenter he brought could not rival the

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47 Anna Hinderer, Seventy Years in the Yoruba Country (1827-1870); Memorials of Anna Hinderer, London, The Religious Tract Society, 1877, p. 81.

48 Ajayi, Op. Cit., p. 152.

King in the three R's. Calabar had had a long and deep attachment to English traders from whom its traders learned English. Hope Waddell, found "very intelligible journals of the affairs of this country kept by its rulers, written in English, of so old a date as 1767".<sup>49</sup> In 1850, Mr. Bowen of the Southern Baptist Convention was attracted to Badagry by "an account of the work of the Methodists",<sup>50</sup> and, shortly afterwards, he went to Yoruba land to build a mission house and a chapel at Ijaiye, and to establish a base in Lagos. The Convention built the Baptist Academy in Lagos in 1883<sup>51</sup> and founded a vocational and trade school at Abeokuta.

The Roman Catholic Church was not left out in the missionary endeavour in Nigeria. A French Catholic Missionary body, the Society of African Missions, set up Roman Catholic missions first in Sierra Leone and then in Dahomey. The first Missionary arrived in Dahomey in 1861, visited Lagos and assigned a missionary there in 1867.<sup>52</sup> In 1868, the Church established schools in Lagos, and, in 1872, some sisters from France organized education for girls. The

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49 Ibid., p. 53.

50 Ibid., p. 13.

51 Ibid., p. 155.

52 Ibid., p. 50.

schools were built for the Brazilian ex-slaves who had settled in Lagos and had wanted to receive instruction from Catholic missionaries.

While missionary education was taking roots in Western and Eastern Nigeria and in Lagos, Northern Nigeria was little affected. One of the reasons for this was the agreement made between the British Government and the Emirs<sup>53</sup> that Christian missionaries should not enter the emirates "without the consent of the Emirs".<sup>54</sup> The result was that missionary effort was confined to "pagan areas" such as Gbede and Lokoja. Second, there was antagonism towards Western education because of the existence of a large number of Koranic schools where pupils were trained in methods of worship and taught Arabic language and the fundamental laws of Islam. The high degree of attachment of the majority of people in the North to this form of education made the introduction of Western education difficult.<sup>55</sup> However, the Government decided to take the responsibility of providing Western education for them.

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<sup>53</sup> Emirs were, and still are, the traditional rulers in Northern Nigeria. Each rules a province called "Emirate".

<sup>54</sup> L. J. Lewis, Society, Schools and Progress in Nigeria, Oxford, Pergamon Press, 1965, p. 28.

<sup>55</sup> Ibid., p. 29.

Although it was difficult for the missionaries to penetrate the North, their educational endeavour in Southern Nigeria grew rapidly, and, by the end of the nineteenth century, several mission schools had been built.

The earliest schools of the missionaries were built close to the mission house or the church. This was a replica of the common practice in Britain during the Medieval Age. Leach has this to say about mission schools in Britain:

The missionaries had to come with the Latin service-book in one hand and the Latin Grammar in the other. Not only had the native priests to be taught the tongue in which their services were performed but ~~their~~ converts (...) had to be taught the elements of grammar before they would grasp the elements of religion. So the Grammar School became in theory as it often was, in fact, the necessary anteroom, the vestibule of the Church.<sup>56</sup>

In East Africa where missionary activity also flourished in the nineteenth century, as it did in Southern Nigeria, the former schools for catechists and church teachers, usually situated at the European mission stations, became regular training centres for primary teachers.<sup>57</sup>

In Nigeria and elsewhere in Africa, it was necessary to build schools close to the church because they

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<sup>56</sup> A. F. Leach, The Schools of Medieval England, London, Methuen, 1969, p. 3.

<sup>57</sup> R. Oliver, The Missionary Factor in East Africa, London, Longmans Green, 1952, p. 274.

were "the nursery of the infant church", the main hope for the success of missionary work.<sup>58</sup> If the schools were not built close to the church, missionaries might have difficulties in ensuring the steadfastness of their converts and in preparing men for evangelical work. It was hoped that the schools would provide a fruitful ground for sowing the seed of the Christian religion, and that future teachers, leaders and pastors of the church would emerge from among their pupils. Thus, the missionaries gradually evolved a pattern of primary, secondary and teacher education in mission stations, though there was no general inspectorate.

The usual curriculum of a primary school consisted of four R's: Religion, Reading, Writing, and Arithmetic; and girls were supposed to take sewing in addition where there was a lady teacher.<sup>59</sup> At the larger mission stations where remarkable educational progress had been made, this curriculum was soon enlarged by the addition of subjects such as Grammar and Geography. English, considered as the language of civilization and commerce, was the language of instruction in all subjects, but "the vernacular, as much

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58 Ajayi, Op. Cit., p. 134.

59 Ibid., p. 138.

as possible, was the language of religious instruction".<sup>60</sup>

Manual labour was conspicuously omitted from the curriculum, and physical exercise was hardly ever mentioned. Girls did some sewing, but boys had nothing to do. The obvious choice of a practical subject would have been agriculture, but it would have been difficult to convince parents of the value of agricultural education, because they were anxious that schools should equip their children with new skills for trade.<sup>61</sup> Besides, the missionaries themselves who had persuaded the children to abandon the farm and go to school could have had some difficulty in making a strong case for putting agriculture on the curriculum.<sup>62</sup>

Secondary school curriculum was similarly dominated by literary subjects which were offered to meet the needs of trade and the predilections of the Sierra Leonean emigrants for literary and academic education.<sup>63</sup> The C.M.S. Grammar School in Lagos was very successful in

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60 Ibid., p. 140.

61 Ibid., p. 141.

62 Ibid.

63 J.F. Ade Ajayi, "The Development of Secondary Grammar School Education in Nigeria", Journal of the Historical Society of Nigeria, Vol. 2, No. 4, December 1963, p. 524.

raising the mission's prestige, but it did not offer practical subjects. In 1872, a secondary school for females was established by the Rev. A. Mann and his wife in the hope that the inadequacy of the Grammar School would be ameliorated, but little adaptation of the curriculum was carried out. The Methodist Grammar School, founded in 1879, and subsequent ones did not bring about any change either. The subjects offered were English and Orthography, Writing, Dictation, Arithmetic and Algebra; Grammar, History, Secular and Sacred; Geography, Classics, prose writers and poets.<sup>64</sup> Additional subjects could be taken at extra costs and with the special permission of the principal who reserved "in every case, on due consideration with parents and guardians, the right of deciding what additional subjects each pupil shall take up".<sup>65</sup> However, the most common subjects offered in grammar schools were Latin, Mathematics, and poetry, all of which were taught in English. The curriculum was characteristically similar to the curriculum used in British grammar schools.<sup>66</sup>

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64 Ibid., p. 524.

65 Ibid.

66 Foster Watson, The Old Grammar Schools, Cambridge, Cambridge University Press, 1916, vi-150 p.

Effective instruction in grammar school subjects depended greatly on the ability of teachers and the availability of supplementary lessons given by competent members of the community such as government officials, doctors, and traders. The important point here is that the schools lacked trained teachers in large numbers; but a more serious shortcoming, as far as the missions were concerned, was the considerable concentration of attention on secular subjects at the expense of religious instruction.<sup>67</sup>

The unsatisfactory nature of the grammar schools from the evangelistic point of view made the C.M.S. (later called the Anglicans) and the Methodists concentrate their attention on teacher training institutions. Common opinion was that colleges should be founded in the interior to produce evangelist teachers who would help "in the spread of Christianity in the ever-widening missionary field".<sup>68</sup> The only teacher training college in all the five missions by 1880's was founded by the C.M.S. at Abeokuta in 1859. The institution was transferred to Oyo in May 1896 to produce vernacular preachers for the Yoruba mission and amateur teachers for the burgeoning primary schools. In

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67 E. A. Ayandele, The Missionary Impact on Modern Nigeria, 1842-1914: A Political and Social Analysis, London, Longmans, 1966, p. 293.

68 Ibid.

1895, the C.M.S. also founded the Asaba training institution, "the aim of which was to produce vernacular preachers ...".<sup>69</sup> In 1897, the Baptists established a teacher training college at Ogbomosho,<sup>70</sup> and, in 1905, the Methodists opened the Wesley College, Ibadan, to train catechists and teachers. The earliest educational institution of the Catholic mission, founded in 1876, combined teacher training with grammar school instruction.<sup>71</sup>

The typical curriculum of a teacher training college consisted of the Scriptures learnt in native tongue, personal hygiene, and habits of industry and orderliness. Students were not given instruction in academic subjects, because intellectual knowledge would make them superior individuals who would carry with them the comforts and ostentation of civilization, not the discipline and humility of Christianity. The emphasis was on spiritual and moral development. This conception of teacher education dominated the life and teaching in the first teacher training college in nineteenth century Britain.<sup>72</sup> Trained

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69 Ibid., p. 294.

70 T. T. Solaru, Teacher Training in Nigeria, Ibadan, Ibadan University Press, 1964, p. 7.

71 Ibid., p. 8.

72 D. Stow, The Training System, Glasgow, (no publisher), 1840, p. 32-33.

teachers from this British college were probably in demand in Nigeria as they were in several other British colonies.

Academic subjects which were not offered initially could not be avoided later, as increased numbers of teachers, catechists and clergymen were required. The new curriculum thus included Comparative Religion, New Testament Criticism, elementary lectures on preaching and Theology, Old Testament, school method and management, as well as Geography and English and English History.<sup>73</sup> The enlargement of the curriculum was necessary so as to enable trainees to acquire deeper knowledge of Western education than the pupils, farmers, and traders they were supposed to teach and to reduce the supply of qualified teachers from Britain.

The kind of education provided in the missionary schools was criticized by the first Governor-General of Nigeria, Lord Lugard (1914-1919), as very bookish, making pupils have "contempt for manual work".<sup>74</sup> It must be realized that the educational effort of the missionaries was primarily to make Christian converts who could read the Bible and spread the gospel. They, however, made a

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73 Solaru, Op. Cit., p. 6.

74 Lord Lugard, The Dual Mandate in British Tropical Africa, London, Frank Cass, 1965, p. 429.

permanent contribution to the preservation of the Nigerian languages by reducing them into writing. Ayandele has this to say about the contribution:

Upon the Christian missions devolved the task of preserving the vernacular against the wishes of their converts and the indifference of the administrators who preferred the English language.<sup>75</sup>

Apart from linguistic efforts, the missionaries played a leading role in the moral and social development of the Nigerian peoples through their churches and schools.<sup>76</sup> They exerted relentless efforts to prevent the demoralization of the country by the white man's liquor, and thus won the approbation of Nigerian nationalists.

Another criticism was that missionary education brought to men indiscipline, discontent and bitterness, and made them to be political agitators with no roots in local traditions and out of touch with their own people.<sup>77</sup> This criticism has an element of truth in it, but in spite of the inadequacies of the education that was provided, missionary schools produced men who became teachers for

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75 Ayandele, Op. Cit., p. 283.

76 Ibid., p. 284.

77 Lugard and the Amalgamation of Nigeria: A Documentary Record, being a Reprint of the Report by Sir F. D. Lugard on the Amalgamation of Northern and Southern Nigeria, and Administration, 1912-1919, Compiled and introduced by Kirk-Greene, London, Frank Cass & Co. Ltd., 1968, p. 151.

the schools and clerks for government and mercantile business. The supply of these men made the growth of commerce possible, and the servicing of governments, churches, and schools adequate.

A balanced criticism of missionary education in Africa generally was summed up in 1922, by the Phelps-Stokes Commission in its Reports on Education in Africa.

Though the educational facilities in Africa are to be largely credited to missions, and a really great service has been rendered by them to the native people, many of the missions have yet to realize the full significance of education in the development of the African people. None can question the sincerity of the missionaries or their noble devotion to the welfare of the people. The defects in their educational program, so far as they exist, have usually been due to their conception of education. Some have thought of education merely as the imparting of information, or, at most, as the development of the mind without relation to the moral and spiritual life. To such a group education has no religious significance. Others have thought of education as necessary chiefly to enable the natives to read the Bible and to understand the spirit of Christianity. This group has been content with an education in books. For the masses they have provided the three R's. For the catechists and the advanced pupils they have endeavoured to give a knowledge of literature, including of course, an interpretation of religion. In thus limiting education to classroom instruction in books, missionaries were following the ideals prevailing in the home country.<sup>78</sup>

When members of the Commission, some of whom were missionaries themselves, made these remarks, they admired

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<sup>78</sup> L. J. Lewis, Ed., Phelps-Stokes Reports on Education in Africa, London, Oxford University Press, 1962, p. 20.

the devotion of missionaries to the welfare of native people, but wondered why there was no instruction in practical, outdoor subjects.

A close study of missionary endeavour, however, reveals that some effort was made at providing education in practical subjects. The missionaries attempted to teach their converts craftsmanship in brickmaking, cabinet-making, tailoring, coopering, boat-repairing and masonry.<sup>79</sup> Many of them maintained farms in order to ensure regular supplies of food and encouraged a number of people to cultivate export crops such as cocoa, rubber, and cotton.<sup>80</sup> The missionaries could not provide industrial and agricultural education on a large scale, because it was more costly to run than seminaries, secondary schools and teacher training colleges. Besides, economic expansion in Africa as a whole was largely confined to commerce which required clerical skill. The development of industry was to come later.

#### 4. Government's Involvement in the Education Enterprise, 1882-1959.

Most provisions for education in Nigeria from 1842 to 1882 depended upon the efforts of the Christian

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<sup>79</sup> Ayandele, Op. Cit., p. 297.

<sup>80</sup> Ibid., p. 296.

missionaries, supported by their home churches, and with gifts from friends and Sunday collections. Government's involvement in the provision and support of education up to the year 1882 was nil, apart from financial aid to the Anglican, Wesleyan, and Catholic missions in Lagos in 1877.<sup>81</sup> In 1882, Government made provision for a general board of education which had the power to establish local boards to advise the general board on whether the conditions under which grants were made to schools were fulfilled and on the opening of government schools.<sup>82</sup> Provision was also made for an inspectorate, charged with the responsibility of inspecting all schools, to see how far they operated under government regulations, stipulated for awarding grants. Grants-in-aid were henceforth awarded for good organization and discipline, number of pupils enrolled, and the results of examinations.

The Government and native administration had established 59 primary schools with a total enrolment of 3,984 pupils and one secondary school by 1912,<sup>83</sup> but had not made any provision for training teachers for their

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<sup>81</sup> S. Phillipson, Assisted by W. E. Holt, Grants in Aid of Education in Nigeria; A Review with Recommendations, Lagos, The Government Printer, 1948, p. 11.

<sup>82</sup> Ibid., p. 12.

<sup>83</sup> Ibid., p. 13-14.

schools. When the first World War broke out in 1914, educational expansion was stagnant, though Government responsibility for the organization and administration of education was fully recognized.

In spite of this recognition, the Government did not do anything. There was little wonder that the Phelps-Stokes Commission had this critical remark to make in 1922 about education in Africa:

Many of the failures of educational systems in the past have been due to the lack of organization and supervision. Governments and missions have not applied to their educational work the sound principles of administration which are increasingly recognized in other undertakings of importance. This is partly explained by the failure to appreciate the importance of education, and partly by the fact that those responsible for educational and religious movements have so often failed to understand the necessity of organization and supervision.<sup>84</sup>

It was observed that there was no co-operation among missions, governments, and commerce in the provision of education, and there was obvious lack of concerted and co-ordinated efforts to tackle the problems of organization and adaptation.<sup>85</sup> Besides, the participation of the natives was less than proportionate to the participation of each of the other three groups, though there were clear indications

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<sup>84</sup> Lewis, Ed., Phelps-Stokes Reports on Education in Africa, p. 22.

<sup>85</sup> Ibid.

that the four groups might unite some day in the development of education for Africans.

There was another reason why co-operation, if not unity, was absolutely necessary. Government made grants to schools only on the basis of examination results, without taking discipline into account any longer. Although the missions achieved great results in intellectual tests, grave indiscipline was rampant among their converts. Lord Lugard suggested how this indiscipline could be avoided in future:

If these ill-results are to be avoided in the future, it is essential not merely that the local missions should act in co-operation with the secular authority, but that the experienced and able men who control the policy of the great societies should take counsel with colonial administrators in England. It is also no less vital that the local Governments should exercise some control over all unaided schools.<sup>86</sup>

Government essayed to effect co-operation through the Board of Education, which was responsible for considering education reform proposals and making recommendations to the Government. Attempts were also made to control schools by compulsory inspection and closure of those schools which failed to conform to Government regulations. These steps were taken in order "to meet the situation presented by the

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<sup>86</sup> Lugard, The Dual Mandate in British Tropical Africa, p. 420.

mushroom growth of schools of dubious quality ...".<sup>87</sup>

Little success was achieved, because of lack of co-operation from the missions. In the circumstance, the Government decided to place the management of schools in the hands of missions, a decision which reversed Government's previous policy to increase its participation in the education enterprise.

Fresh Government involvement began in 1925 when the Colonial Office published a Memorandum, based upon the recommendations of an Advisory Committee on Native Education in British Tropical African Dependencies, constituted in 1923. The note sounded by the Phelps-Stokes Commission and Lord Lugard on the need for Government's involvement in the development and organization of education was given due consideration by the Advisory Committee. The 1925 Memorandum<sup>88</sup> which the Nigerian Government accepted as the basis of its policy may be summarized as follows:

1. Government encourages all voluntary educational effort, but reserves for itself the right to make educational policy and to supervise all educational institutions.

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87 Phillipson, Op. Cit., p. 16.

88 Great Britain, Colonial Office, Advisory Committee on Native Education in the British Tropical African Dependencies, Education Policy in British Tropical Africa, London, H.M.S.O., 1925, 8 p. Henceforth, this document will be referred to as The 1925 Memorandum.

2. Government encourages the establishment of Advisory Boards of Education in each dependency to facilitate co-operation between Government and all other educational agencies.
3. Education should be adapted to the mentality, aptitudes, occupations and traditions of the peoples, conserving what is healthy in their social life. Leaders must be educated, and the gap between these and the rest of the people should be narrowed by providing education for the masses.
4. Religious teaching and moral instruction should be accorded prominence in schools and training colleges.
5. The Education Department should attract the best available men to implement the policy outlined in The Memorandum.
6. Grants-in-aid will be provided to Voluntary Agency schools which meet the required standard of educational efficiency.
7. Educational use of the vernacular should be considered, and vernacular textbooks should be prepared.
8. Native teachers should be trained, and visiting teachers should be trained as a means of improving village schools.
9. Government inspectors should visit schools to explain educational aims and to offer friendly advice.
10. Technical, industrial training should be provided in Government workshops and vocational training in every Government Department.
11. Girls and women should be educated, but without any disintegrating effect upon the entire community.
12. The education system should provide elementary, secondary, technical, university and adult education.

A guideline in The Memorandum that seems to be new in the Nigerian educational scene was the establishment of a comprehensive system of education which would provide elementary, secondary, technical, university and adult education, and training for teachers.<sup>89</sup> More important was the question of educating leaders and the masses without creating a gap between them and a threat to native culture and social organization. What was perhaps most important was the renewed Government interest in education, and its determination to establish local advisory boards of education to facilitate "co-operation between Government and other educational agencies ...".<sup>90</sup>

The Memorandum made it clear that education should be adapted to the occupations and traditional life of the people. At the primary level, this policy was adhered to in Nigeria. There was emphasis on the teaching of practical subjects, drawing examples from the locality, and using vernacular as the medium of instruction. In this respect one finds some parallels with the French practice in their African colonies.<sup>91</sup>

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89 Ibid., p. 8.

90 Ibid., p. 3.

91 Remi P. Clignet and Philip J. Foster, "French and British Colonial Education", Comparative Education Review, Vol. 8, No. 3, October 1964, p. 195.

The curriculum at the secondary level, on the other hand, consisted mainly of academic courses, in spite of earlier "efforts to develop secondary, vocational and agricultural training".<sup>92</sup> The French were probably more successful with respect to the provision of technical, vocational and agricultural education in their dependencies, because they had greater direct control of the educational system.<sup>93</sup> In Nigeria, like in any other British dependency, Government did not have direct control of Voluntary Agency schools except to carry out periodic inspections of them and offer advice. Government itself chose "to favor the proliferation of the academic-type secondary schools which were most demanded by Africans".<sup>94</sup>

The curriculum of teacher education was also not reformed to reflect the needs of Nigeria. The Phelps-Stokes Commission Reports of 1922 had recommended that, in addition to the three R's, (Reading, Writing, and Arithmetic), students should acquire some skill in gardening and handicrafts and have a determination to make a contribution to the improvement of the community.<sup>95</sup> Besides, the standard

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92 Ibid., p. 195.

93 Ibid.

94 Ibid.

95 Lewis, Ed., Phelps-Stokes Reports on Education in Africa, p. 140.

educational requirements should be the completion of twelve years of schooling, including teacher education that would be adapted in principles and practice to the locality.<sup>96</sup> Although the Colonial Government agreed with the view that teacher education should be adapted to rural conditions,<sup>97</sup> no practical steps were taken in that direction. In 1926, there were thirteen teacher training colleges with a total enrolment of 290 men and 30 women, all offering courses only in literary subjects. Teachers who were to teach the content of the literary curricula in primary and secondary schools were required to study it in their training institutions. What was more, the missionary staff conceived of education as the imparting of knowledge in a manner "familiar to them in their own school days".<sup>98</sup> When it is realized that a missionary had to perform wide pastoral functions which required literary education and also run a teacher training college, it is not difficult to understand why he was interested only in literary subjects.

The only problem the Government dealt with was the organization of the system of teacher education into two

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96 Ibid., p. 140-141.

97 The 1925 Memorandum, p. 6.

98 Solaru, Op. Cit., p. 68.

types.

1) The Elementary Training Course (E.T.C.) for lower primary school teachers proposed by Mr. Hussey, Director of Education.<sup>99</sup> Initially, it was a three-year course but later it became a two-year course open to a candidate who possessed a First School Leaving Certificate and had served as a pupil-teacher for two years. The course led to an award of Teachers' Grade Three Certificate.

2) The Higher Elementary Training Course was for upper primary school teachers. This was also a two-year course, open to a candidate who held a Teachers' Grade Three Certificate and had taught for at least two years. It was also open to a candidate from an elementary school to do a four-year course. A student who completed his course successfully was awarded a Teachers' Grade Two Certificate.

The main provision for secondary school teachers was made at the Higher College, Yaba, where a three-year course was run for teachers who wished to specialize in one or two subjects.<sup>100</sup> The aim for this provision was two-fold--to train teachers to replace expensive European teaching staff and to train science masters, so urgently needed in secondary schools and training colleges.

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<sup>99</sup> Ibid., p. 49.

<sup>100</sup> Ibid., p. 84.

The first major organizational reform the Government carried out was the amalgamation of the two Departments of Education in the Northern and Southern Provinces in 1929;<sup>101</sup> thus the control of education became centralized under a Director of Education. There were about 334 assisted primary schools with 57,479 pupils in the country by the end of 1929, and 2,440 unrecognized and unassisted primary schools with 81,124 pupils.<sup>102</sup> Also, there were two Government secondary schools and seventeen assisted mission secondary schools, all of which had a student population of 634.<sup>103</sup>

Government's increased involvement was not reversed since the publication of The 1925 Memorandum. In fact, The Memorandum became the basis for the enunciation of Government's educational policy for development even after independence.

One of the important documents in which the development of higher education in West Africa was recommended was published in 1945.<sup>104</sup> In its report, the 1945 Commission

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101 Ibid., p. 48.

102 Phillipson, Op. Cit., p. 22.

103 Ibid., p. 22.

104 Great Britain, Colonial Office, Report of the Commission on Higher Education in West Africa, London, O.H.M.S., 1945, viii-190 p.

was of the view that the supply of trained teachers was important to the development of higher education. There was, therefore, "the need for a great increase in the quantity and a great improvement in the quality of the teachers of all grades".<sup>105</sup>

In 1947, there was another important document in which educational policy for social and economic development was enunciated.<sup>106</sup> The world-wide depression between 1929 and 1935, the Second World War (1939-45), and the Nigerian Nationalist Movement which was very active in the period between 1920 and 1945 increased people's demand for education. The Government was therefore determined to provide increased educational facilities, but to do this, "the active co-operation of the communities concerned" had to be obtained.<sup>107</sup> It was recommended that Education Committees should be established and eventually become Committees of "Local Education Authorities".<sup>108</sup> It was also proposed that these Committees should be responsible for primary

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105 Ibid., p. 80.

106 Nigeria, Ministry of Education, Memorandum on Educational Policy in Nigeria, Lagos, The Government Printer, 1947, 61 p.

107 Ibid., p. 7.

108 Ibid.

education, and, in time, develop into administrative bodies.

In 1951, education became a regional subject and ipso facto, its administration came directly under a regional minister of education. The then Regional Governments (Western, Northern and Eastern) competed keenly for the provision of social amenities for their respective areas of jurisdiction, with the Governments of Western and Eastern Regions placing highest priority on education. The development of educational facilities at the primary and secondary levels led to the expansion of teacher education facilities to cope with an increased demand for teachers.

#### 5. Education in an Independent Nigeria, 1960-1963.

The 1925 Memorandum formed the basis for the development of educational policy. This process of development reached a turning point in 1960 when the report of the Ashby Commission on Post-School Certificate and Higher Education in Nigeria was published.<sup>109</sup> The Commission made its recommendations on three premises. First, it had a conception that by 1980 Nigeria would be a nation of some

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<sup>109</sup> Nigeria, Federal Ministry of Education, "Investment in Education" Report of the Commission on Post-School Certificate and Higher Education in Nigeria, Sir Eric Ashby, Chairman, Lagos, The Federal Government Printer, 1960, v-140 p. Henceforth, this report will be referred to as The Ashby Report.

50 million people, with industries, oil, and a well-developed agriculture; a nation with technological civilization, with its art preserved and its own literature begun.<sup>110</sup> The development of all this would require highly trained manpower.

The second premise was a forecast of Nigeria's high level manpower needs by 1970. Professor Harbison, a member of the Commission, suggested that about 31,200 persons would be needed for senior category,<sup>111</sup> and out of this about 20,000 would be university graduates for the period between 1960-70. During this same period about 55,000 persons with intermediate education would be required,<sup>112</sup> together with 28,700 teachers who formed the largest single high-level manpower group in Nigeria.<sup>113</sup> Harbison recognized the problem of making projections based upon inadequate statistical data and, therefore, warned that the estimates were mere suggestions, not sophisticated projections, of Nigeria's high level manpower needs.

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110 Ibid., p. 3.

111 Ibid., p. 61.

112 Ibid., p. 62.

113 Ibid., p. 61 and 62.

The third premise was a consideration of the capacity of the educational system to produce necessary manpower. The Commission was of the opinion that enough pupils were completing primary education to provide a sufficient number of candidates for secondary education. They then suggested that the secondary school intake should increase from 12,000 in 1958 to about 30,000 by 1970,<sup>114</sup> and of this number about 3,000 should be able to proceed to sixth form courses.<sup>115</sup>

The educational system needed qualified teachers. In order to improve the quality of teachers, half of the teachers in secondary schools, technical institutes and teacher training colleges should be graduates, and the remaining half should be well qualified non-graduate teachers to be called "Grade One".<sup>116</sup> The existing alternative routes through which Teachers' Grade One certificate could be obtained, namely, (1) the General Certificate of Education (Advanced Level) and (2) successful completion of a prescribed course in a Grade One Teacher Training College,

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114 Ibid., p. 9.

115 Sixth form course was a two-year post-secondary course designed to prepare candidates for Higher School Certificate examinations.

116 The Ashby Report, p. 81.

were unsatisfactory. Therefore, there was a very urgent call for the supply of well qualified teachers, if the development of education was to succeed. In 1961, a similar call was made by the Conference of African States when it said that there was a tremendous need for the expansion of the supply of trained teachers to meet expansion plans for primary, secondary and technical education.<sup>117</sup>

The Ashby Commission recommended that higher education should be concentrated in universities where degree courses would be provided to meet Nigeria's needs. The Federal Government should devote a substantial proportion of its resources to the University College, Ibadan (founded in 1948) and three other proposed universities in order to have a university population of about 7,500 by 1970.<sup>118</sup>

Attention was also given to the provision of technical, commercial and agricultural education. The Commission remarked that these forms of education were not developed in the past because the school system pursued only literary education which prepared people for clerical and

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<sup>117</sup> UNESCO, Conference of African States on the Development of Education in Africa, Addis Ababa, 15-25 May 1961, Final Report, Paris, Unesco, (no date), p. 5.

<sup>118</sup> The Ashby Report, p. 22.

administrative jobs and high social status.<sup>119</sup> This was too facile a judgement. In fact, the Government of Nigeria and Voluntary Agencies provided agricultural education and courses in crafts in the past. These projects failed because of lack of enthusiasm for non-literary training, absence of employment opportunities and insufficiency of local demand for finished products. Attention was not paid to "the relationship between the training of people for their employment and the market for their skills and products".<sup>120</sup>

The Ashby Report was accepted by the Federal and Regional Governments as the basis for educational development in the next ten years. However, Harbison's assessment of the manpower needs was not accepted because it was considered to be low when measured against the desire to accelerate the development of manpower.

When The Ashby Report was accepted, Bendel State had not been created, but the then Regional Government of Western Nigeria began to implement the suggestion that secondary school intake should be increased. In 1961, the two provinces (Benin and Delta) which later constituted

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119 Ibid., p. 22.

120 Lewis, Society, Schools and Progress in Nigeria, p. 60.

Bendel State had a total student enrolment of 6,108 in their secondary grammar schools, and in 1963, when the State was created, this number had increased to 7,904.<sup>121</sup> Enrolment in higher school certificate classes had similarly increased from 93 in 1961 to 249 in 1963.<sup>122</sup> All these schools together with primary schools needed well qualified teachers who would help in the development of education envisaged by the Ashby Commission.

When Bendel State was created in 1963, the number of qualified teachers was grossly inadequate. In that year, out of a total number of 12,356 teachers in primary schools, only 5,925 were trained and of the total number of 442 teachers in secondary grammar schools, only 196 were trained.<sup>123</sup> This shortage of trained teachers brought into a sharp focus the need for the improvement of the quality of teachers. In consequence, the Government of the State and other Governments in Nigeria decided to

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121 Western Nigeria, Ministry of Economic Planning and Community Development, Annual Abstract of Education Statistics, 1962 and 1963 Combined, Ibadan, The Government Printer, (no date), p. 19. Henceforth, this document will be referred to as Western Nigeria Annual Abstract of Education Statistics, 1962 and 1963 Combined.

122 Ibid., p. 21.

123 Ibid., p. 28 and 34.

discontinue the Grade Three Teachers' Course and to make the Grade Two Teachers' Certificate the lowest acceptable qualification of a trained teacher.<sup>124</sup> Steps were also taken to expand existing training facilities and to provide new ones to increase the supply of qualified teachers, the very foundations of the educational, social and economic development of the State, in fact, of the entire country.

In 1963, a long way had been travelled from exclusively the earliest form of traditional education which children acquired mostly from their parents and members of the extended family. The spread of Islamic education had been checked by the advent of the energetic Christian missionaries and the prestigious Western education they brought with them in the nineteenth century. The Christian schools which were established initially to supply clergymen for the church had also contributed to the training of teachers for the schools and clerks for government and commerce. But how could they meet the educational needs of a newly independent Nigeria?


In the nineteenth century and in the first quarter of the twentieth century, the Colonial Government's

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<sup>124</sup> Education and World Affairs, Committee on Education and Human Resource Development, Nigerian Human Resource Development and Utilization, New York, Education and World Affairs, 1967, p. 81.

involvement in the education enterprise was minimal, but The 1925 Memorandum became the basis for the development and elucidation of educational policy in Nigeria. The 1960 Ashby Report in the year of Nigeria's independence marked a turning point in the process of educational development, when it recommended that educational institutions had to be geared more effectively towards producing the manpower necessary for the major economic and social changes ahead.

Success of manpower development depended, in a large measure, upon the quantity and quality of teachers supplied for educational institutions. The Federal and Regional (now State) Governments fully realized this. The effort made by the Government of Bendel State to develop and reform the inherited system of teacher education in order to increase the supply of qualified teachers in a new era is the question to be considered in the following chapters.



## CHAPTER II

### TEACHER EDUCATION FACILITIES UNDER REVIEW IN BENDEL STATE, 1963-1967

When Bendel State was created from the former Western Region of Nigeria as a distinct political unit in 1963, it inherited an educational system from which skilled manpower was to be produced to put the State on a firm foundation, and to develop its socio-economic and political life. The preparation of the manpower required a regular and sufficient supply of teachers who had acquired sound academic and professional education. The rapid expansion of schools both in pupil enrolment and physical facilities in the State made the teacher supply problem all the more urgent and important.

In order to understand the practical efforts which were made to supply trained teachers, one must be made aware of the inherited system of teacher education and what happened to it. Thus, the main features and problems of the inherited institutions--Grade Three Teacher Training Colleges, Grade Two Teacher Training Colleges and the Rural Training Centre at Asaba--during the period of transition (1963-1967) are considered in this chapter. In particular, the closure of Grade Three Colleges in 1963 because the teachers supplied from them were deemed incompetent, the

fluctuating situation in Grade Two Colleges because of the phasing out of Grade Three Colleges and the closure of the Rural Training Centre in 1967 because its academic work was poor for the preparation of teachers for post-primary institutions are examined. The general problems of paucity of women/girls enrolled, and the characteristically small size of the institutions are also considered.

The closure of Grade Three Colleges and the Rural Training Centre, and the need to increase the supply of qualified teachers for the rapidly developing and changing school system led to the expansion and reforms of teacher education facilities in 1967-1976. The expansion programme included increased student enrolment in the existing Grade Two Colleges (1967-1976), and the establishment of the Headmasters' Institute and the College of Education in 1969. This will be the subject of consideration and elaboration in the next chapter.

1. The Phasing out of Grade Three Teacher Training Colleges.

Grade Three Colleges were the lowest of all the three types of training colleges which the State inherited from the former Western Region and they offered a course, leading to the award of Teachers' Certificate Grade Three which qualified a teacher to teach in the junior classes

(primary classes 1 to 4) of a primary school.<sup>1</sup> The colleges were closed in 1963,<sup>2</sup> shortly after the creation of Bendel State, because the teachers produced from them were not of a high quality. Before their closure is considered, it is important to know the method of selecting students for admission to these colleges and the trend in their student enrolment.

#### The Selection of Students

The selection of students for the two-year Grade Three course was by entrance examination taken by candidates who possessed one of the following qualifications:

- (a) a secondary modern school leaving certificate
- (b) a primary school leaving certificate with three or more years of teaching experience.<sup>3</sup>

Provision was also made for a candidate who possessed a secondary grammar school class three or four certificate.

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1 Primary education in Nigeria was, and still is, for children from the age of six years to the age of twelve years inclusive.

2 Mid-Western Nigeria, Ministry of Economic Development, Mid-Western Nigeria Education Statistical Bulletin, 1964, Vol. 1, Benin City, Ministry of Internal Affairs and Information, (no date), p. 6. Henceforth, this document will be referred to as Mid-Western Nigeria Education Statistical Bulletin, 1964, Vol. 1.

3 Western Nigeria, Annual Abstract of Education Statistics, 1962 and 1963 Combined, p. i.

Entrance examinations were usually conducted by individual colleges annually for admission in the following year. Successful candidates were then invited for interviews which usually consisted of oral examinations and athletic competitions, though in some colleges a second written test was conducted. Candidates who were finally taken were required to pay a minimum sum of money as deposit to ensure that places were reserved for them in the colleges.

#### Student Enrolment

Grade Three Colleges were all residential and small, the average enrolment per college varying from 121 to 148 students per annum.<sup>4</sup> In 1962, a year before the creation of Bendel State, enrolment in the sixteen colleges in Benin and Delta Provinces<sup>5</sup> was 1,944, but by 1964 the number of the colleges had been reduced to two, and ipso facto the enrolment had dropped to 245 (see Table I). It is worth noting that in the 1963 enrolment of 1,944, only 285, about 15 per cent, were female, and in the 1964 modest enrolment of 245, there was no female student.

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<sup>4</sup> Mid-Western Nigeria Education Statistical Bulletin, 1964, Vol. 1, p. 15 and 40.

<sup>5</sup> Benin and Delta Provinces became Bendel State.

Table I  
Enrolment in Grade Three Teacher Training Colleges in the Mid-Western Region  
of Nigeria by Province and Sex, 1962-1964

Province	1962			1963			1964					
	No. of Colleges	Students		No. of Colleges	Students		No. of Colleges	Students				
		Male	Female		Male	Female		Male	Female	Total		
Benin	10	1211	135	1346	7	1095	79	1174	2	245	-	245
Delta	6	448	150	598	5	489	115	604	-	-	-	-
Total	16	1659	285	1944	12	1584	194	1778	2	245	-	245

Source: Mid-Western Nigeria, Ministry of Economic Development, Mid-Western Nigeria Education Statistical Bulletin, 1964, Vol. 1, Benin City, Ministry of Internal Affairs and Information, (no date), p. 15 and 40.

The Closure of the Colleges

The relative paucity of students in 1964 was due largely to the decision to close the colleges in 1963. After the closure order, however, the few students already enrolled in the Grade Three course continued in it in 1964, but they were required to complete the Grade Two course before they left college.<sup>6</sup> The decision to discontinue the Grade Three course was greatly influenced by the report of a Commission appointed in 1960 by the Government of the then Western Region of Nigeria to review and make recommendations on the educational system of the Region. In the report, the Commission recommended that the Grade Three course should be discontinued:

We recommend that, with the exception of the Emergency Training Scheme, 1962-65, those already selected for entry in 1961 should be the last intake. Evidence is conclusive that the products of the Grade III Colleges are not of a high quality as is educationally desirable, and so there is no need to prolong unduly a course which has outlived its usefulness. As from 1962, Grade III Colleges should either be taken over for the emergency scheme or upgraded to Grade II.<sup>7</sup>

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<sup>6</sup> Mid-Western Nigeria Education Statistical Bulletin, 1964, Vol. 1, p. 6.

<sup>7</sup> Western Nigeria, Ministry of Education, Report of the Commission Appointed to Review the Educational System of Western Nigeria, December 1960 to January 1961, S. A. Banjo, Chairman, Ibadan, The Government Printer, (no date), p. 50. Henceforth, this document will be referred to as The Banjo Report.

The Government of Western Nigeria had not taken action on this important, in fact, crucial recommendation when Bendel State was created. No sooner was the State created than the Grade Three Teachers' Colleges were abolished. There was little wonder that the report of the Commission was a singular factor which had a powerful influence on the decision of the State Government to discontinue the Grade Three course and to exercise a closer control of future directions in teacher education. Steps were also taken in other parts of Nigeria to phase out most Grade III training programmes and to upgrade their products.<sup>8</sup>

The Government of Bendel State itself recognized the importance and necessity of providing an adequate number of teachers who were well trained for the primary schools in the State. It attributed the falling standards in primary education directly to the poor quality of teachers, some of whom had been trained in Grade Three Colleges:

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<sup>8</sup> See Chapter I.

The present weakness of our primary education derives from the poor quality of the education of the teachers. Those whose duty it is to examine intending teachers for their certification and the inspectors who see them at work in the schools after the completion of their training complain of the teachers' low standard of education and incompetence.<sup>9</sup>

There was also a large proportion of untrained teachers who, because of their inexperience and incompetence, were unable to do efficient teaching and contribute to the development of primary education. In 1963, 6,431 or approximately 52 per cent of the total 12,356 teachers in primary schools in the State were untrained.<sup>10</sup> Most of these untrained teachers had had no more than a basic primary education whose low standard had contributed to a further lowering of the quality of instruction.

## 2. The Retention of Grade Two Teacher Training Colleges.

Grade Two Teacher Training Colleges were the second type of training colleges inherited by Bendel State. They were not closed, rather they received and upgraded the

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<sup>9</sup> Mid-Western Nigeria, Ministry of Economic Development, Mid-Western Nigeria Development Plan, 1964-1968, Benin City, Ministry of Internal Affairs, Printing Division, (no date) p. 51. Henceforth, this document will be cited as Mid-Western Nigeria Development Plan, 1964-1968.

<sup>10</sup> Western Nigeria, Annual Abstract of Education Statistics, 1962 and 1963 Combined, p. 28.

clientele of Grade Three Colleges which were closed in 1963.<sup>11</sup> They offered a course leading to the award of Teachers' Certificate Grade Two, which qualified a teacher to teach in the senior classes (primary classes 5 and 6) of a primary school. Holders of Grade Two Certificates were also allowed to teach in post-primary institutions, if there was a shortage of more qualified teachers.

#### The Selection of Students

Admission to a Grade Two College was by entrance examinations, open to candidates who possessed one of the following qualifications:

- (a) A Primary Six Certificate. Candidates who possessed this certificate were required to take a four-year course.
- (b) A Grade Three Teachers' Certificate with a successful completion of not fewer than two years of teaching since the award of the Grade Three Certificate. Admitted candidates were required to take a two-year course.
- (c) A West African School Certificate. Admitted candidates were also required to take a two-year course.<sup>12</sup>

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<sup>11</sup> See p. 56 and 59.

<sup>12</sup> Education and World Affairs, Committee on Education and Human Resource Development, Nigerian Human Resource Development and Utilization, New York; Education and World Affairs, 1967, p. 81.

Provision was also made for the following categories of entrants:

- (a) an entrant who possessed a secondary class four certificate would have to go through a ~~three~~-year course.
- (b) an entrant with a secondary modern school certificate had to take the course for four years.<sup>13</sup>

Entrance examinations were conducted by individual colleges for admission in the following year as was the practice in the Grade Three Colleges. Successful candidates were shortly afterwards invited for interviews where final selections were made. Although considerable importance was attached to academic performance, a college might not take the candidate who had the highest marks. Much attention was also paid to the personality of the candidates as perceived in an interview, his athletic ability as shown in sports competitions, and the part he played in the life of his school as found in the report submitted by his/her headmaster or principal. Candidates who were finally offered admission were required to pay deposits to reserve places for themselves in the colleges.

Student Enrolment

Grade Two Teacher Training Colleges, like the Grade Three Colleges, were all residential and very small, the average annual student enrolment per college varying from 124 to 240.<sup>14</sup> In 1962, when the State was part of the former Western Region, there were eleven Grade Two Colleges with 1,259 students in both Benin and Delta Provinces, and in 1964, a year after the creation of the State, the number of the colleges increased to nineteen with 2,960 students on roll (see Table II).

The growth in the number of colleges and in student enrolment in 1964 was due, in part, to the fact that some of the closed Grade Three Colleges were converted to Grade Two Colleges<sup>15</sup> to enable more students to benefit from Teachers' Grade Two course. Besides, the creation of the State brought into a sharp focus the urgent need to increase the supply of teachers for the preparation of manpower for the State's political, economic and social development. Thus, more proprietors, especially Local Authorities, decided to take active participation in the training and

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<sup>14</sup> These figures were calculated from the Annual Education Statistics for Bendel State in the years 1962 to 1967.

<sup>15</sup> Mid-Western Nigeria Education Statistical Bulletin, 1964, Vol. 1, p. 6.

Table II

Enrolment in Grade Two Teacher Training Colleges  
in the Mid-Western Region of Nigeria, 1962-1967.

No. of Colleges	Year	Enrolment
9	1962	1,259
8	1963	1,364
19	1964	2,960
19	1965	4,564
16	1966	3,581
11	1967	1,949

Sources: Mid-Western Nigeria Education Statistical Bulletin, 1964, Vol. 1, p. 16; Mid-Western Nigeria, Ministry of Finance and Economic Development, Annual Education Statistical Bulletin, 1965, Number 2, Benin City, (no publisher), (no date), p. 29 and 32; Mid-Western Nigeria, Ministry of Economic Development, Annual Education Statistics, 1966, Benin City, The Government Printer, (no date), p. 41 and 44; Mid-Western State of Nigeria, Ministry of Economic Development and Reconstruction, Annual Education Statistics, 1967-68, Benin City, The Government Printer, (no date), Tables 63 and 66.

supply of teachers for the school system. The increase in student population from 2,960 in 1964 to 4,564 in 1965 was attributed to the straight Grade Two course granted to students on Grade Three programme, who should normally have had to go back for the course.<sup>16</sup> The enrolment figure dropped to 3,581 in 1966 as a result of the closure of some of the colleges, caused by the January 1966 coup d'état, but the sharp, unprecedented decrease in the number of colleges and in student enrolment in 1967 is not easy to explain. What seems clear is that the Government had not made a firm policy as to how to rationalize and streamline teacher education to ensure a regular supply of qualified teachers.

Another noteworthy feature of the student enrolment was the size of male enrolment vis-à-vis the size of female enrolment (see Table III). Annual male enrolment was between 74 and 88 per cent of the total number of students, while the annual enrolment of female students was between 12 and 26 per cent of the total. This paucity of women/girls, a characteristic feature of the educational institutions in the State, was ample and clear evidence that female education was considered less important than

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<sup>16</sup> Mid-Western Nigeria, Ministry of Finance and Economic Development, Annual Education Statistical Bulletin, 1965, Number 2, Benin City, (no publisher), (no date), p. 2.

Table III

Number of Students in Grade Two Teacher Training Colleges  
by Sex, 1962-1967

Year	Male	Female	Total
1962	1,100	159	1,259
1963	1,201	163	1,364
1964	2,320	640	2,960
1965	3,357	1,207	4,564
1966	2,632	949	3,581
1967	1,343	606	1,949

Sources: Mid-Western Nigeria, Ministry of Finance and Economic Development, Annual Education Statistical Bulletin, 1965, Number 2, Benin City, (no publisher), (no date), p. 31; Mid-Western Nigeria, Ministry of Economic Development, Annual Education Statistics, 1966, Benin City, The Government Printer, (no date), p. 45; Mid-Western State of Nigeria, Ministry of Economic Development and Reconstruction, Annual Education Statistics, 1967-68, Benin City, The Government Printer, (no date), Table 66.

that of males.

### 3. The Closure of the Rural Training Centre at Asaba.

The highest type of college which Bendel State inherited from the former Western Region was the Rural Training Centre at Asaba, which offered to men a two-year course in education leading to the award of a Grade One Teachers' Certificate.<sup>17</sup> This institution trained teachers for primary and secondary schools, and teacher training colleges in the State and in other parts of Nigeria.

The Training Centre was closed in 1967<sup>18</sup> because the academic content of the course it offered was not strong enough for the preparation of teachers for post-primary institutions.

#### The Selection of Students

Entry to the all-residential college was by entrance examination, open to candidates who possessed

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<sup>17</sup> Western Nigeria, Annual Abstract of Education Statistics, 1962 and 1963 Combined, p. ii.

<sup>18</sup> Mid-Western State of Nigeria, Ministry of Economic Development and Reconstruction, Annual Education Statistics 1967-68, Benin City, The Government Printer, (no date), Introduction, Part II.

the Grade Two Teachers' Certificate.<sup>19</sup> Successful candidates were offered admission without having to attend interviews which were a vitally important part of the admission process in Grades Three and Two Colleges. Selection was based principally on qualification, performance at the entrance examination and reports from headmasters/principals.

#### Student Enrolment

Enrolment figures for the years 1962 to 1964 in the college could not be obtained, but the figures for the years 1965 and 1966 are available. Generally, enrolment was modest; in 1965 there were 59 students, but in 1966 the number increased to 66.<sup>20</sup> The institution was the only one of its kind in the State, and could not conceivably admit more students than its physical facilities and teaching staff would be able to support. Women/girls were not admitted, because the curriculum consisted mainly of

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19 Mid-Western Nigeria, Ministry of Finance and Economic Development, Annual Education Statistical Bulletin, 1965, Number 2, p. 2.

20 Mid-Western Nigeria, Ministry of Finance and Economic Development, Annual Education Statistical Bulletin, 1965, Number 2, p. 30; Mid-Western Nigeria, Ministry of Economic Development, Annual Education Statistics, 1966, Benin City, The Government Printer, (no date), p. 43-44.

subjects such as Rural Science and Agriculture which were of interest to males.

### The Closure of the Training Centre

Two reports--The Ashby Report and The Banjo Report--which were published before the creation of Bendel State powerfully influenced the closure of the Rural Training Centre at Asaba.

The Ashby Report, published in 1960, showed that the Ashby Commission had no confidence in the methods which Grade Two teachers in Nigeria followed to obtain Grade One.<sup>21</sup> They realized that some Grade One teachers had undoubtedly acquired sound education and had done excellent work in their respective schools, but they were concerned that Grade Two teachers had few opportunities for further formal study and that the curriculum content of the existing Grade One colleges was not of a high quality. Besides, some Grade Two teachers had to lift themselves by their independent efforts as external candidates into Grade One. "We are convinced therefore", the Commission argued, "that the main avenue to a Grade I Certificate must be two years of formal education based on a school certificate".<sup>22</sup>

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21 The Ashby Report, p. 16.

22 Ibid.

The Commission recommended that there should be three separate channels for the training of Grade One teachers, as follows: (i) teacher training colleges of the kind shortly to be established in Lagos and in the Western Region; (ii) department of teacher training in technical institutes for those who will teach technical subjects and mathematics and elementary science; (iii) additional sixth form streams where those who wish to go into teaching may take the Higher School Certificate, together with some training in education and teaching practice in neighbouring schools, and go straight into Grade One posts in the secondary schools.<sup>23</sup>

Shortly after the publication of the report of the Ashby Commission, the Banjo Commission was constituted by the Government of Western Region of Nigeria to review the educational system of that Region. One of the recommendations, as contained in its published report (1961), was that a system whereby a teacher who had passed two subjects at the advanced level in the General Certificate of Education examinations and had passed classroom teaching in the two subjects was awarded the Grade One certificate should be scrapped.<sup>24</sup> The Commission remarked that "in the past

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23 Ibid., p. 16.

24 The Banjo Report, p. 52.

only about 10 per cent of the candidates passed the practical teaching tests".<sup>25</sup> When candidates prepared for the General Certificate of Education examinations, they seemed to pay less attention to teaching, and, as a result, a large number of them failed in practical teaching tests. The Commission felt that the Grade One Certificate should be awarded only to those who successfully completed a two-year or three-year course of both academic and professional study.<sup>26</sup> Another strong recommendation of the Commission was that courses in Rural Science, commercial and technical subjects, leading to the award of the Grade One Teachers' Certificate, should have more academic content and last for two years for trainees who had already obtained the Grade Two Certificate.<sup>27</sup>

The Banjo Commission was admittedly influenced in its deliberations by the report of the Ashby Commission. Of particular interest and relevance here was the opinion of the Ashby Commission on the problem of teacher education which was certainly true of Western Region and perhaps more true of the Region than of the others because of its historic, pioneering work in universal primary educa-

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25 Ibid., p. 52.

26 Ibid.

27 Ibid., p. 53.

tion.<sup>28</sup> Both Commissions agreed that there was an urgent need to supply well trained teachers in adequate numbers for Nigerian schools, but they did not agree on all the methods of tackling this supply problem. The Banjo Commission agreed with the Ashby Commission on some of the methods they suggested, but strongly disagreed with the notion that Grade One teachers could be trained in the sixth forms.<sup>29</sup>

Bendel State was still part of the Western Region when the two reports were published. Although reorganization of the teacher training system had begun in that Region, the part that was to become Bendel State was not affected. Reorganization which led to the closure of the Rural Training Centre at Asaba in 1967 began after the State was created and the Government of the State had settled down to outline its policies and order its priorities.

#### 4. General Problems in the Inherited System.

Two of the three types of training institutions just reviewed were closed, because their academic work was not sufficient for the intellectual needs of trainees.

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28 Ibid., p. 13.

29 Ibid., p. 53.

This problem of inadequate academic work was just one of the problems which characterized the inherited educational system. All the three types of institutions had common and familiar problems that ought to be examined in detail, namely, the paucity of women/girls enrolled and the characteristically small size of the institutions.

#### The Paucity of Female Students

As has already been noted, there were low enrolment rates of women/girls in the Grade Three and Two Colleges, and there was no female enrolment in the Rural Training Centre. The paucity of women/girls was a pervasive and chronic problem in all educational institutions throughout the State and the entire country during the period under review. In the State, 1,277,350 or more than 50 percent of the total population of 2,535,839<sup>30</sup> were females, and yet a relatively small proportion of them had access to education. Several reasons could be given for this.

First, it could be said that girls were considered to be less academically able than boys, a point that was supported by Lovell's study of selected African children.

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30 Mid-Western State of Nigeria, Ministry of Economic Development and Reconstruction, Mid-West Statistical Note Book, Vol. II, Benin City, Mid-West Newspapers Corporation, 1972, p. 12.

One of his findings showed that

... there was a clear dimension of male aptitude which reflects the improved performance of boys over girls in the primary school. This is no doubt due to differences in interest, expectations, occupational and role prospects.<sup>31</sup>

Poor performance of girls inevitably led to high attrition rates, and, as a result, most of them could not further their education. Lovell suggested that the superior performance of boys over girls was due not only to differences in aspirations and expectations which had their underpinnings in the socio-cultural life of Nigeria but also to innate ability.<sup>32</sup> Lovell's innate ability argument should be taken with a grain of salt, however, because studies have shown that girls tend to obtain slightly higher scores than boys in ability tests, especially during the early years of schooling.<sup>33</sup> In fact, as will be found later in this report, female students have performed very well in their tests and have shown better adaptation to

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31 K. Lovell, "Psychological Aspects of Research in Education", in Richard Jolly, Ed., Education in Africa: Research and Action, Nairobi, East African Publishing House, 1969, p. 227.

32 Ibid.

33 J. W. B. Douglas, The Home and the School: A Study of Ability and Attainment in the Primary School, London, Macgibbon & Kee, 1964, p. 69-75; Great Britain, Department of Education and Science, "Children and their Primary Schools", A Report of the Central Advisory Council for Education (England), Vol. 2: Research and Surveys, London, H.M.S.O., 1967, p. 401-544.

education than their male counterparts.

As a matter of fact, the paucity of female students in educational institutions in Bendel State and elsewhere in Nigeria could be derived from the culture of Nigeria. Girls had a stronger orientation towards marriage than towards occupation, because they were required by custom to marry as early as possible. They were more sheltered and restricted than boys, and pre-marital intercourse was completely forbidden.<sup>34</sup> In order to ensure chastity among girls, many parents did not allow their daughters to attend school because they believed that the school had a demoralizing and corrupting influence on children. Parents, therefore, got their daughters married very early; in fact, they expected their daughters to be married as early in adolescence as possible.<sup>35</sup> An adolescent girl who was not betrothed was usually ridiculed by others, and, in consequence, she became unhappy, worried and intensely uncomfortable.

Besides, male children appeared to be particularly highly valued and were given greater social recognition

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<sup>34</sup> See Chapter I.

<sup>35</sup> Ngwobia Uka, Growing Up in Nigerian Culture, Ibadan, University of Ibadan Press, 1969, p. 79.

than female children.<sup>36</sup> Some parents in Nigeria found it an unattractive proposition to invest money in a girl's education since a financial outlay on her was unlikely to yield them much additional income in the long run. On the other hand, a boy's education was a much more secure investment as he would not be given away to another person in marriage. When he completed his course and got a job, he could make material contribution to the well-being of the extended family unlike a girl whose education would benefit only her husband and children. Thus parents or members of the extended family would prefer to give more education to boys than to girls, boys who were an essential source of their future security.

Religious belief and practice could also explain this trend. Islamic social custom requires a certain degree of secluded life of the women folk. Muslim women in Nigeria accept and practise this custom which they naturally pass on to their daughters without let or hindrance from the Government. In the past, a large number of Muslim girls did not attend school because of their strict and dogmatic adherence to this custom, particularly in Northern Nigeria which is predominantly a Muslim Region.

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36 Ibid., p. 87.

Girls' enrolment of only 1,758 or 19 per cent of the total enrolment of 9,027 in 1964<sup>37</sup> in all the training institutions in that Region reveals the seriousness of the situation. Enrolment figures for Muslim women/girls in Bendel State were not published, but it seems clear that a trend similar to that in Northern Nigeria could be found in Bendel State.

The last, and perhaps usually an obscure, reason was the existence of a masculine component of taught subjects. Most of the teacher training colleges offered subjects, such as Gardening and Rural Science, which were of interest to males, in addition to the general subjects, and in effect only male candidates were offered admission. The Rural Training Centre at Asaba did not admit female students, because the curriculum it followed was designed primarily for males who possessed the Grade II Teachers' Certificate.<sup>38</sup> In the other colleges where subjects such as Domestic Science and Needle-work, which were of interest to females, were offered, competition for admission was very keen; and places for students were severely limited.

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37 Federal Republic of Nigeria, Federal Ministry of Education, Statistics of Education in Nigeria, 1965, Series No. 1: Vol. 5, Lagos, The Federal Ministry of Information, Printing Division, (no date), p. 13.

38 Western Nigeria, Annual Abstract of Education Statistics, 1962 and 1963 Combined, p. ii.

There was no expansion of facilities to enable women/girls to benefit from one of the vitally important social amenities in the State.

#### The Small Size of the Colleges

All the colleges were residential and very small. All this was copied from Britain where, in the past, colleges were small and mostly residential. There was a widely held belief that residential life, though regimented, was useful for the inculcation of a high sense of discipline, the development of esprit de corps, and the acquisition of training for responsible leadership and followership. College authorities, however, recognized the fact that students in residence were more likely to cause disturbance, damage to college property and bodily injuries than the students who lived off-campus.

It was also believed that a small student population made close and effective interpersonal relationships easier than an impersonal, large student body. In Bendel State the demand for a large number of trained teachers seemed to water down the import of this argument. In 1967, 3,925 or 27.10 per cent of the 14,480 teachers in primary schools were untrained.<sup>39</sup> The trained teachers included

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<sup>39</sup> Mid-Western State of Nigeria, Ministry of Economic Development and Reconstruction, Annual Education Statistics, 1967-68, Table 13.

holders of Teachers' Certificates Grades Three and One, who had been considered to be inadequately prepared. The situation was worse in the secondary grammar schools, where there were 650 untrained teachers, that is 62.86 per cent of the 1,034 teachers.<sup>40</sup> The student population in the training institutions was not large enough, and, in effect, it was difficult to produce the required number of trained teachers for the schools. It was also economically unwise to run small, scattered training institutions in a State where human and financial resources were severely limited. This problem was not peculiar to Bendel State; it was a national phenomenon. A study of some schools in Nigeria showed that the smallest schools had the highest teacher cost per pupil.

In schools with 20-40 pupils, the teacher cost per pupil is ₦8.4; compared to ₦6.1 in schools with 140-160; and ₦6.5 for schools with 381-500 pupils.<sup>41</sup>

In order to increase the provision of educational facilities and to increase their economic utilization, it was necessary to consolidate small, uneconomic teacher training units. It was also worthwhile "to consider

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40 Ibid., Table 46.

41 Education and World Affairs, Committee on Education and Human Resource Development, Nigerian Human Resource Development and Utilization, p. 115.

encouraging more day students (...) particularly for institutions located in urban areas",<sup>42</sup> the aim being to limit costs on the provision, maintenance and development of boarding facilities.

In summary then, Bendel State inherited three types of teacher training institutions (Grade Three, Two and One types) in 1963 from the former Western Region of Nigeria. Grade Three Colleges were designed primarily to train teachers for classes one to four of a primary school, Grade Two, for classes five to six of a primary school, and the Grade One for primary and post-primary institutions. Admission to any course of studies was by entrance examination conducted by the individual institutions for candidates who possessed required minimum qualifications. The institutions were small, each with an average student enrolment of between 121 and 240, and, in consequence, the teachers supplied from them were insufficient for the burgeoning schools in the State. Another problem was the intolerably poor quality of teachers supplied from some of the institutions.

In 1963, shortly after the creation of Bendel State, Grade Three Colleges were closed, because the

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42 Ibid., p. 123.

teachers trained in them were not of a high quality, and, in 1967, the Grade One course was also discontinued, because its academic content was grossly inadequate for the preparation of teachers for post-primary educational institutions. The vacuum created by the disappearance of Grades Three and One Colleges had to be filled, and the existing facilities had to be reformed, if the teacher supply problem was not to assume alarming proportions.

Thus, the expansion and reform of Grade Two Colleges after 1967 and the establishment of the Headmasters' Institute and the College of Education in 1969 to increase the number and improve the quality of teachers, as will be discussed in the following chapter, could be anticipated.

### CHAPTER III

#### THE EXPANSION OF TEACHER EDUCATION FACILITIES, 1967-1976

The strength of an educational system depends largely upon the quantity and quality of its teachers. If the aims are enlightened, the curriculum is well designed, and equipment is up-to-date and generous, but qualified teachers are not available, children's educational progress may very well be in danger. It is important, therefore, that the right type of people should be secured to the profession in sufficient numbers, providing them with the best possible training.

The problem which faced the Government of Bendel State by 1967 was precisely how to supply qualified teachers in adequate numbers for the school system. After the closure of Grades Three and One Colleges, the fact that the remaining Grade Two Colleges were not large enough to produce sufficient teachers compounded the teacher supply problem in the State. It was necessary, therefore, to expand teacher education facilities.

When the expansion and reform plans of the Government are carefully examined, one finds that some aspects of the inherited system of education were retained. Of the three types of training institutions to be considered, the Grade

Two Colleges had been existing before the creation of Bendel State. The new Advanced Teachers College which was built and named the College of Education in Bendel State was not an entirely new type of institution but was meant only to replace the closed Training Centre at Asaba. The difference between the Grade One teachers supplied from the defunct Training Centre and the new ones to be produced by the College of Education lay in the fact that the academic work of the latter was much stronger than the academic work of the former. The only teacher education provision that was completely new on the educational scene was the Headmasters' Institute, built solely to train headteachers for primary institutions.

In this chapter, one must first examine the major reasons for the expansion and reforms of facilities, followed by an account of the expansion and development of the existing Grade Two Colleges, beginning about the year 1968. Second, one must also consider the establishment, in 1969, of the Headmasters' Institute which was especially designed to produce competent headmasters and headmistresses for the greatly reorganized primary schools. Finally, the establishment of the College of Education in 1969, and its expansion to provide highly qualified, non-graduate teachers for post-primary institutions completes the survey of the development of teacher education facilities during the period under

review.

1. Urgent Need for the Expansion of Teacher Education Facilities.

Bendel State, like any other State in Nigeria, was actively interested in accelerated development, and, in consequence, it was necessary to increase the supply of manpower. Manpower was particularly needed after 1967 for the reconstruction of war damaged areas and the revival of essential services. Biafran soldiers had occupied Bendel State for a brief period in 1967, but by the end of the year they had been completely chased out by Federal troops. If teachers were not available for the preparation of necessary manpower, the tempo of development might be slowed down to the detriment of the welfare of people in the State. Already the teacher supply problem in the State had been worsened by the closure of Grade Three Colleges in 1963, and the Training Centre at Asaba in 1967. Thus, the first and most urgent need in the field of teacher education in the State after 1967 was the expansion of educational facilities at the fastest possible rate. This urgent need could be examined in three dimensions--the supply of teachers for primary and post-primary institutions, the impact of the lengthening of the Grade Two Teachers' Course, and the need for leadership in primary

schools.

In the first place, the teacher education system was under severe pressure from the changing and developing school system for the supply of qualified teachers. This demand was most likely to increase in the 1970's as school enrolments increased because of population growth. Moreover, an increasing awareness of the occupational and social mobility value of secondary education had resulted in more and more children attending secondary schools, a trend that would continue and be accentuated. The Government of Bendel State realized that the provision of sound education for these children could not be done "without an adequate and continuous supply of teachers who are well-educated suitably trained and devoted".<sup>1</sup> The Government of the former Western Region also recognized the critical need for trained teachers who would help "to raise the standard of education in Primary as well as Secondary Schools".<sup>2</sup>

It was absolutely necessary to improve the academic content of teacher education and to lengthen the period of

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1 Mid-Western Nigeria Development Plan 1964-68, p. 51.

2 Western Nigeria, Western Nigeria Legislature, Western Nigeria Development Plan 1962-68, Ibadan, The Government Printer, (no date), p. 40.

training so that more competent, interested and devoted teachers might be produced for the school system. The former civilian regime in Bendel State had proposed to lengthen the training period to four years,<sup>3</sup> but, as will be seen later, the Military Government decided to lengthen the period to five years. This far reaching decision might reduce, at a point in time, the number of teachers who should enter the school straight from college. If facilities were not expanded, there was every certainty that the State would face catastrophic shortage of qualified teachers. Thus, it was clear that expansion must be embarked upon on an unprecedented scale.

Finally, primary schools in the State required leadership that must be provided by a new crop of headmasters and headmistresses who had acquired administrative and organizational ability in a training institution. These leaders were needed to help raise the quality of education in primary schools. It was believed that a headmaster/headmistress who had sound knowledge of the content of primary education and child psychology and acquired management skills would be able to make immense contributions to the raising of the quality of primary education. It has been recommended, at the national level, that opportunities

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3 Mid-Western Nigeria Development Plan 1964-68.  
p. 51.

should be made "available to outstanding teachers to prepare themselves for leadership position ...".<sup>4</sup> These leaders and teachers of ability were required to improve the quality of teaching in primary schools. It was clear, therefore, that provisions should be made for the education of headmasters and headmistresses in any expansion programme.

## 2. Reforms and Expansion of Grade Two Teacher Training Colleges.

After the closure of Grade Three Colleges, the lowest type of training institution in Bendel State was the Grade Two College, which henceforth was required to train teachers for all classes of a primary school and not just for primary classes five and six.<sup>5</sup> All the Grade Two Colleges in the State required major reforms and expansion in this wider and heavier responsibility, especially after Biafran soldiers had been chased out of the State, and peace and normalcy had been restored by the end of 1967. Urgent reforms and expansion were necessary in the following areas. First, the selection process in the colleges should be reformed to enable holders of first school leaving

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<sup>4</sup> Education and World Affairs, Committee on Education and Human Resource Development, Nigerian Human Resource Development and Utilization, New York, Education and World Affairs, 1967, p. 82.

<sup>5</sup> Ibid., p. 81.

certificates to gain admission for a five year programme. However, ample provision should still be made for other persons who wished to secure the Grade Two Teachers' Certificate. Second, facilities should be consolidated and enlarged so that an individual institution could admit a larger number of students than it did in the past. Finally, student population should be enlarged to cope effectively with the increasing demand for qualified teachers in the school system. How the Government of Bendel State carried out reforms and expansion along these lines is considered in the following paragraphs.

Admission of Students: Reforms of  
the Selection Process

The selection of students for Grade Two Training Colleges was an area where significant reforms were carried out. In 1968, the declared Government Policy was to reorganize Grade Two Teacher Training Colleges in the State to meet the changing needs of the State and the larger Nigerian society. Mr. E. K. Clark,<sup>6</sup> the then Commissioner for Education, gave two reasons why the reorganization was

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<sup>6</sup> E. K. Clark, Commissioner for Education, An Address to the Staff and Students of Anglican Women Teacher Training College and Benin/Delta Teacher Training College, Benin City, 6th November, 1968, p. 2. (Mimeographed from the Ministry of Education, Benin City).

absolutely imperative. First, one of the factors responsible for the low standard in primary schools was the poor quality of teachers, which stemmed from the teachers' weak academic and professional background.<sup>7</sup> They had no intellectual and professional equipment for their work. Second, as a consequence of their poor preparation, the teachers were unable to teach with confidence and authority.<sup>8</sup>

Mr. E. K. Clark<sup>9</sup> himself, therefore, prescribed the following minimum standard for selection into the Grade Two Teacher Training Colleges.

- (a) As from January 1969, all the Grade II Teacher Training Colleges in the State will run a five-year course on the Secondary Grammar School line.
- (b) The minimum qualification for entry will be Primary Six Certificate.

The Somade Committee, constituted in 1970 to review the educational system in Nigeria, was not satisfied with this new teacher education programme and therefore recommended that it should serve only as a temporary measure:

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7 Ibid., p. 2.

8 Ibid.

9 Ibid.

As an interim measure, the five-year teachers' colleges admitting students who have completed primary education should be retained until there are sufficient numbers of secondary school leavers for admission into teachers' colleges.<sup>10</sup>

Provision was still made for other categories of people and teachers who wished to secure the Grade Two Certificate. A candidate who was in possession of a Secondary Modern School Certificate should take a three-year course; one who possessed a Teachers' Grade III Certificate should, as in the past, take a two-year course; and one who held a Secondary School Certificate should take a one-year course.<sup>11</sup>

It should be realized that the attainment of the minimum standard did not automatically confer any right of entry. Candidates were required to sit for a competitive common entrance examination and no longer for individual college entrance examinations,<sup>12</sup> but if successful, they were called for interviews by the respective colleges to

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10 Federal Republic of Nigeria, Federal Ministry of Education, "Education for National Mobilization", The Report of the Study Committee on Education, B. Somade, Chairman, Lagos, (no publisher), 1970, p. 29. Henceforth, this report will be cited as The Somade Report.

11 Mid-Western State of Nigeria, Ministry of Education, "Education in the Mid-West", Report on the Achievements of the Military Regime, (1966-1975), Benin City, (no publisher), (no date), p. 17.

12 Clark, Op. Cit., p. 3.

which they applied for admission.

As was the case before 1967, final admission was based on a candidate's success in an interview, his athletic ability and a report on him/her by his/her headmaster or principal. However, prospective candidates were no longer required to pay deposits with effect from 1970, because the practice had a serious abuse. In a circular sent to secondary schools and teacher training colleges in the State, the Ministry of Education said, among other things, that:

This practice has unfortunately led to abuse in cases where students are eventually unable to accept admission and Principals, notwithstanding this, have failed to make the necessary refund to such students.<sup>13</sup>

When the Ministry said that payment of deposits should not be made a condition of admission under any circumstances, it was to ensure that authorities in educational institutions did not misuse their positions. Students could henceforth take entrance examinations without having to nurse the fear that they would be required to pay a non-refundable deposit.

If a candidate was not taken by the college of his first choice, he might be taken by the college of his

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<sup>13</sup> Mid-Western State of Nigeria, Ministry of Education, Circular Ref. No. SG 121/Vol. II/412, Benin City, 9th December, 1969, p. 1.

second choice, and so on. This meant that some colleges, famous because of their favoured situation, or their tradition of high reputation, might continue to take the best qualified candidates only.

#### Consolidation and Enlargement of Facilities

Another area where the Government of Bendel State carried out some fundamental reforms was in the physical facilities. The Government, in pursuance of its policy to effect changes, reduced the number of Grade Two Training Colleges from seventeen in 1966 to eleven in 1967 and to ten in 1968 through merger and/or complete closure.<sup>14</sup> The Government wished to have a limited number of colleges, so that it could concentrate its efforts and limited resources on the output of competent teachers rather than on the development of several colleges.<sup>15</sup>

In 1968, when the number of the colleges was reduced to ten there were six of them in Benin Province and four in the Delta Province.<sup>16</sup> There were political and demographic

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<sup>14</sup> Mid-Western State of Nigeria, Ministry of Economic Development and Reconstruction, Annual Education Statistics, 1967-68, Benin City, The Government Printer, (no date), Introduction Part III.

<sup>15</sup> Mid-Western Nigeria Development Plan 1964-68, p. 51.

<sup>16</sup> Mid-Western State of Nigeria, Ministry of Economic Development and Reconstruction, Annual Education Statistics, 1967-68, Table 63.

reasons for the distribution. The colleges were shared by Benin and Delta Provinces in order to ensure that people in the two Provinces were given fair and equal opportunities to benefit from teacher education programmes. The desire to avoid the wrath and anger of the diverse ethnic groups in the State in education and other matters was one of the most powerful influences on governmental policy-decisions. Benin Province with a population of 1,354,986 naturally had more colleges just as it had more secondary grammar schools than the Delta Province with a population of 1,180,853.<sup>17</sup>

After the merger and/or closure, the Government made certain that the remaining colleges were located in areas where adequate physical facilities such as land and buildings were available for their development and expansion. However, in some colleges such as Imaguero College, Benin City, the availability of land was ignored, and so they continued to exist largely because of their fame and long tradition.<sup>18</sup> In 1974/1975, plans were completed to

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17 Mid-Western State of Nigeria, Ministry of Economic Development and Reconstruction, Statistics Division, Mid-West Statistical Note Book, Volume II, 1972, Benin City, Mid-West Newspapers Corporation, 1972, p. 2.

18 Imaguero College, for example, was built in a predominantly residential area and, as a result, it could not expand its physical facilities.

increase the number of the colleges from ten to thirteen because of the urgent need to increase the supply of qualified teachers for the free Universal Primary Education (U.P.E.) programme to be launched by the Federal Government in 1976.

In 1970, the Somade Committee on Education in Nigeria had recommended that universal primary education (U.P.E.) be inaugurated throughout the country.<sup>19</sup> The execution of the scheme would not be successful without an adequate supply of well trained teachers. The Committee, therefore, recommended that the Federal Government should make funds available to the State Governments for the purpose of establishing teachers' colleges to produce teachers for the scheme. These recommendations were not implemented immediately because Nigeria had just emerged from a disastrous Civil War (1967-1970), and was faced with enormous rehabilitation and reconstruction problems.

In 1972, the Federal Government set up a commission to study Nigeria's educational system and recommend long-term national objectives. Some officers in the Federal Military Government informed the present writer in 1976 that the preparation of the fifteen year objectives was to take eighteen months, beginning from the month of July, 1973. However, the Supreme Military Council cancelled the preparation of the objectives and directed the Federal Ministry of Economic Development

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19 The Somade Report, p. 46.

and Reconstruction to complete the drafting of the education part of the Third National Development Plan by December 1973. This was a classic example of political interference with jobs assigned to experts or civil servants.<sup>20</sup>

However, the desire for continuing educational development led to several suggestions for curricular reforms, and the production of the Guidelines on Grade II Teacher Education Curriculum.<sup>21</sup> Although there was the desire to begin the U.P.E. scheme, relevant demographic and educational data required for the preparation of the scheme were not available. Besides, the 1973 Census figures were not available for use because they were not accepted by the Supreme Military Council.

After delays and reversal of policy, and in spite of demographic problems, it was decided that the U.P.E. scheme should be inaugurated in 1976.<sup>22</sup> In 1973, there were about

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20 David N. Wilson, "Educational Planning Influenced by Military Government: Nigeria", Educational Planning, Journal of the International Society of Educational Planners, Vol. 2, No. 4, March 1976, p. 71.

21 Federal Republic of Nigeria, Nigeria Educational Research Council, "Guidelines on Grade II Teacher Education Curriculum", Report of the National Workshop on Teacher Education Curriculum, 8-22 April, 1972, (no place), (no publisher), (no date), viii-452 p.

22 Peter Harrigan, "Education for All: 18 million Behind School Desk", African Development, Vol. 9, No. 3, March 1975, p. N. 17.

4.7 million pupils in primary schools, and from September 1976, an estimated 2.5 million children would be admitted to schools per year.<sup>23</sup> In 1976, more than 10 million pupils were most likely to be in primary schools. In 1975, there was just about 150,000 teachers in these schools throughout the country, and the number of additional teachers required for the year of the scheme was estimated at about 40,000.<sup>24</sup> However, this additional number was not big enough to meet the expected enrolments of pupils in primary schools. In its Third National Development Plan, the Federal Government of Nigeria indicated its intention to increase this number to 60,000.

Teacher Training ... is a necessary part of the U.P.E. scheme, and, in fact, its cornerstone, for on it depends the success of the whole U.P.E. effort. It is estimated that a total of 281,190 additional teachers will be required by 1982. The corresponding figure for 1976, the beginning year of the U.P.E. scheme, is about 60,000 teachers. These figures are based on an assumed teacher/pupil ratio of about 1:35. In addition, about 8,155 additional teacher educators will be required during the plan period based on an assumed teacher/trainee ratio of 1:20.<sup>25</sup>

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23 Wilson, "Educational Planning Influenced by Military Government: Nigeria", p. 79.

24 Harrigan, Op. Cit., p. N. 17 and 19.

25 Federal Republic of Nigeria, Federal Ministry of Economic Development, Third National Development Plan, 1975-80, Lagos, Federal Ministry of Information, (no date), p. 251.

With the expected increase in school enrolment in 1976, the 60,000 additional teachers might still not be sufficient. This problem was soon recognized by the Nigerian policy-makers when they adjusted the target upwards to 163,000 additional primary school teachers required in 1976.<sup>26</sup> These frequent adjustments and revisions showed how the policy-makers were using unreliable demographic data for educational planning. Educational planners in Nigeria and elsewhere in the world had expressed doubts about the usefulness of available data for the implementation of the U.P.E. scheme, but the policy-makers in Nigeria appeared to have paid little attention to them.<sup>27</sup>

However, all the States in Nigeria were required to co-operate with the Federal Government in the production of teachers needed for the implementation of the U.P.E. scheme. Thus, the plan of Bendel State to expand its Grade Two Teacher Training Colleges in 1974/75, was, in effect, to participate in the production of teachers required for

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<sup>26</sup> Guy Arnold, "Courageous Decision to Launch Primary Education Drive", African Development, Vol. 10, No. 12, December 1976, p. 1287.

<sup>27</sup> Segun Adesina, "Conditions for Success in Planning Universal Primary Education in Nigeria", West African Journal of Education, Vol. 18, No. 3, October 1974, p. 293-308; David N. Wilson, "Educational Planning Influenced by Military Government: Nigeria", Educational Planning, Journal of the International Society of Educational Planners, Vol. 2, No. 4, March 1976, p. 77-78.

the U.P.E. programme.

Whereas initially the typical teacher training college was very small, its prototype being the Voluntary Agency teacher training college of about 240 students,<sup>28</sup> the trend after 1973 in the State was towards larger colleges of over four hundred students (see Table IV). However, the student population in Ekiadolor College, compared with the population in each of the other colleges, was very small, because the institution was the youngest and had not yet established a firm footing. The general trend was, nevertheless, towards expansion to meet the critical need of well qualified and trained teachers for primary schools whose population had increased from 386,317 in 1967 to 553,753 in 1974/75.<sup>29</sup> In the 1974/75 session, the total number of teachers in primary schools in the State was 17,899, but the number of the qualified ones among them was 8,699, about 49 per cent of the total.<sup>30</sup> Thus, the State had to train

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28 See Chapter II.

29 Mid-Western State of Nigeria, Ministry of Economic Development and Reconstruction, Annual Education Statistics 1967-68, Table 4; Mid-Western State of Nigeria, Ministry of Education, Number of Schools and Enrolment in Primary Schools 1968-1975, (no place), (no publisher), (no date), p. 1.

30 Mid-Western State of Nigeria, Ministry of Education, Annual Education Statistics 1974/75, Benin City, (no publisher), (no date), No. 3.

Table IV  
Enrolment in Grade Two Teacher Training Colleges  
by College and Sex, 1974-1975.

College	Male	Female	Total
Esenaebe College, Bomadi	391	271	662
Esan College, Ubiaja	-	613	613
Nana College, Warri	293	269	562
Ibusa College, Ibusa	731	-	731
Martin College, Issele-Uku	373	468	841
Imaguero College, Benin City	-	921	921
Ozoro College, Ozoro	409	-	409
Oleh College, Oleh	547	-	547
Ekiadolor College, Ekiadolor	107	124	231
Esigie College, Abudu	702	-	702
	3,553	2,666	6,219

Source: Mid-Western State of Nigeria, Ministry of Education, Annual Education Statistics, 1974/75, Benin City, (no publisher), (no date), No. 4.05.

these untrained teachers and also participate in the supply of teachers for the U.P.E. scheme.

There was another reason for having larger colleges. In 1969, Professor Fafunwa had argued that it was more economical and efficient to "concentrate and consolidate the teacher education programme in a few areas".<sup>31</sup> The previous year a similar suggestion was made for the Kenya teacher education system which was also characterized by small colleges. Honeybone suggested that the colleges should be consolidated into higher units, each with a student population of about five hundred.<sup>32</sup> The reorganization was necessary in order to take advantage of the economies of scale, economies which were important to the efficient use of scarce, limited resources. In fact, a study in Nigeria has shown that it is more economical to run big schools than to run small ones.<sup>33</sup>

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31 Federal Republic of Nigeria, Nigeria Educational Research Council, "A Philosophy for Nigerian Education", Proceedings of the Nigeria National Curriculum Conference, 8-12 September, 1969, Ibadan, Heinemann Educational Books (Nigeria), 1972, p. 94.

32 Kenya, Institute of Education, "New Direction in Teacher Education", Proceedings of the Second Kenya Conference, 1968, Nairobi, East African Publishing House, 1969, p. 103.

33 See Chapter II.

Expansion of Student Population

In 1967, the population of students in all the colleges was 1,949, but it increased steadily from the year 1968 to 1975 except in 1970 (see Table V). Increases of between 30 and 34 per cent in the years 1973 and 1975 were remarkable, though not very dramatic. In 1972, several primary school teachers (355 of them) were dismissed because of poor qualifications, and 91 were retired because of old age or infirmity,<sup>34</sup> and it became necessary to increase student enrolment in the colleges in order to meet the increased demand for qualified teachers in the primary schools. As has been said, there was also the urgent need to prepare a substantial number of teachers for the free primary education scheme.

Enrolment of students by sex reveals an interesting and dramatic development (see Table VI). In 1967, female population was only 606, which was less than half of male enrolment and represented about 31 per cent of the total population. In the 1974/75 enrolment, female population was 3,666, about 43 per cent of the total number of students, and thus, male students tended to lose their comfortable

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<sup>34</sup> Mid-Western State of Nigeria, Ministry of Education, "Education in the Mid-West", Report on the Achievements of the Military Regime (1966-1975), p. 28.

Table V

Enrolment in Grade Two Teacher Training Colleges, 1967-1975

Year	Number of Colleges	Number of Students
1967	11	1,949
1968	10	2,220
1969	10	2,527
1970	10	2,059
1971	10	3,211
1972	10	3,563
1973/74	10	4,628
1974/75	10	6,219

Sources: Mid-Western State of Nigeria, Ministry of Economic Development and Reconstruction, Statistics Division, Annual Education Statistics, 1970, Vol. 6, Benin City, The Government Printer, (no date), p. 39; Mid-Western State of Nigeria, Ministry of Education, Educational Statistics of the Mid-Western State of Nigeria, 1972, Benin City, Mid-West Mass Communication Corporation, (no date), p. 73; Mid-Western State of Nigeria, Ministry of Education, Education Statistics, 1973/74, Benin City, (no publisher), (no date), No. 4.02; Mid-Western State of Nigeria, Ministry of Education, Annual Education Statistics 1974/75, Benin City, (no publisher), (no date), No. 4.06.

Table VI

Enrolment in Grade Two Teacher Training Colleges by Sex,  
1967-1975

Year	Number of Male Students	Number of Female Students
1967	1,343	606
1968	1,580	640
1969	1,785	742
1970	1,289	770
1971	2,058	1,153
1972	2,319	1,244
1973/74	2,649	1,979
1974/75	3,553	2,666

Sources: Mid-Western State of Nigeria, Ministry of Economic Development and Reconstruction, Statistics Division, Annual Education Statistics, 1970, Vol. 6, Benin City, The Government Printer, (no date), p. 39; Mid-Western State of Nigeria, Ministry of Education, Educational Statistics of the Mid-Western State of Nigeria, 1972, Benin City, Mid-West Mass Communication Corporation, (no date), p. 73; Mid-Western State of Nigeria, Ministry of Education, Education Statistics 1973/74, Benin City, (no publisher), (no date), No. 4.03; Mid-Western State of Nigeria, Ministry of Education, Annual Education Statistics, 1974/75, Benin City, (no publisher), (no date), No. 4.05.

lead in enrolment.

Girls' education had not received enthusiastic support in the past, but the dramatic increases in female enrolment since 1971 were a reflection of a profound change of attitude by parents and members of the public at large, especially in Southern Nigeria. Parents now wanted to invest in their daughters' education which, in modern Nigeria, had become an effective instrument of self-improvement and social mobility. Girls themselves were eager to benefit maximally from the varied educational opportunities that society had provided for them, thus postponing marriage and/or child-bearing.

Before 1972 all the colleges were residential, but after that year, 90 per cent<sup>35</sup> of students lived in college hostels and others lived off-campus, in private houses. It had become a significant part of Government policy to allow students to live in private houses where boarding fees could be relatively lower than those in college hostels or where they might not pay anything if they lived with friends, relatives or families. In fact, the Education and World

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35 This percentage was worked from the enrolment figures obtained from these documents: a) Mid-Western State of Nigeria, Ministry of Education, Education Statistics, 1973/74, Benin City, (no publisher), (no date), No. 4.04; b) Mid-Western State of Nigeria, Ministry of Education, Annual Education Statistics, 1974/75, Benin City, (no publisher), (no date), No. 4.05.

Affairs Committee on human resource development had earlier suggested that serious consideration should be given to increasing the number of day-students in educational institutions in Nigeria.<sup>36</sup> Besides, students were encouraged to live and interact with other people and to appreciate the problems, aspirations and hopes of the community they were supposed to serve after training. The third, and perhaps the most important, reason why students lived off-campus was that accommodation for students in some of the colleges was grossly inadequate, particularly in a period when annual enrolment was growing at a remarkable rate.

### 3. Provision for the Training of Primary School Headmasters.

An educational institution requires a headteacher who should control the organization and discipline of the institution, exercise supervision over teaching and non-teaching staff and create a climate conducive to efficient teaching and fruitful learning. The organizational and management ability of the headteacher can make a tremendous impact on the educational performance of his school. It is necessary, therefore, to train headmasters and headmistresses who, through efficient organization and supervision,

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<sup>36</sup> See Chapter II.

might be able to contribute to the raising of the standards of primary education.

The Headmasters' Institute was founded in 1969 for this purpose. The establishment of the Institute, the method of selecting students for admission, and the quantity and quality of students supplied from it for primary schools in the State are worth considering.

#### The Establishment of the Headmasters' Institute

On the 30th September, 1968, at the laying of the foundation stone of a primary school building, the Military Governor of Bendel State, Colonel Osaigbovo Ogbemudia, said: "It is imperative (...) to save our children of the future generation from a soul-destroying education".<sup>37</sup> The Governor made this serious and challenging statement, because he noticed that the quality of education given to children was not as high as it was in his own primary school days. He made visits to several primary schools and found that the problem was serious and common, and that it needed urgent attention, if a firm educational foundation

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<sup>37</sup> Lt. Col. S. O. Ogbemudia, Military Governor, A Speech made at the laying of a foundation stone of a new primary school building, of St. Andrew's School, Warri, 30th September, 1968, p. 1. (Mimeographed from the Military Governor's Office, Benin City).

was to be laid.<sup>38</sup>

A Primary School Development Programme was inaugurated soon afterwards in a practical effort to arrest the lowering standards in the primary school. The programme had four important phases, namely:

- (1) The erection of new school buildings, made of concrete materials and of sound architecture.
- (2) The equipping of all schools with adequate and useful teaching aids and furniture.
- (3) The merger of schools on congested premises with those on larger premises in order to provide sufficient recreational grounds for children.
- (4) The introduction of a one-year training course for Headmasters and Assistant Headmasters to head the new schools.<sup>39</sup>

The Headmasters' Institute was opened in February, 1969,<sup>40</sup> to supply competent headmasters and headmistresses for the merged and vastly reorganized primary schools as recommended by the Primary School Development Programme.

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38 Ibid., p. 1.

39 Rev. Fr. J. A. Flanagan, Director of the Headmasters' Institute, "The Headmasters' Institute", Education, An Official Publication by the Ministry of Education, Mid-Western State, Benin City, Vol. 2, No. 1, March 1969, p. 24.

40 Ibid.

Thus, the principal reason for the establishment of the Institute was to train men and women who would contribute to the improvement of the poor quality of primary education about which the Military Governor had expressed grave concern.

Admission of Students: The Selection Method

Selection of students for a one-year course in the partially residential institution was by entrance examination, conducted by the Institute itself annually. The examination was open to candidates of Bendel State origin only, but a limited number of candidates from other States were offered admission at the request, in writing, of their respective Governments who sponsored them.

The conditions for admission were spelled out by the Director of the Institute.

For men:

- (a) A Teacher's Grade I or II Certificate.
- (b) At least five years' experience as a headmaster and ten years as a teacher after the Grade II Certificate.
- (c) Candidates should be between 35 and 50 years of age.

For women:

- (a) Teachers' Grade I or II Certificate.
- (b) At least ten years' experience after the Grade II Certificate.

- (c) Candidates should be between 30 and 50 years of age.<sup>41</sup>

Candidates must satisfy the above entry requirements and pass an entrance examination at a satisfactory level before they were considered for admission. However, they were not required to attend an interview, a practice which, as has already been mentioned, was an integral part of the admission process in Grade Two Teacher Training Colleges.

#### The Quantity and Quality of Students Enrolled

Ninety-eight headmasters and six headmistresses were offered admission the year the Institute was opened, and classes were held in a building owned by Bendel Teacher Training College, Benin City,<sup>42</sup> The Institute was determined and eager to produce headmasters and headmistresses who would demonstrate a high sense of responsibility and become an integral part of the machinery for the realization of the educational hopes and aspirations of the Government. The Institute thus became a vital part of the ambitious

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41 Rev. J. A. Flanagan, Director of the Headmasters' Institute, "The Headmasters' Institute, Benin City", Education, An Official Publication by the Ministry of Education, Mid-Western State, Benin City, Vol. 6, No. 1, January 1974, p. 33.

42 Rev. Fr. J. A. Flanagan, Director of the Headmasters' Institute, "The Headmasters' Institute", Education, An Official Publication by the Ministry of Education, Mid-Western State, Benin City, Vol. 2, No. 1, March 1969, p. 24-25.

scheme to improve the quality of primary education. The words of Father Flanagan, the then Director of the Institute, are worth quoting:

With modern and well-equipped schools being provided, and headmasters being trained to a fuller sense of responsibility and leadership, the children tomorrow will have much to thank the present Government for.<sup>43</sup>

It was firmly believed that if headmasters were given adequate training in school organization and management, their social and financial status would be raised, and they would be able to provide necessary leadership for attacking the falling standards of education in the primary schools.

Mr. V. C. Ukponu, the Director in 1976, felt that the role of the headmaster should be much more than organization and supervision.

It must be known and accepted that unless the primary education, the foundation of our educational system, is solid, it is unlikely that our secondary and tertiary education will stand well. The work of a trained headteacher in laying this foundation should be two-fold--to teach and to supervise.<sup>44</sup>

This meant that, in addition to school organization and

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43 Ibid., p. 25.

44 V. C. Ukponu, The Director of Studies, Progress Report on the Headmasters' Institute, Benin City, at the Congregation for the Award of the Associateship Certificate in Education of the University of Ibadan to the 1975 Class of the Headmasters' Institute, Benin City, 11th June, 1976, p. 4. (Mimeographed from the Headmasters' Institute, Benin City).

administration, the headmasters should specialize in subjects taught at the primary school. Unfortunately, the Institute did not offer courses in such subjects, the importance of which was recognized in 1976, seven years after the establishment of the Institute.

The Institute was the only one of its kind in Nigeria, and apart from training headmasters and headmistresses for the primary schools in the state, it trained such personnel for Benue, Plateau and the Rivers States' schools by inter-governmental arrangement. By 1975, 757 students had been trained at the Institute since its inception in 1969; fifty-five of these students were from Benue, Plateau and the Rivers States.<sup>45</sup> The number admitted each year had staggered between 100 and 121,<sup>46</sup> and had not substantially increased because of limited accommodation and inadequate staff. However, plans had been completed to expand the institution in order to produce more headmasters for anticipated increases in primary school enrolment.<sup>47</sup> The Institute would also run in-service courses for teachers

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45 Ibid., p. 1.

46 Ibid.

47 Mid-Western State of Nigeria, Ministry of Economic Development, Mid-Western State Programme 1975-80 of the Third National Development Plan 1975-80, Benin City, Mid-West Mass Communication Corporation, (no date), p. 57.

every summer to enable more teachers to obtain the Associateship Certificate after attending three consecutive summer courses.

The number of women admitted before 1976 did not exceed twenty-five, but in 1976, the number was increased to thirty-four, the largest number admitted in a single year.<sup>48</sup> There are reasons for this phenomenal increase. First, the Institute wanted to promote the aim and belief of the International Women's Organization--that equal opportunities should be provided for both men and women.<sup>49</sup> Perhaps a more important reason was that women, relative to their number, had always performed well in their practical and other tests as Table VII clearly and unmistakably illustrates. Findings of a small research study done for the Institute showed that women were very serious in their studies and could afford to detach themselves temporarily from their families in order to achieve their objective.<sup>50</sup> They did not indulge in going home on week-ends as men did, for it was enough for them to get reliable information that their husbands and children were in good health.

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48 Ukponu, Op. Cit., p. 2.

49 Ibid.

50 Ibid.

Table VII

Headmasters' Institute, Benin City: Results of the  
 Associateship Certificate in Education (External),  
 Ibadan University, 1969-1972.

1969	Number of Distinctions	1	(Mr. S.I.S. Ayewoh)
	Number of Passes	94	
	Number Referred	9	
1970	Number of Distinctions	1	(Mrs. D. O. Ezaga)
	Number of Passes	98	
	Number Referred	10	
	Number of referred 1969 candidates who passed	6	
	Number of referred 1969 candidates referred again	2	
	The ninth candidate died before the examination was conducted.		
1971	Number of Distinctions	1	(Mrs. A. O. Odiyi)
	Number of Passes	101	
	Number Referred	6	
	Number of referred 1970 candidates who passed	8	
	Number of referred 1970 candidates referred again	2	
1972	Number of Distinctions	2	(Mrs. P.E.S. Amadi and Mrs. V. N. Maidoh)
	Number of Passes	119	
	Number Referred	3	
	Number of referred 1971 candidates who passed	5	
	The sixth referred candidate did not turn up for the examination.		

Source: Rev. J. A. Flanagan, Director of the Institute, "The Headmasters' Institute, Benin City", Education, An Official Publication by the Ministry of Education, Mid-Western State, Benin City, Vol. 6, No. 1, January 1974, p. 34.

#### 4. New Provision for the Education of Grade One Teachers.

In 1967, when the only institution that prepared Grade One teachers for post-primary institutions was closed, the perennial shortage of highly qualified, non-graduate teachers became more critical. Bendel State could not rely indefinitely upon supplies from other States which also were in dire need of well qualified teachers. The expansion of student population in secondary schools and the envisaged increase in student population in Grade Two Colleges in the State made the production of Grade One teachers absolutely imperative.

In 1965, the Government of Bendel State had made genuine but unsuccessful plans to establish a Grade One College to prepare a new crop of teachers for post-primary institutions. The new institutions, known as the College of Education, was not founded until the year 1969. What were the main forces that led to the establishment of the College? What was its method of selecting students for admission? How fast did the student population grow? Attempts should be made to find answers to these basic questions.

#### The Establishment of the College of Education

The College of Education, which was to train Grade One teachers for junior classes (forms 1 to 3) of a secondary

school and for teacher training colleges, was planned by the civilian Government that was overthrown by the armed forces in January, 1966, but was built by the Military Government. In 1960, the Ashby Commission had recommended that new Grade One Teacher Training Colleges should be built in a determined effort to improve the quality of Grade One teachers for the educational institutions in Nigeria.<sup>51</sup> After The Ashby Report was published, some colleges were built in the former Western Region, but none in the present Bendel State area.

Shortly after the creation of the State, the establishment of a College of Education was planned. The main reason why the establishment of the college became completely obligatory was the shortage of well qualified, non-graduate teachers in secondary schools and teacher training colleges. The Ashby Commission had recommended that by 1970 the ratio of Grade One teachers to graduate teachers in secondary grammar schools and teacher training colleges should be 1:1,<sup>52</sup> but the ratio of Grade One teachers to graduates in secondary grammar schools and teacher training colleges in Bendel State in 1964 was 1:2.<sup>53</sup> In 1968, four

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51 See Chapter II.

52 Mid-Western Nigeria Development Plan 1964-68, p. 52.

53 Ibid., p. 52.

years later, the situation had not improved, rather it had worsened. That year, 124 Grade One and Nigeria Certificate in Education (N.C.E.) teachers were in secondary grammar schools and teacher training colleges, compared with 424 graduate teachers in these institutions.<sup>54</sup> This meant that three hundred more N.C.E. teachers had to be supplied so that the ratio of these teachers to graduate teachers could be 1:1.

The system by which the Grade Two teacher had to lift himself through external examinations into Grade One had been discouraged by the Ashby Commission,<sup>55</sup> and so the Government had to rely either on external supplies or on a college built in the State. The latter option was more attractive, because it would ensure regular and adequate supply of teachers. The Ministry of Education, therefore, proposed to open, in 1965, an Advanced Teacher Training College which would offer a three-year course that would lead to an award of the Nigeria Certificate in Education (N.C.E.).<sup>56</sup> Already six

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54 Mid-Western State of Nigeria, Ministry of Economic Development and Reconstruction, Annual Education Statistics 1967-68, Benin City, The Government Printer, (no date), Tables 47 and 72.

55 See Chapter II.

56 Mid-Western Nigeria Development Plan 1964-68, p. 52.

similar colleges<sup>57</sup> had been built in Lagos, Ibadan (two colleges), Ondo, Zaria and Owerri to train the new teachers who were considered superior to the old Grade One teachers. The objective was to further improve the intellectual quality and professional competence of the teaching personnel.

The proposed college was not opened until 1969. One of the principal reasons for the delay was that by 1965 no firm decision was made as to where the college should be built. Another reason was the January 1966 Military coup d'état in the early morning of 15th January, 1966<sup>58</sup> and the subsequent sporadic disturbances which culminated in the counter-coup d'état of July 29, 1966 in Nigeria.<sup>59</sup> The result of all this was the Government's inability to embark upon the first phase of its planned reorganization of teacher training colleges, which included the merger and/or closure of some colleges. Thus, the Teachers' Grade One College at Asaba was closed only in 1967 to pave the way to the establishment of the new college. Finally, the Nigerian

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57 Education and World Affairs, Committee on Education and Human Resource Development, Nigerian Human Resource Development and Utilization, p. 81.

58 Federal Republic of Nigeria, Federal Ministry of Information, The Struggle for one Nigeria, Lagos, The Nigerian National Press, 1967, p. 6.

59 Ibid., p. 8.

Civil War (1967-70) frustrated all plans to open the college in 1968. An entrance examination was conducted in 1967, but when troops from Eastern Nigeria invaded Bendel State, it was not possible to contact candidates who were offered admission.

The college was finally opened in February 1969<sup>60</sup> in the premises of the defunct Government Grade Two Teacher Training College, Abraka. The establishment and development of the institution were due largely to the keen interest and tireless efforts of the Military Governor of the State, Col. Osaigbovo Ogbemudia, who had personally supervised construction works on the campus.<sup>61</sup> The Ministry of Education also made considerable contributions by its active involvement in the planning, establishment and expansion of the college.

Admission of Students: The Selection Method

Selection of students for a three-year Nigeria Certificate in Education course in the partially residential

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60 G. O. Messiri, Provost's Report on the Occasion of the 3rd Graduation Ceremony of the College of Education, Abraka, on 18th April, 1975, p. 1. (Mimeographed from the Bendel State Library, Benin City).

61 Tayo Akpata, Commissioner for Education, "The History of Abraka and the Need for Dedication to Teaching", in Tayo Akpata, The Principles and Practice of Education in Mid-West Nigeria, Benin City, Mid-West Newspapers Corporation, (no date), p. 3.

institution was by competitive entrance examination, taken by candidates who possessed one of the following qualifications: a) a West African School Certificate; b) a Teachers' Certificate Grade Two or an equivalent qualification.

Most of the candidates for the examination were drawn from Bendel State as was the case with the Headmasters' Institute, and, quite naturally, those who obtained the highest marks were selected. Other factors taken into consideration were the availability of classrooms and reports on the candidates by their respective headmasters or principals.

#### Student Enrolment

The college began with a student intake of fifty-one<sup>62</sup> in 1969 for the N.C.E. course, but the enrolment had increased to 522 in the 1975/76 academic year as Table VIII shows. The absolute number of students did not only increase, but female enrolment vis-à-vis male also increased tremendously. In 1969, there were seven female and forty-four male students, but in the 1975/76 session there were 239 female and 283 male students. It is particularly interesting to note that female enrolment in Arts in the

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62 Messiri, Op. Cit., p. 1.

Table VIII

Student Enrolment in the College of Education, Abraka,  
Bendel State, 1969-1976.

Year	Science			Arts			Grand Total
	Male	Female	Total	Male	Female	Total	
1969	15	2	17	29	5	34	51
1970	--	--	--	20	18	38	38
1971	37	10	47	--	--	--	47
1972/1	26	21	47	20	16	36	83
1972/2	50	27	77	35	4	39	116
1973/74	49	36	85	23	15	38	123
1974/75	138	69	207	64	29	93	300
1975/76	177	125	302	106	114	220	522

Source: Bendel State of Nigeria, Ministry of Education, College of Education, Abraka: Student Enrolment and Number of Teachers, 1969-1976, Benin City, (no publisher), (no date), p. 1.

1975/76 academic year outnumbered male enrolment in this Department. It seems clear that, apart from the encouragement women were given to enter the college, women themselves were extremely eager to rival, and possibly outshine, men in the educational world.

The expected student population of 150 in 1975 doubled, and in 1976, it more than trebled, the increase that was necessary if the college was to be able to supply teachers for the institutions whose enrolment had increased. As has been noted, student population in Grade Two Colleges had grown considerably. Similarly, enrolment in secondary grammar schools in the State had increased from 47,350<sup>63</sup> in 1972 to 82,476<sup>64</sup> in 1975/76, a percentage increase of approximately seventy-four. Government policy accepted a teacher-student ratio of 1:20.<sup>65</sup> Thus, the number of secondary grammar school teachers needed in 1975/76 was about 4,122, half of which had to possess the N.C.E. qualification.

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63 Mid-Western State of Nigeria, Ministry of Education, Educational Statistics of the Mid-Western State of Nigeria, 1972, Benin City, Mid-West Mass Communication Corporation, (no date), p. 51.

64 Bendel State of Nigeria, Ministry of Education, Summary of the Number of Students in Secondary Grammar Schools, 1975/76, Benin City, (no publisher), (no date), p. 1.

65 J. W. Hanson, Ed., Secondary Level Teachers: Supply and Demand in Nigeria, East Lansing, Michigan State University, 1973, p. 71.

Therefore, the need for the expansion of the college could not be over-emphasized.

This country, and in particular this State, is in a hurry and this College is expected to play its full role in the development of well qualified manpower for the teaching profession. It is expected to develop both perpendicularly and horizontally as a Teachers' College.<sup>66</sup>

This expression of unswerving commitment reflects Government's policy to increase the supply of well qualified teachers and exemplifies the profound desire of all the teacher training colleges in the State to co-operate with the Government in this important direction.

Apart from the N.C.E. students who formed the largest proportion of the population, two other categories of students were also enrolled in the college. There was a group of students for the Pre-N.C.E. course which was designed mainly for serving teachers "who, through no fault of theirs, were not exposed to certain disciplines, these being the sciences and French",<sup>67</sup> and another group, perhaps the least known, took the 3 months in-service course in primary school science.<sup>68</sup> These categories of students brought the total population to 728<sup>69</sup> in the 1975/76 academic year. It seems

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66 Messiri, Op. Cit., p. 7-8.

67 Ibid., p. 4.

68 Ibid.

69 Ibid.

clear that this enlargement of student enrolment was part of the wider effort to increase the number of teachers provided for the development of education in the State.

The foregoing has been an attempt to review the expansion and reforms of teacher education facilities from 1967 to 1976 inclusive. The expansion of Grade Two College facilities led to a tremendous increase in student enrolment, and the lengthening of the period of training from four to five years gave students ample opportunities to improve their standards through a thorough, rigorous study of their subjects. The establishment of the Headmasters' Institute and the College of Education in 1969 was an essential part of the practical and continuing effort to increase the number and improve the quality of teachers supplied for the organization and development of education in the State.

Expansion of facilities was just a part of the solution to the teacher supply problem in the State. The scientific and technological revolution in the State and the entire country called for men and women who had acquired scientific education transmitted by teachers who themselves had studied science subjects in depth. Therefore, the teacher education curriculum which was inherited from the former Western Region of Nigeria had to be modified to include science subjects which potential teachers needed to know.

It would be useful, however, to understand the nature of the inherited curriculum before its modification is considered. Thus, the main objectives of the inherited curriculum, its academic and professional content, and the method of evaluating students are reviewed in the next chapter.

## CHAPTER IV

### TEACHER EDUCATION CURRICULUM, 1963-1967: A COLONIAL HERITAGE

When Bendel State was created, it inherited from the former Western Region educational institutions whose curriculum was prepared in the colonial era. The curriculum had a predominantly literary content. In fact, it was similar to the curriculum followed in British schools up to the 1960's. No imaginative and practical educational effort was made to modify the curriculum during the period under review; in particular, no adequate provision was made for science and agricultural subjects. Did the curriculum then meet the needs of the State?

It could be argued that the Government was most reluctant to reform the curriculum, because it needed men and women who had acquired literary education to fill administrative and clerical posts. The aspiration of school products themselves was essentially oriented to white collar jobs in government and in commerce, and most particularly to the financial reward accruing to such occupations. School graduates were unwilling to engage in any manual occupation because it did not hold promise for a substantial financial reward or rapid social mobility.

Teachers who were to prepare people for the prestigious occupations in government and in commerce were expected to get good mastery of literary subjects; hence the content of the inherited teacher education curriculum remained also predominantly literary. In this chapter, the main objectives of the curriculum, its academic and professional content, and the methods of evaluation used in the teacher training colleges in the State during the period between 1963-67 are surveyed.

After 1967, however, it became abundantly clear that the State could not pursue accelerated economic and social development, if the curriculum was not reformed. It was also realized that the State and the entire country could not enter the scientific and technological age without scientists and technologists and, as such, teachers who would produce these experts should study science. The modification of teacher education curriculum so as to reflect the new needs will be dealt with in the next chapter.

#### 1. Objectives of the Curriculum.

The first objective of the curriculum was that teachers should be given general training in the basic subjects of the primary school curriculum and little instruction in secondary school subjects. There is small wonder that the curriculum has been described as a mere re-run of primary school

syllabus.<sup>1</sup> Men and women should be equipped with just enough knowledge to enable them to teach the elements of the usual primary school subjects. The whole approach to the preparation of teachers was basically a colonial one that did not encourage students to be ambitious, inquisitive and exploratory. No teacher could extend his general education, unless he passed a minimum of two subjects at the General Certificate of Education (G.C.E.) examinations at the Advanced Level, but these examinations were not easy to pass. What was important was that subjects should be studied in relation to the use to which they might later be put in school, not for their own sake. However, in some colleges which had excellent staff with experience in Nigerian education, the objective was to improve the Grade II course.<sup>2</sup>

Another objective was the theoretical, professional aspect of teacher education. The programme was designed to enable students to acquire basic knowledge of the aims, methods and principles of education, the growth and development of children, the needs and learning methods of children.<sup>3</sup>

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1 Education and World Affairs, Committee on Education and Human Resource Development, Nigerian Human Resource Development and Utilization, New York, Education and World Affairs, 1967, p. 82.

2 Ibid.

3 Martena Sasnett and Inez Sepmeyer, Educational Systems of Africa, Berkeley, University of California Press, 1966, p. 600.

This theory was supposed to be the teacher's guide in all his teaching practices in the college and actual teaching in school, and not merely a body of knowledge to be absorbed without practical use.

The third objective was the practical training which would take the form of full-time attendance at schools for a number of weeks (say four weeks) in a year. It was a teaching practice similar to that of training colleges in England where a student was supposed to be in attendance at school for about twelve weeks during his three years of training.<sup>4</sup> The main reason for the teaching practice was to enable students to put into practice the theories of the methodology of education and school organization they had studied in the classroom. They were also required to demonstrate the ability to assign classwork to children and maintain classroom discipline.<sup>5</sup>

## 2. The Preponderance of Literary Subjects.

Except for the Training Centre at Asaba, the institutions offered predominantly literary subjects, because these

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<sup>4</sup> G. Baron, "Training of Teachers in England and Wales", in George Z. F. Bereday and Joseph A. Lauwerys, Eds., The Education and Training of Teachers, The Year Book of Education 1963, New York, Harcourt, Brace and World, 1963, p. 145.

<sup>5</sup> Sasnett and Sepmeyer, Op. Cit., p. 601.

were the subjects mostly offered in primary and secondary schools. Moreover, the content of the subjects offered in Grade Three Colleges was very poor. Agricultural subjects were mainly taught in the Training Centre at Asaba, but their content was not adequate for the preparation of teachers for post-primary institutions.

#### Grade Three Teacher Training Colleges

The subjects offered in Grade Three Teacher Training Colleges were English, Arithmetic, History, Geography, Nature Study and Hygiene, Needlework, and Gardening.<sup>6</sup> The curriculum was heavily weighed on the literary side for the understandable reason that students should prepare for the subjects they were supposed to teach in primary schools. The few practical subjects offered in the colleges were not compulsory in primary schools where a foundation was laid for literary courses in secondary grammar schools.

#### Grade Two Teacher Training Colleges

The subjects offered in Grade Two Teacher Training Colleges included English Language, Arithmetical Processes, Practical Needlework and Dress-making, English Literature,

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<sup>6</sup> Western Nigeria, Annual Abstract of Education Statistics, 1962 and 1963 Combined, p. i.

History, Geography, Rural Science, Practical Rural Science, Handicrafts, Arts and Crafts, Music and Singing, Mathematics, Religious Knowledge, Biology, Nature Study, and General Science.<sup>7</sup> Agricultural and science subjects, including Mathematics, were not among the compulsory subjects,<sup>8</sup> and, as such, some of them were selected just to complete course requirements. In a college where there was a wide range of optional subjects from which selections could be made, students might decide to select just one of the practical and science subjects to complete the number of optional subjects offered.

#### Grade One Teacher Training College

The Grade One Teachers' College, Asaba, was the only teachers' institution in the State where compulsory courses in Rural Science subjects were offered.<sup>9</sup> However, the teachers it turned out were so few and insufficiently prepared<sup>10</sup> that they could not make any significant impact on the teaching of practical subjects in primary and secondary

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7 Ibid., p. ii.

8 Sasnett and Sepmeyer, Op. Cit., p. 591.

9 Mid-Western Nigeria, Ministry of Finance and Economic Development, Annual Education Statistical Bulletin 1965, Number 2, Benin City, (no publisher), (no date), p. 2.

10 See Chapter II.

schools. Besides, subjects such as agriculture and gardening were not compulsory in these schools, and, in consequence, comparatively little importance was attached to them.

As has been noted, much importance was given to literary curricula during the period under review. There were reasons for this. First, the British education transferred to Africa during the colonial era was predominately literary in content, and courses offered in practical subjects, such as agriculture and crafts, failed because Africans were not interested in them.<sup>11</sup> Thus, teachers who would teach literary subjects in primary and secondary schools must have studied them in their training institutions. Africans had preference for literary rather than industrial and agricultural education because of the European-type vocations for which it prepared people. These vocations were mainly clerical jobs in commerce or government and were more prestigious than industrial manual occupations.<sup>12</sup>

The second reason for the dominance of literary subjects in the curriculum was the lack of adequate resources for the teaching of practical and science subjects. Modification of classical learning to accommodate science depended,

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<sup>11</sup> See Chapter I.

<sup>12</sup> Philip Foster, Education and Social Change in Ghana, Chicago, The University of Chicago Press, 1968, p. 64.

in a large measure, on the availability of qualified science teachers and laboratory equipment. In Nigeria there were not enough science teachers, because most science graduates preferred office jobs to teaching. The Banjo Commission recognized this problem when it recommended the teaching of science in teacher training colleges in Western Nigeria before Bendel State was created.<sup>13</sup> The Commission recommended that expatriate teachers, especially science teachers (graduates and non-graduates) should be borrowed from the Commonwealth countries, the United States of America, Israel and elsewhere to teach General Science in Grade Two Training Colleges during the years 1961-65.<sup>14</sup> The Commission, however, realized that scholarship awards to practising and potential teachers to become science specialists were a permanent solution to the problem. This view that science specialists should be produced for teacher training colleges was shared by a Committee set up to study human resource development and utilization in Nigeria. This Committee recommended that opportunities should be given to outstanding teachers to prepare themselves for leadership

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<sup>13</sup> The Banjo Report, p. 51.

<sup>14</sup> Ibid.

position in science, among other disciplines.<sup>15</sup>

Another important point which should not be ignored was the tremendous influence of Christian missionaries on teacher education curriculum. Of the twenty-one teacher training colleges in the State in 1964, eleven were under the proprietorship of Christian missionaries<sup>16</sup> who ensured that Religious Knowledge was taught. This subject was considered important for the spiritual and moral nurture of trainees and could not conceivably be sacrificed on the altar of curriculum modification. It was believed that the teacher who had a thorough knowledge of the Bible and basic denominational tenets would be able to assist in the conduct of Church services and contribute to the propagation of God's word.

### 3. Professional Preparation of Students.

Teachers in training were supposed to acquire professional training in addition to knowledge of the subject-matter to be taught. This area of the curriculum included school organization, principles and practice of education, and the methodology of education. Teaching practice was an

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<sup>15</sup> Education and World Affairs, Committee on Education and Human Resource Development, Nigerian Human Resource Development and Utilization, p. 82.

<sup>16</sup> Mid-Western Nigeria Education Statistical Bulletin, 1964, Vol. 1, p. 24.

integral part of the professional preparation, its aim being to help students to apply theories to the solution of practical problems.

In Grade Three Colleges Practical Teaching, School Organization and School Methods<sup>17</sup> were offered as compulsory subjects in the two-year programme.

In Grade Two Colleges the professional courses offered were Principles and Practice of Education, Practical Teaching, and Physical and Health Education.<sup>18</sup>

Professional course in the Grade One College consisted of Practical Teaching and the methods of teaching the content of Rural Science subjects.

Teaching Practice in the colleges took the form of full-time attendance at schools for a period of three to four weeks in one calendar year.<sup>19</sup> The aim was to enable students to apply the theory they learnt to the exploration, identification and solution of practical problems in the classroom.

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<sup>17</sup> Western Nigeria, Annual Abstract of Education Statistics, 1962 and 1963 Combined, p. i.

<sup>18</sup> Ibid., p. ii.

<sup>19</sup> This meant that a student who followed a two-year course taught for a total of about eight weeks.

During the first week of the practice period, students went to their respective schools to obtain relevant syllabi for studies in order to familiarize themselves with the various school subjects.<sup>20</sup> They also watched experienced teachers teach, the observation which was soon followed with actual teaching periods when students taught lessons within the framework of the syllabus followed in the school. They used expensive and colourful teaching aids, ranging from coloured maps and pictures to paper pulp models, not only to facilitate teaching but also to decorate the walls of the classroom, their aim being to impress supervisors and examiners to obtain high grades.. These aids were prepared and tried before the actual teaching,<sup>21</sup> the aim being to ensure that sound preparations were made before teaching was begun. At the end of a day's work, students were assembled to listen to their teachers' criticisms of their teaching and class management,, and to get suggestions for future use.

Most of the colleges, like British colleges, had "demonstration schools" which were held as models for general imitation. They were built with solid brick or block walls in clean environments and equipped with a large variety of

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20 Sasnett and Sepmeyer, Op. Cit., p. 600.

21 Ibid., p. 600.

teaching aids. The student in training was encouraged to visit the demonstration school in his college periodically and study children individually and in groups in order to know their needs and then plan his teaching accordingly.<sup>22</sup> He also watched trained teachers teach and, under the skilled supervision of his teachers, acquainted himself with the organization and administration of the schools.

These demonstration schools and schools within reach of a college were usually used by students for their teaching practice. A useful by-product of this system was that the college teachers were able to keep in touch with the problems of the schools and to suggest solutions to them. Also the teachers served as effective vehicles for cross-pollination of ideas between schools in a conscious effort to contribute to the development of education.

#### 4. Evaluation of Students.

The method of evaluating students' work took the form of a written examination (essay-type) at the completion of a course and an assessment of his competence in practical teaching. Certificates were issued to those students who

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<sup>22</sup> First-hand knowledge of children was a prerequisite for teaching practice, though it was not compulsory that students should acquire detailed knowledge of child psychology.

passed not only all prescribed written papers but also a practical teaching examination.

### Grade Three Teacher Training Colleges

A candidate who wished to obtain the Grade Three Teachers' Certificate must satisfy the Ministry of Education by passing an approved examination in Practical Teaching, Needlework, Gardening, English, School Method, History, Geography, Nature Study and Hygiene, Arithmetic and School Organization.<sup>23</sup> These consisted of the general and professional subjects he studied during the course of his training.

A body of examiners was appointed by the Ministry of Education from among members of the professional branch, but some teachers in training colleges were also invariably appointed. Their function was to set examination questions, mark scripts and ensure that standards were high and acceptable to the Ministry. The standards that were looked for could not be met by most students and, in consequence, there was a low annual pass rate. In 1964, only 9.1 per cent of the total number of candidates passed the Grade Three

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<sup>23</sup> Western Nigeria, Annual Abstract of Education Statistics, 1962 and 1963 Combined, p. i.

Teachers' Certificate examination.<sup>24</sup> Thus, some proportion of the candidates failed outright, and others were referred in written papers and/or in practical teaching test.

It is important to realize that certificates issued to students after the completion of their courses were awarded by the Ministry of Education, Benin City, formerly by the Ministry of Education, Ibadan. This was different from the system in Britain where the certificates which students received at the end of their courses were issued by Institutes of Education, supported by the authority of the universities of which they formed part.<sup>25</sup>

#### Grade Two Teacher Training Colleges

Subjects from which selection for the Grade Two Teachers' Certificate examination was made included the following general and professional subjects: Practical Teaching, Principles and Practice of Education, English Language, Arithmetical Processes, Practical Needlework and Dress-making, Physical and Health Education, English Literature, History, Geography, Rural Science, Practical Rural Science, Handicrafts, Arts and Crafts, Music and Singing, Mathematics,

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<sup>24</sup> Mid-Western Nigeria Education Statistical Bulletin, 1964, Vol. 1, p. 52.

<sup>25</sup> Baron, Op. Cit., p. 146.

Religious Knowledge, Biology, Nature Study, and General Science.<sup>26</sup> Examination in these subjects consisted of external and internal papers.

The externally set and marked papers were English, Arithmetical Processes, and Principles and Practice of Education. The West African Examinations Council (WAEC), an independent examining body, was responsible for these papers throughout the Federation.<sup>27</sup> The syllabus they prescribed and the examinations they handled helped to maintain a high standard of work in these subjects. However, they did not provide opportunities for teachers who taught these subjects to participate in setting papers and marking examination scripts.

Internal papers in the remaining subjects were set and scripts were marked by a body of examiners appointed by the Ministry of Education from among members of its professional branch and subject specialists in the teaching field. A candidate must pass at least nine subjects<sup>28</sup> which included all the externally set papers, Practical Teaching Test,

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<sup>26</sup> Western Nigeria, Annual Abstract of Education Statistics, 1962 and 1963 Combined, p. ii.

<sup>27</sup> J. E. Adetoro, "Universal Primary Education and the Teacher Supply Problem in Nigeria", Comparative Education, Vol. 2, No. 3, June 1966, p. 213.

<sup>28</sup> Sasnett and Sepmeyer, Op. Cit., p. 592.

Health and Physical Education, and four other subjects before he was awarded a certificate by the Ministry of Education.

The Grade Two Certificate examination was also open to external candidates, who were untrained for at least nine years, or were in possession of a Grade III Certificate and had had at least four years teaching experience of which three must be post-Grade III.<sup>29</sup> An external candidate must be registered as an associated student of a regular Grade Two College. He must pass the Grade Two Teachers' Certificate examination in the following three stages:

Stage I - English paper set by the West African Examinations Council.

Stage II - Internal papers set by the Ministry of Education.

Stage III - Examination in the Principles and Practice of Education and in Practical Teaching.<sup>30</sup>

After external examination scripts had been marked, Ministry of Education representatives used to meet officials of the West African Examinations Council to examine scores by all candidates and to suggest pass levels. The meeting used to provide ample opportunities for a discussion of the standards of achievement considered adequate and satisfactory. However, the final responsibility to decide pass

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29 Adetoro, Op. Cit., p. 213.

30 Ibid.

levels in both the externally and internally marked scripts lay exclusively with the Ministry of Education. Acceptable standards were very high and, as a result, pass rates were very low. In 1964, only 36.1 per cent of the total number of candidates passed the examination.<sup>31</sup>

#### Grade One Teacher Training College

A candidate who wished to secure the Grade One Teachers' Certificate must pass prescribed examinations in Rural Science subjects and in Practical Teaching. Grade One College, unlike the other two types of colleges, handled all examinations for its students, but it must send results to the Ministry of Education, responsible for collating and keeping examination results. After students had successfully completed their course work and two satisfactory teaching reports<sup>32</sup> had been made on them, the Ministry could issue Grade One Teachers' Certificate to them.

External candidates in Bendel State, like other candidates elsewhere in Nigeria, could also secure the certificate after having fulfilled certain requirements. They must

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<sup>31</sup> Mid-Western Nigeria Education Statistical Bulletin, 1964, Vol. I, p. 527.

<sup>32</sup> Western Nigeria, Annual Abstracts of Education Statistics, 1962 and 1963 Combined, p. ii.

have:

1. passed two subjects at the General Certificate of Education (Advanced Level) or equivalent examinations
2. obtained the Teachers' Grade Two Certificate
3. had at least five years of successful post-Grade Two teaching experience
4. passed a Practical Teaching Examination prescribed by the Ministry of Education.<sup>33</sup>

In summary, it may be said that the curriculum inherited from the former Western Region of Nigeria weighed heavily on the literary side for the reason that students had to be prepared for teaching the predominantly literary subjects in primary and secondary schools. Professional subjects were also offered in the training colleges, because students ought to receive training in the craft of teaching and in school organization besides the acquisition of literary education.

In 1968, the predominance of literary subjects in the curriculum could no longer be justified in the light of the rapidly changing needs of the State and the whole country. The curriculum had to be reformed to prepare teachers for scientific and agricultural revolution without which the lot of most Nigerians could not be improved. Was the State Government willing and ready to modify the curriculum? What were the main areas in which modifications were necessary?

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33 Adetoro, Op. Cit., p. 213.

To what extent should modifications be carried out without causing a complete break with the inherited curriculum?

These are the questions which the following chapter will attempt to answer.

## CHAPTER V

### MODERNIZATION OF THE CURRICULUM, 1967-1976

Before the end of 1968, belief had gathered momentum that a developing country such as Nigeria needed people with great scientific minds, people who understood science in relation to the developmental needs of the country. The Government of Bendel State was particularly anxious to educate men and women for the accelerated scientific and agricultural development of the state and the whole country in a conscious effort to catch up with the developed world. Thus, the need to reform school curricula to place fresh emphasis on science appeared to be urgent.

Teachers who had studied science subjects and the methods of teaching them should therefore be produced to effect reforms; consequently, the curriculum of teacher education should be modified to accommodate the scientific needs of teachers. However, the literary content of the curriculum inherited from the former Western Region had to be retained, because it formed a solid basis for the development of scientific and agricultural education. Besides, new methods of instruction and evaluation could be explored without doing serious damage to the original professional courses which are essential for the preparation of teachers. When these reform measures are closely examined, one finds that a

wise continuity was maintained throughout the reform.

In this chapter, the modernization of the curriculum during the period between 1967-1976 is examined. First, attention is paid to the basic factors that influenced curriculum modernization. This is followed by a consideration of new curricular objectives. The expansion of the curriculum to allow science and agricultural subjects to co-exist with literary subjects is also reviewed. Finally, the diversification of professional courses and innovations introduced into the methods of evaluation are discussed.

#### 1. Factors which Influenced Curriculum Modernization.

The poor quality of teachers in the school system was a situation that had been criticized as far back as 1960. That year, the Ashby Commission did not hide their strong but disturbed feeling about this situation when they wrote their report.

We must report our grave concern that present arrangements of formal or private study do not assure for present or future teachers that grasp of the arts and sciences which is a necessary part of the intellectual equipment of any teacher, whether in primary or secondary schools.<sup>1</sup>

This lack of basic education was the main difficulty in all efforts to achieve efficiency and high standards in pupil

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<sup>1</sup> The Ashby Report, p. 82.

performance.

The situation had not improved by 1968, eight years after the publication of The Ashby Report, and small wonder that E. K. Clark, Commissioner for Education in Bendel State, made a more devastating remark:

It is generally recognized that one of the major factors responsible for the terrible low standard in our primary schools is the poor quality of teachers and this poor quality depends upon the teachers' basic background and education.<sup>2</sup>

It, therefore, became necessary to raise the quality of teachers by providing secondary education in Grade Two Teacher Training Colleges. The Government of Bendel State was not alone in this renewed desire to improve the quality of teachers as an essential condition of the achievement of excellence in primary schools. Earlier in the year 1968, a Committee appointed by the Government of the then Western Nigeria to review the primary education system in the Western State had emphasized the need for qualified teachers.

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<sup>2</sup> E. K. Clark, Commissioner for Education, An Address to the Staff and Students of Anglican Women Teacher Training College and Benin/Delta Teacher Training College, Benin City, 6th November, 1968, p. 2. (Mimeographed from the Ministry of Education, Benin City).

There is no doubt in our minds that the most critical factor in the raising of standards in primary schools in the foreseeable future are good teachers with a mastery of the subjects in the curriculum, well prepared through teacher education to promote to the full the learning activities of young children with intelligence, devotion and enthusiasm.<sup>3</sup>

Another way by which the standard of teachers could be improved was to provide institutions for people who wished to qualify for a Grade One Teachers' Certificate of a higher standard than the existing Grade One Certificate. The preparation for Grade One qualification done by private study was grossly inadequate and very unsatisfactory. Several teachers spent long hours to prepare for examinations in which only a few succeeded.<sup>4</sup> The result was gross neglect of duty, inadequate "grasp of subjects--themselves not always well chosen--at the end".<sup>5</sup>

The second factor was the demand for more and more trained people for scientific and technological revolution in Nigeria. The need to increase mass production in industries and in agriculture had put a premium on scientific

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3 Western State of Nigeria, Ministry of Education, Report of the Committee on the Review of the Primary Education System in the Western State of Nigeria, C. O. Taiwo, Chairman, Ibadan, The Government Printer, 1968, p. 16. Henceforth, this document will be referred to as The Taiwo Report.

4 The Ashby Report, p. 82.

5 Ibid.

and technical skills which were not adequately transmitted to children in the existing school system. Authors of the 1964-1968 Development Plan had complained about the inadequacy of practical training in schools:

The type of education given in our schools at the present time provides little or no basis on which to build any vocational training other than clerical, with the result that the minds of the children are turned from the more practical to the white-collar jobs. There is little in it to help the student to understand the agricultural and technical world in which he will take his part in the future.<sup>6</sup>

Thus, the teacher who was to train men with the necessary skills for agricultural and technical work had to acquire deep knowledge of relevant subjects and the appropriate methods of teaching them.

Another factor was the need to lay a firm foundation for the organization of political, economic and social development. There was need to reconstruct facilities damaged during the war, rehabilitate and resettle displaced persons, create employment opportunities and produce high level and intermediate manpower.<sup>7</sup> The central role of teachers in the achievement of all this cannot be over-emphasized. The

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6 Mid-Western Nigeria Development Plan 1964-1968, p. 54.

7 Mid-Western State of Nigeria, Ministry of Economic Development and Reconstruction, Development Plan 1970-74, Benin City, The Government Printer, (no date), p. 10.

teacher who became the leader of policy and practice in school would, in time, most likely contribute to the development of his society.

The fourth factor which influenced changes in curriculum content was the social status of teachers, which was hopelessly low. Teachers felt inferior to people who possessed secondary school and higher certificates, because there was a general belief that the teachers' certificate (especially that of Grade Two) was indeed inferior to that of secondary school. The man with a secondary school certificate had wide and varied job opportunities, and could more easily pursue higher studies and gain public respect. The teacher thus felt that he was not thought important to the welfare of society and therefore could not command respectability in the eye of the public. If the curriculum of Grade Two teacher education was raised to the level of that of secondary education, the social status of teachers, it was argued, might hopefully be raised. Clark shared this view when he said that

This will definitely eliminate the inferiority complex from which most students of teacher training colleges tend to suffer in their dealings with their counterparts from the Secondary Grammar Schools.<sup>8</sup>

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<sup>8</sup> Clark, Op. Cit., p. 2.

In 1970, two years after this view was expressed, more concern about the low status of teachers throughout the country was expressed.<sup>9</sup> It therefore, became imperative that teacher education curriculum should be improved.

The raising of the quality of the curriculum was considered important not only because it would facilitate the upward social mobility of the teacher but also because it would boost his morale and, in consequence, he would become a devoted and conscientious teacher.

## 2. Enlargement of Curricular Objectives.

The principal objectives of the new curriculum for teacher training colleges had increased from three in 1967 to four in 1968 and had changed in emphasis, thus reflecting the new needs of the State.

One of the objectives was recommended in 1960, but was not used until the year 1969. The objective was that each student in the College of Education should deepen his/her personal education through a rigorous study of two related subjects such as mathematics and physics. This aspect of teacher preparation derived from the view held by the Ashby Commission that the surest means of preparing

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<sup>9</sup> A. Babs Fafunwa, "Teacher Education in Nigeria", West African Journal of Education, Vol. 14, No. 1, February 1970, p. 24; The Somade Report, p. 30.

Grade One teachers for secondary schools was through an intensive programme.<sup>10</sup> In 1971 at their conference, principals of teachers' colleges accepted this view, but warned against over-specialization which could be detrimental to the other areas of the curriculum.<sup>11</sup> The acceptance of the view was an expression of the determination of college authorities to make teachers in training above all know their subjects very well, but the warning was a recognition of the fact that the professional aspects of the curriculum were also very important and, therefore, they should not be ignored.

The second objective was to give students in Grade Two Teacher Training Colleges education in the basic subjects of secondary school curriculum. Clark, the Commissioner for Education explained why this was necessary:

With the reorganization of the primary education system and the expansion of the curriculum to include the teaching of science and mathematics in primary schools, it has become necessary to reorganise our teacher training colleges and this will involve the raising of the standard to the level of the West African School Certificate and General Certificate of Education (Ordinary Level).<sup>12</sup>

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<sup>10</sup> The Ashby Report, p. 88.

<sup>11</sup> Federal Republic of Nigeria, Federal Ministry of Education, "Teacher Education and National Development", Report of the First National Conference of Principals of Teachers' Colleges, August 8-13, 1971, Volume One: Conference Proceedings, Lagos, The Nigerian National Press, 1971, p. 27.

<sup>12</sup> Clark, Op. Cit., p. 2.

The approach was vastly different from that which made the training college of 1963 to 1968 rigid and static. The aim in 1969 was no longer to equip a man or a woman with just enough knowledge to enable him/her to teach the usual primary school subjects, but to extend his/her education by giving him/her opportunities to pursue subjects at the secondary level. The Government felt that the concept of teacher training should be broadened to include more courses for teachers, required for the preparation of manpower for Nigeria's economic development.

This objective had been fairly influenced by the thinking on education in Nigeria:

The aim of the new thinking on education in Nigeria, which is being led by the Federal Ministry of Education, is to adapt education, both in-school and out-of-school, so that it serves the economic development potential of Nigeria as well as its aspirations regarding social change and mobility.<sup>13</sup>

The adaptation should "involve far-reaching changes in the nature of education as well as the role and training of the teachers".<sup>14</sup> This meant that emphasis should be placed on science and practical subjects in teacher education curriculum, the aim being to prepare teachers for their new role of

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<sup>13</sup> UNESCO: International Institute for Educational Planning, Nigeria: Educational Planning, R. F. Lyons Author, Paris, UNESCO, May 1972, p. 34.

<sup>14</sup> Ibid.

producing manpower for economic and social development. The educational planners in the Federal Ministry of Education also made it clear that adaptation should be made not only to suit urban life but also to meet rural needs:

And while there can be no artificial separation of the two (urban and rural needs) in terms of equality of educational promotion opportunities, it would seem that the rural school and teacher should be better adapted to promoting a positive approach to the development constraints and hopes represented in village life.<sup>15</sup>

The idea of out-of-school and rural education was not initiated by Nigeria's Federal Ministry of Education. It has been suggested by several educational writers as useful for modernization, especially in developing countries. For example, Nyerere has emphasized the need to "prepare people for life and service in the village and rural areas ...",<sup>16</sup> while Illich has strongly advocated the abolition of the monopoly of educational institutions in order to provide equal opportunity to people and to "liberate the sharing of skills".<sup>17</sup> This, in effect, means that teacher education should be reformed so that teachers may acquire the skills and methods necessary for the development of non-formal

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<sup>15</sup> Ibid., p. 34.

<sup>16</sup> Julius K. Nyerere, Education for Self-Reliance, Dar es Salaam, The Government Printer, 1967, p. 64.

<sup>17</sup> Ivan Illich, Deschooling Society, New York, Harrow Books, 1972, p. 149.

education and rural communities. In Bendel State, steps were taken to prepare science and agricultural teachers, especially Grade Two teachers, for urban and rural schools<sup>18</sup> but not for out-of-school education. It is safe to suggest that the fundamental concern of the State Government at this time was the supply of teachers for the school system.

Another objective was to provide professional training in the sense of studies in the principles and practice of education, educational psychology, educational sociology, school organization and curriculum.<sup>19</sup> The basic feature of this objective was the assiduous study of the works of educational thinkers in the Western world and the development and reforms of education in Nigeria. Besides, acquaintance was to be made with the findings of psychological research and with the social environment of the child. The Somade Committee went further to recommend that "a curriculum should be adaptable to local needs by bringing the pupil close to the local community".<sup>20</sup> It is worth noting that not much weight

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18 Tayo Akpata, Commissioner for Education, "Educational Policy and the Establishment of the Unified Service for Teachers", in Tayo Akpata, The Principles and Practice of Education in Mid-West Nigeria, Benin City, Mid-West Newspapers Corporation, (no date), p. 29.

19 Rev. Fr. J. A. Flanagan, Director of the Headmasters' Institute, "The Headmasters' Institute", Education, An Official Publication by the Ministry of Education, Mid-Western State, Benin City, Vol. 2, No. 1, March 1969, p. 25.

20 The Somade Report, p. 32.

was to be given to this objective in Grade Two Teacher Training Colleges where students had to do pure and intensive secondary school academic work and pedagogy was to be introduced after the third year.<sup>21</sup> This meant that in a five-year teachers' course, professional subjects would be offered only for two years, while the pure academic subjects would be offered throughout the five years.

The fourth objective was to give practical training to students in the form of supervised teaching practice in primary and secondary schools, supported by courses in teaching methods. Students were to take courses in the methods of teaching school subjects and be acquainted with the problems and complexities in teaching before they went out for teaching practice. The practice itself would take the form of full-time attendance at schools for a short period of time (say four to five weeks in a year in the College of Education) when a student would be expected to teach subjects within the framework of the school syllabus.<sup>22</sup> This objective, like the third one, was not given much prominence in Grade Two Teacher Training Colleges, and was pursued in quite a different fashion at the Headmasters' Institute as will be seen later.

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21 Clark, Op. Cit., p. 2.

22 See Chapter IV.

### 3. A Blend of Literary and Science Subjects.

During the period under review, the academic content of teacher education curriculum was modified to give due weight to science and agricultural subjects. Literary subjects, however, were retained, because they formed a firm basis for the advancement of the knowledge of science and related subjects, with English as a powerful medium of instruction.

#### Grade Two Teacher Training Colleges

The academic subjects in Grade Two Teacher Training Colleges were selected and organized as follows in order to give students secondary education. During the first three years, students studied English Language, Mathematics, General Science or Physics, Chemistry and Biology, English Literature, History, Geography, Arts and Crafts, Home Economics for Girls, Music, Religious Knowledge, and Agriculture.<sup>23</sup> In the last two years, Mathematics and English Language and four optional subjects selected from those studied in the first three years were further studied.<sup>24</sup> The introduction of science and mathematics underlined Government's supreme

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23 Clark, Op. Cit., p. 2.

24 Ibid.

determination to diversify the curriculum and to produce trained and competent teachers who could teach these subjects in the primary school and thus lay a firm foundation for the development of manpower for industrial and technological growth.

In order to have an idea of the relative importance attached to the subjects, one should see Table IX which shows the number of colleges offering the subjects and the percentage of students taking instruction in each. Mathematics and General Science which were rarely offered in the past were in 1972 taught in nine out of the ten colleges in the State, and Biology, Physics and Chemistry, which were not offered at all in the past, were taught in seven colleges. About fifty per cent of the students took instruction in agriculture. Agriculture was and still is the foundation of the economic development of Nigeria, the provider of a substantial part of the capital needed for social and economic services. Thus, there should be an education programme in training colleges to prepare teachers for the development and expansion of agricultural education in schools. This view was supported by the National Curriculum designers in 1972: "It is, therefore, critical that education in agriculture be expanded, enriched and made to

Table IX

Distribution of Studies in Grade Two Teacher Training Colleges in 1972, Showing Total Number and Percentage of Students Taking Instruction in Subject

No.	Subject	No. of Schools Offering Instruction in Subject	Total No. of Students taking Instruction in Subject			% Number of Students
			M	F	T	
1	English Language	10	2,319	1,244	3,563	100.0
2	English Literature	10	2,319	1,244	3,563	100.0
3	History	10	2,217	1,244	3,461	97.1
4	Geography	10	2,204	1,244	3,448	96.8
5	Principles of Education	10	1,578	721	2,299	64.5
6	Religious Knowledge	10	2,117	1,179	3,296	92.5
7	Physical and Health Education	10	2,319	1,244	3,563	100.0
8	Mathematics (Elem.)	9	2,268	843	3,111	87.3
9	General Science	9	1,464	874	2,338	65.6
10	Biology	7	967	378	1,345	37.7
11	Physics	7	967	378	1,345	37.7
12	Chemistry	7	967	378	1,345	37.7
13	Arts & Crafts	6	1,242	808	2,050	57.5
14	Music/Singing	3	510	530	1,040	29.2
15	Arithmetic	3	711	214	925	26.0
16	Agriculture Science/Farming	7	1,776	8	1,784	50.1
17	Home Economics	3	--	524	524	14.7
18	Needlework/Dressmaking	5	--	1,148	1,148	32.2
19	Library Studies	2	422	121	543	15.2
20	Nature Study	1	29	6	35	1.0
21	Health Science	3	119	487	606	17.0
22	Izon (Ijaw) Vernacular	1	108	69	177	5.0
23	Modern Mathematics	1	--	401	401	11.3

Source: Mid-Western State of Nigeria, Ministry of Education, Educational Statistics of Mid-Western State of Nigeria, 1972, Benin City, Mid-West Mass Communication Corporation, (no date), p. 80.

be more effective instrument of development".<sup>25</sup> Although scientific and agricultural training was given priority by government, the institutions recognized that some literary type of education was necessary as a foundation for such training. Therefore, literary subjects were still offered with English as the medium of instruction.

#### The Headmasters' Institute

The content of the subject-matter at the Headmasters' Institute was not as wide and varied as that of Grade Two Teacher Training Colleges. Initially, the subject offered at the Institute was only "English for Administration" designed primarily to facilitate school administration.<sup>26</sup> Students studied letter writing and reports, summary and comprehension and lexis and structure of the English language, so that, when they became headmasters, they would be able to make clear and accurate statements and respond to official correspondence in a very comprehensible manner.

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25 Federal Republic of Nigeria, Nigeria Educational Research Council, "Guidelines on Grade Two Teacher Education Curriculum", Report of the National Workshop on Teacher Education Curriculum, 8-22 April, 1972, (no place), (no publisher), (no date), p. 445.

26 Rev. Fr. J. A. Flanagan, Director of the Headmasters' Institute, "The Headmasters' Institute, Benin City", Education, An Official Publication by the Ministry of Education, Mid-Western State, Benin City, Vol. 6, No. 1, January 1974, p. 33.

The Institute had planned to expand and diversify the curriculum to include Mathematics, English Skills and General Science in the 1976/77 academic session.<sup>27</sup> The purpose was to help the students in a way that they "could specialize in subjects taught at the primary school and could be deployed as such when the need arises".<sup>28</sup> The introduction of Elementary Science and Mathematics into the primary school curriculum made the diversification of the curriculum of the Institute all the more necessary, if not imperative. It was believed that the headmaster of a primary school should not only be an administrator and supervisor but also an instructor who got sound mastery of his subjects and could efficiently respond to the complex and changing needs of his school. In this way, he could contribute to the fulfilment of the aim of the Institute, "which is the promotion of primary education in Nigeria".<sup>29</sup>

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27 V. C. Ukponu, Director of Studies, Progress Report on the Headmasters' Institute, Benin City at the Congregation for the Award of the Associateship Certificate in Education of the University of Ibadan to the 1975 Class of the Headmasters' Institute, Benin City, 11th June, 1976, p. 5. (Mimeographed from the Headmasters' Institute, Benin City).

28 Ibid.

29 Ibid., p. 6.

The College of Education

In the College of Education, the objective, as has been said, was to deepen students' knowledge of two related subjects. Such subjects were selected from either of these two broad groupings of organized disciplines: (1) Arts - English General, English Special, French, Geography; (2) Science - Physics, Chemistry, Biology and Mathematics.<sup>30</sup>

Agricultural Science<sup>31</sup> was added in 1974, probably because of the urgent need to supply qualified teachers who would develop manpower for the State's agricultural growth and expansion. It was also to build up students' character and inculcate the object lesson that manual work is after all no indignity. This was absolutely necessary in a country where agriculture did not attract school leavers, though it was the mainstay of the economy, practised mainly by peasant farmers.

The agricultural objectives of the State which seem to have influenced the inclusion of Agriculture in the College Curriculum were outlined in the 1970-74 Development Plan:

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<sup>30</sup> Mid-Western State of Nigeria, Ministry of Education, Education Statistics 1971, Benin City, (no publisher), (no date), p. 3.

<sup>31</sup> G. O. Messiri, Provost's Report on the Occasion of the 3rd Graduation Ceremony of the College of Education, Abraka on 18th April, 1975, p. 4. (Mimeographed from the Bendel State Library, Benin City).

- (a) Increased production of food and export crops which will dampen inflationary pressures at home and boost foreign exchange earnings.
- (b) Creation of job opportunities for displaced persons and the unemployed.
- (c) Removal of bottlenecks to increased productivity/production and yield take-off and the development of a sound agricultural infrastructure by the:
  - (i) restoration of production capacity affected by the war;
  - (ii) improvement of production techniques and management;
  - (iii) supply of high-yielding varieties of planting materials and improved breeding stock;
  - (iv) wide-spread use of fertilizers and pesticides;
  - (v) provision of capital assistance (grants and credit in cash and kind);
  - (vi) development of agricultural statistics;
  - (vii) intensified training of agricultural personnel;
  - (viii) applied agricultural research to provide a solid base for extensive work, agricultural planning and development;
  - (ix) intensified extension services.
- (d) Integration of primary production programme and rural development.
- (e) To supply local industries with raw materials and provide a raw materials base for industrial growth.<sup>32</sup>

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32 Mid-Western State of Nigeria, Ministry of Economic Development and Reconstruction, Development Plan 1970-74, Benin City, The Government Printer, (no date), p. 16-17.

In the 1975/76 session new subjects such as Religious Education, Economics, Music and Fine Art<sup>33</sup> were introduced in order to give students a wider subject area from which to choose their subject combinations and to enable them to explore newer and challenging fields. The introduction of these subjects represented a major departure from a widespread and accepted belief that some subjects were not functionally useful and, therefore, should not be given prominence on the school time table.

#### 4. New Direction in Professional Preparation.

The basic professional subjects inherited from the former Western Region for the preparation of Grade Two teachers were retained in 1968-1976, but students were required to do teaching practice, not during their course of studies as was the practice in the past, but after they had completed the theoretical aspect of their professional course. In the newly established Headmasters' Institute (1969), the professional courses were highly diversified to enable potential headmasters and headmistresses to acquire organizational and administrative skills. In most training institutions, teachers were responsible for students' evaluation during a teaching practice, but in the Headmasters'

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33 Messiri, Op. Cit., p. 4.

Institute, students evaluated fellow students in demonstration lessons given in a neighbouring primary school.

The professional courses offered in the College of Education were not as diversified as those in the Headmasters' Institute, but the training given to students was intensive and rigorous. The establishment of an In-Service and Science Development Centre on the campus of this college in 1971 was part of the wider effort to provide facilities for the professional development of teachers.

#### Grade Two Teacher Training Colleges

In Grade Two Teacher Training Colleges Principles and Practice of Education, and Physical and Health Education were offered as compulsory subjects in the last two years of the five-year programme.<sup>34</sup> There was little emphasis on the acquisition of skills in teaching methods as compared to the practice in the years before 1969, and the preparation of teaching aids that might not be used was completely discouraged. It is not inappropriate at this point to make reference to what Mr. E. K. Clark said in 1968:

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34 Clark, Op. Cit., p. 2.

In the past students wasted valuable time and energy in preparing useless teaching aids which were never used and also in moving from one school to another doing teaching practice under poor supervision and under unsuitable conditions. None of these will be done during the five years in the college.<sup>35</sup>

These statements indicated Government's determination to encourage the utilization of energy and limited financial resources in the preparation of teaching aids for meaningful instructional purposes rather than for classroom decoration. Teaching practice itself was not done until after the theoretical component of the course was successfully completed; that was after the five-year course.<sup>36</sup>

#### The Headmasters' Institute

The professional preparation of headmasters was more extensive and rigorous than that of students in Grade Two Teacher Training Colleges. The course content of the one-year programme was spelled out very clearly by the first Director of the Institute, Rev. J. A. Flanagan.

- (i) Educational Psychology with special emphasis on child development and child health in the 6-12 ' age group.
- (ii) Educational Sociology aimed at showing the place of the school in society and the function of the teacher as a member of the community which the school serves with special reference to the Mid-West.

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35 Ibid., p. 3.

36 Ibid.

- (iii) School Administration covering the history of educational administration in Nigeria, Education Ordinance, structure of ministries, School Boards and the legal responsibilities of teachers and headteachers.
- (iv) School Organization in a practical sense, including such things as the making of timetables, chairmanship of staff and Parent-Teacher Association meetings, ordering of supplies from the School Boards, elementary accounting, etc.
- (v) Primary School curriculum with special emphasis on the method of treatment and approach to the subject-matter of the syllabuses and on the child-centred view of education as opposed to a curriculum-centred one.<sup>37</sup>

Students in the Institute were exposed to modern teaching methods and materials that could improve their teaching competence and resourcefulness. More importantly, they were trained to assess the ability of other student-teachers to apply new techniques to teaching methods and their ability to teach efficiently.<sup>38</sup> During the first term, four hours a week were spent in a classroom where the body of students watched and evaluated one of their class-mates who gave a demonstration lesson to pupils drawn from a neighbouring

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37 Rev. Fr. J. A. Flanagan, Director of the Headmasters' Institute, "The Headmasters' Institute", Education, An Official Publication by the Ministry of Education, Mid-Western State, Benin City, Vol. 2, No. 1, March 1969, p. 25.

38 Rev. J. A. Flanagan, Director of the Headmasters' Institute, "The Headmasters' Institute, Benin City", Education, An Official Publication by the Ministry of Education, Mid-Western State, Benin City, Vol. 6, No. 1, January 1974, p. 33.

private school.

The subjects, all of which were compulsory (see Table X) were taken largely from those prepared by the Institute of Education, University of Ibadan, for their Associateship Course.<sup>39</sup> There was need, no doubt, for the introduction of innovations and reforms which were of vital importance to professional growth and enrichment. Thus, in 1976, the new Director expressed the desire of the Institute to diversify the curriculum and explore new teaching methods:

... we are thinking in terms of expansion in numbers and facilities, in the diversification of our curriculum, methods and techniques, to produce the right type of teachers that can cope with the inevitable bulge and diversity that will begin to occur in our schools as from next September.<sup>40</sup>

When students began courses in Mathematics, English skills and General Science, they certainly would be expected to learn their methodologies. If headmasters had the necessary methodological equipment, they might teach efficiently and offer constructive criticisms to their teachers in the continuing effort to develop and strengthen primary education.

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39 Ibid., p. 33.

40 Ukponu, Op. Cit., p. 5.

Table X

Distribution of Studies in the Headmasters' Institute,  
Benin City, 1972.

	Male	Female	Total	Percentage of number of students
1. Educational Admin. & Organization	110	18	128	100.0
2. Educational Psychology	110	18	128	100.0
3. Educational Sociology	110	18	128	100.0
4. School Curriculum	110	18	128	100.0
5. English for Administration	110	18	128	100.0
6. Practical Teaching	110	18	128	100.0

Source: Mid-Western State of Nigeria, Ministry of Education, Educational Statistics of the Mid-Western State of Nigeria, 1972, Benin City, Mid-West Mass Communication Corporation, (no date), p. 81.

The College of Education

In the College of Education, Abraka, professional preparation of students had also been pursued vigorously with education made a compulsory subject. Table XI shows that in 1971 all the 142 students in the college took education courses, but the number of students who took courses in other subjects, except English General, varied from 9 to 78.

Students also studied the effective methods of teaching their specialized subjects. The primary aim was to produce teachers who possessed good personality traits, motivational ability and teaching competence. During a professional orientation week at the college in 1972, one of the lecturers explained what was required of a good teacher. He said, among other things, that the teacher should be ready witted, make teaching child-centred, sensitive to feedback, and possess humour, initiative, and perseverance.<sup>41</sup> The familiar question of competent teaching was another subject on which another lecturer made very striking and impressive statements. According to him, a competent teacher should have a goal-directed aim, his methods should be varied

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<sup>41</sup> Bright Ighalo, et al., "Professional Orientation Week for the College of Education, Abraka", Education, An Official Publication by the Ministry of Education, Mid-Western State, Benin City, Vol. 5, No. 2, August 1972, p. 28.

Table XI  
Distribution of Studies in the College of Education, Abraka, 1971.

	Year 1		Year 2		Year 3		Total		
	Male	Female	Male	Female	Male	Female	Male	Female	
1 Education	44	8	22	19	41	8	107	35	142
2 English General	44	8	22	19	41	8	107	35	142
3 English Special	-	-	20	18	27	5	47	23	70
4 French	-	-	2	7	-	-	2	7	9
5 Geography	5	4	18	11	33	7	56	22	78
6 Mathematics	10	5	-	-	11	2	21	7	28
7 Physics	15	4	-	-	11	1	26	5	31
8 Chemistry	26	4	-	-	6	1	32	5	37
9 Biology	17	3	-	-	-	-	17	3	20

Source: Mid-Western State of Nigeria, Ministry of Education,  
Education Statistics, 1971, Benin City, (no publisher), (no date),  
Table 62.

and appropriate, and questions should be used with the greatest discretion.<sup>42</sup> This lecturer seems to agree with most modern educators on the question of the preparation and use of teaching aids. "Aids", he said, "must be relevant to the content (...), but they are strong medicines to be given in small doses".<sup>43</sup> In a way, students were advised to be imaginative, resourceful and economical in the preparation and use of teaching aids. Besides, they should strive for professional development by continually familiarizing themselves with new methods and teaching aids developed by research bodies and institutions.

It is worth noting that the need to provide teachers with the rudiments of the content and methodology of primary school science subjects led to the establishment of the In-Service Science Centre on the campus of the College of Education, Abraka, in 1971.<sup>44</sup> The three-month science course offered at the Centre was considered to be an important experiment in the development and improvement of primary school teachers' knowledge of science.

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42 Ibid., p. 28.

43 Ibid.

44 "The Official Opening of the Permanent In-Service Training Centre and the Science Curriculum Development Centre, Abraka", Education, An Official Publication by the Ministry of Education, Mid-Western State, Benin City, Vol. 5, No. 2, August 1972, p. 4.

The establishment of the Centre was warmly welcomed by educators, but serious doubt was expressed as to whether a person who had not had a strong background in science could acquire enough knowledge of it within three months and be able to teach it effectively. In his report in 1975, the Provost of the College of Education remarked that the three-month course was not enough and that students did not get adequate reward in terms of a recognized certificate.<sup>45</sup> He then suggested that the course be made an intensive one-year undertaking and that a reward, in the form of the Associate-ship Certificate, be given to those who completed it successfully.<sup>46</sup>

The necessity for lengthening the course was ostensibly recognized by the planners of the 1975-80 Development Plan when they said that the college would cater for students on the in-service training programme lasting from three to nine months.<sup>47</sup> It seems that the length of time students could now spend on the programme depended largely upon the kind of background they had in science. Thus, students with

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45 Messiri, Op. Cit., p. 4.

46 Ibid.

47 Mid-Western State of Nigeria, Ministry of Economic Development, Mid-Western State Programme, 1975-80 of the Third National Development Plan, 1975-80, Benin City, Mid-West Mass Communication Corporation, (no date), p. 58.

a strong background might spend about three months and those with a relatively weak background might have to spend about nine months. The new plan, however, fell short of the Provost's expectation.

A Science Curriculum Development Centre was also located on the campus of the College of Education. The Centre was planned in 1964 by the former civilian regime "to integrate the physical sciences and biological science with the technical crafts and the general subjects of the curriculum".<sup>48</sup> At the Centre, teaching kits would be prepared for use by pupils in a programmed instruction, supported by texts and various visual aids.<sup>49</sup> It was clearly emphasized that continuing and co-ordinated researches should be conducted to develop and improve these kits.

The Centre was not built until the year 1971<sup>50</sup> because of the coup d'état in 1966 and the subsequent Civil War (1967-70) which delayed the execution of several development projects. After it was built, the Centre became responsible for "the investigation, design and production of

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48 Mid-Western Nigeria Development Plan, 1964-68,  
p. 55.

49 Ibid.

50 "The Official Opening of the Permanent In-Service Training Centre and the Science Curriculum Development Centre, Abraka", Education, An Official Publication by the Ministry of Education, p. 4.

suitable science equipment from local sources<sup>51</sup> and for writing lesson units and packages for primary and post-primary institutions. The aim was to develop a standard curriculum and thus improve the quality of science education in the State. However, the Centre seems to have wrested from teachers the initiative to prepare lesson notes.

#### 5. Changes and Innovations in the Method of Evaluation.

There are various forms of evaluation such as objective type, oral-type, interviews, multiple assessments and essay-type examinations. The common and most familiar type of evaluation used in the colleges before and during the period under review was the essay-type examination coupled with a practical teaching test.<sup>52</sup> This method of evaluation was also common in Britain where individual gains were examined in terms of cognition, analysis and criticism of a particular problem.

What were the changes and innovations introduced into this method of evaluation? Why were they introduced? An attempt is made to find answers to these questions in the following paragraphs.

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51 Ibid., p. 4.

52 See Chapter IV.

Grade Two Teacher Training Colleges

Two important changes had taken place in the examination of students in the Grade Two Teacher Training Colleges since 1969. First, at the end of the five-year course, students took examinations not only for the Grade Two Teachers' Certificate but also for the General Certificate of Education (ordinary level).<sup>53</sup> Second, a student did not do his practical teaching test in the college any longer, but spent the probationary year in a primary school before he was awarded the Grade Two Teachers' Certificate.<sup>54</sup> The probationary teacher was expected to put the theory of education he learned into practice, demonstrate a real ability to teach and interact with his colleagues in a manner conducive to the healthy development of the school. This practice was recommended in Kenya but was opposed by Nigeria's professor A. Babs Fafunwa who wondered if it was a realistic one.<sup>55</sup> It was also not supported by several educationists in the State and in many other parts of the country. At their Conference in 1971, principals of teacher training colleges in the country held

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53 Clark, Op. Cit., p. 3.

54 Ibid.

55 Kenya, Institute of Education, "New Direction in Teacher Education", Proceedings of the Second Kenya Conference, 1968, Nairobi, East African Publishing House, 1969, p. 93.

the view that students should be assessed in the college.

The evaluation of Grade II student teachers requires a team approach on the part of the staff of the training college who should, where appropriate and possible, deploy the techniques of continuous assessment, including, where practised, micro-teaching assignments of the college, rather than rely only on assessment of the final teaching practice, to provide a recommended grading list (credits, merits, passes, fails).<sup>56</sup>

This view was based on the belief that the continuous involvement of teaching staff in the constructive assessment of students would facilitate improved teaching and class management. Besides, a theory or method learnt should be tested shortly afterwards, so that its weaknesses might be identified and tackled promptly.

Subjects were divided into groups for examination purposes. A candidate must pass all the five compulsory subjects in group one and four others, selected from other groups, before he could qualify for the award of a Grade Two Teachers' Certificate by the Ministry of Education. This minimum requirement had been criticized as too demanding and burdensome:

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<sup>56</sup> Federal Republic of Nigeria, Federal Ministry of Education, "Teacher Education and National Development", Report of the First National Conference of Principals of Teachers' Colleges, August 8-13, 1971, Volume One: Conference Proceedings, p. 28.

It was agreed that the present minimum requirement for certification (8 or 9 subjects) not only placed an intolerable burden on the student teacher but was largely assessed by a NON-PROFESSIONAL examination that contributed to the low standards and low morale of the primary school teacher.<sup>57</sup>

It was proposed that four compulsory subjects--Language, Principles and Practice of Education, Mathematics, Physical and Health Education--and two optional subjects should be offered for purposes of final examinations.<sup>58</sup> This proposal was not accepted by the Government of Bendel State. Table XII shows subject groupings for examination purposes in the State.

Candidates who failed the practical teaching examination and not more than two written subjects were referred only; in other words, they were required to rewrite an examination in the subjects in which they were referred. Candidates who failed in the Practical Teaching examination and in more than two written subjects were considered to have failed and must rewrite an examination in all the subjects. The practice whereby candidates were examined by two bodies--the West African Examinations Council and the Ministry of Education--had not changed.

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57 Ibid., p. 25.

58 Ibid.

Table XII

Mid-Western State of Nigeria, Ministry of Education:  
Subject Groupings, 1975.

Group	Subject
I	1. Practical Teaching 2. Principles and Practice of Education 3. English Language, Comprehension and Grammar 4. a. Arithmetic Processes b. Basic Mathematics 5. Physical and Health Education
II	6. Mathematics
III	7. a. General Science b. Additional General Science
IV	8. a. Needlework and Dressmaking b. Home Economics c. Agricultural Science d. Rural Science e. Nature Study
V	9. Geography 10. History and Civics
VI	11. a. Religious Knowledge (Protestant) b. Religious Knowledge (Catholic) c. Religious Knowledge (Muslim) 12. English Literature
VII	13. a. Art b. Handicraft 14. Music and Dance 15. a. Ibo b. Yoruba

Source: Mid-Western State of Nigeria, Ministry of Education, Teachers' Grade II Certificate Examinations: Subject Groupings, May/June 1975, Benin City, (no publisher), (no date), p. 1.

Candidates for the General Certificate of Education Examination, Ordinary Level, selected their subjects from the purely academic subjects. The setting of examination papers, the conduct of the examination, the marking of scripts, and the issue of certificates were the sole responsibility of the West African Examinations Council. The Council itself, as has been said, was an independent body which had not yielded to change. It was remote from the institutions it claimed to serve, for it did not get the teachers in them actively involved in all examination procedures. A more general criticism of the Council had been made by the Somade Committee. In its Report, the Committee regretted that "Nigeria, although a sovereign nation, still depends on the views and approval of other countries to shape its examination policy".<sup>59</sup> It, therefore, recommended the establishment of a council to administer national examinations.<sup>60</sup> This recommendation appeared to have been given no attention by the policy-makers in Nigeria.

#### The Headmasters' Institute

In the Headmasters' Institute, candidates must take five written papers in all the subjects offered at the

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<sup>59</sup> The Somade Report, p. 44.

<sup>60</sup> Ibid., p. 45.

Institute and one practical teaching test in their certificate examination. The Institute of Education, University of Ibadan, to which the Institute was officially affiliated, moderated its practical teaching tests, vetted its final examination questions and moderated the final grading of students.<sup>61</sup> The University was also responsible for the award of the Associateship Certificate in Education to all successful candidates.<sup>62</sup>

#### The College of Education

Students in the College of Education must pass their two teaching subjects and Education together with General English and Mathematics<sup>63</sup> before the college awarded them the Nigeria Certificate in Education (N.C.E.). The college conducted its examination, but it was affiliated to the University of Ife, which moderated all its examinations both in the written papers and in practicals, including practical

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61 Rev. J. A. Flanagan, Director of the Headmasters' Institute, "The Headmasters' Institute, Benin City", Education, An Official Publication by the Ministry of Education, Mid-Western State, Benin City, Vol. 6, No. 1, January 1974, p. 33.

62 Ibid.

63 Mid-Western State of Nigeria, Ministry of Education, "Education in the Mid-West", Report on the Achievements of the Military Regime (1966-1975), Benin City, (no publisher), (no date), p. 19.

teaching.<sup>64</sup>

During the formative stages of the college, the examinations were moderated by the University of London,<sup>65</sup> but later this responsibility devolved on the University of Ife for obvious reasons. The University of Ife is closer to the college; thus, it was much easier for the latter to keep in constant and permanent touch with the former for advice, assistance and guidance. Moreover, it was economically wise to have a sponsoring university in Nigeria, so that the enormous expenses involved in the flight, accommodation and maintenance of moderators from London might cease.

The practice of having external assessors or moderators was not peculiar to Bendel State; it was widely accepted by most teacher training colleges in Nigeria. The aim was to ensure high standards and nation-wide acceptance of certificates, and to provide college staff with the benefit of the academic excellence of the moderating universities, while permitting independence of action in the design of examination questions and procedures. The practice was suggested by the Ashby Commission as far back as the year 1960:

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64 Messiri, Op. Cit., p. 9.

65 Tayo Akpata, "The History of Abraka and the Need for Dedication to Teaching", in Tayo Akpata, The Principles and Practice of Education in Mid-West Nigeria, Benin City, Mid-West Newspapers Corporation, (no date), p. 4.

We believe that institutions of higher education have a responsibility for helping in every way they can, not alone through preparing staff but also through advice, through taking part in examinations, and through helping to get high standards by sponsoring a number of large and influential training colleges.<sup>66</sup>

The Commission, in making this recommendation, was largely influenced by the existing pattern in the United Kingdom whereby the teacher training colleges were grouped in, and sponsored by, Institutes of Education. The pattern was useful in that it made the training colleges work hard for high standards and experiment with new programmes and courses through the inspiration and active support of their sponsors.

In review it may be said that teacher education curriculum in Bendel State was modified after 1967 to place much emphasis on the teaching of science and agriculture. Industrial, technological and agricultural development was considered important to the State and the entire country, and so Government's educational policy in the State was designed to encourage and support the teaching of science and agriculture. Thus, the training colleges had to emphasize these subjects as a clear move towards preparing teachers with scientific and agricultural training for primary and secondary schools.

Literary subjects were still taught, because they were considered to be the basis of scientific and agricultural

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<sup>66</sup> The Ashby Report, p. 87.

education. Professional subjects were also retained, but much more diversified in the Headmasters' Institute to enable prospective headmasters to acquire wide and enriched professional knowledge for their administrative and supervisory duties.

The era which witnessed curriculum reforms also saw noticeable changes in the staffing position in the colleges. What was the quantitative and qualitative strength of the staff who taught the content of the curriculum in 1963-69? Why did they grow in quantity and quality, however sluggishly, in 1969-1976? It is to these and related questions that attention must be given in the next chapter.

## CHAPTER VI

### STAFF IN TEACHER TRAINING INSTITUTIONS, 1963-1976: QUANTITATIVE AND QUALITATIVE POSITION

Any curriculum, however well conceived and efficiently designed, requires qualified and competent teachers to teach its content. When Bendel State was created in 1963, it had teacher supply problems partly because there was no adequate supply of qualified teacher trainers to teach the content of the curriculum followed in its training colleges. Most of the teachers in these institutions possessed qualifications which were lower than those of university graduates, and the classes where some of these non-graduate teachers were qualified to teach were extremely few. In fact, the supply of qualified teacher educators in sufficient numbers was a chronic, perennial problem until 1968. However, the quality and quantity of the staff in the training institutions began to show remarkable improvement in 1969, when major reforms and reorganization of teacher education were carried out.

What was the quantitative and qualitative strength of the staff who taught the curriculum content in the training institutions in Bendel State in the years 1963-1969? What were the quantitative changes in 1969-1976? What were the qualitative improvements in 1969-1976? The comments in

this chapter are an attempt to answer these questions.

1. Quantity and Quality of Teachers, 1963-1969.

When Bendel State was created in 1963, teachers in the twelve Grade Three Colleges inherited from Western Nigeria numbered eighty-eight,<sup>1</sup> and teachers in the eight Grade Two Colleges numbered eighty-two,<sup>2</sup> bringing the total number to 170. Figures for the teachers in the Rural Training Centre, Asaba, were not available because of the familiar problem of lack of adequate staff and machinery in the Ministry of Education for collecting necessary statistical data. In 1964, when figures were available in respect of all the three types of institutions, there were 179 teachers.<sup>3</sup> However, this number of teachers was not significantly large because of the closure of most Grade Three Colleges.

In fact, the number of teachers in the colleges had fluctuated between 105 and 212 (see Table XIII) in the years 1963 to 1968 inclusive for four major reasons. First, Grade Three Colleges were closed in 1963, because the teachers

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<sup>1</sup> Western Nigeria Annual Abstract of Education Statistics 1962 and 1963 Combined, p. 37.

<sup>2</sup> Ibid., p. 39.

<sup>3</sup> Mid-Western Nigeria, Ministry of Finance and Economic Development, Annual Education Statistical Bulletin, 1965, Number 2, Benin City, (no publisher), (no date), p. 32.

Table XIII

Number of Teachers in Teacher Training Colleges in the Mid-Western State of Nigeria by Qualification, 1964-1972.

Qualification	1964	1965	1966	1967	1968	1969	1970	1971	1972
Graduate with teaching qualification	35	46	39	44	37	50	45	52	76
Graduate without teaching qualification	10	17	17	22	2	7	5	32	32
Nigeria Certificate in Education and equivalent Certificate	24	33	26	5	5	30	19	18	24
Grade One, Associateship Certificates	57	72	63	32	47	39	31	43	46
Grade Two Certificate	48	36	24	12	13	10	27	18	15
Higher School Certificate	-	-	-	-	-	-	-	18	2
West African School Certificate	-	-	-	-	-	1	-	5	15
Other Certificates	4	7	18	8	1	9	17	6	1
Vocational Certificate	1	1	1	1	-	-	-	-	-
TOTAL	179	212	188	124	105	145	144	192	211

Sources: Mid-Western Nigeria, Ministry of Finance and Economic Development, Annual Statistical Bulletin 1968, Number 2, Benin-City, (no publisher), (no date), p. 32; Mid-Western State of Nigeria, Ministry of Economic Development, Annual Education Statistics, 1966, Benin-City, The Government Printer, (no date), p. 46; Mid-Western State of Nigeria, Ministry of Economic Development and Reconstruction, Annual Education Statistics 1967-68, Benin-City, The Government Printer, (no date), Tables 71 and 72; Mid-Western State of Nigeria, Ministry of Education, Educational Statistics of the Mid-Western State of Nigeria, 1972, Benin City, Mid-West Mass Communication Corporation, (no date), p. 77.

produced from them were incompetent.<sup>4</sup> Second, student enrolment in Grade Two Colleges had fluctuated, because no firm and decisive policy had been made concerning the direction teacher education in Grade Two Colleges should take. Third, when the Rural Training Centre, Asaba, was closed in 1967, some of its staff members were obliged to find jobs elsewhere, because Grade Two Colleges could not absorb all of them. Fourth, teachers in Nigeria like those in most other developing countries were characteristically unstable because they considered teaching as "a bridge occupation from which to escape to more lucrative forms of livelihood and more prestigious ways of earning a living";<sup>5</sup> as such, exodus of teachers to the private and public services to earn better salaries was very common.

During the period under review, male members of staff in the colleges were numerically stronger than the female members. They were so overwhelmingly strong that they were not less than 75 per cent of the total number in any given year. When the categories of all the teachers are examined, it is found that male teachers also outnumbered

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4 See Chapter II.

5 L. J. Lewis, "Hunger - The Perspectives of The Third World", in Edmund J. King, Ed., The Teacher and the Needs of Society in Evolution, Oxford, Pergamon Press, 1970, p. 304.

their female counterparts in most cases (see Table XIV).

Female teachers were generally very few, because, as has been said, female education was not as widely promoted and supported as male education.<sup>6</sup> There were few women/girls to train as teachers, and, in consequence, the number of female teachers in the training colleges was small. In 1964, female teachers were in fact just 15 per cent of the teaching force. This percentage was reached largely because of the non-Nigerian female teachers who were appointed as principals of all-female colleges or recruited to meet the perennial shortage of indigenous female teachers. The highest number of non-Nigerian female teachers was recorded in 1965, when twenty-one or 57 per cent of the thirty-seven female teachers that year were recruited from overseas.<sup>7</sup>

The qualification of the teachers ranged from a university degree with or without a teaching certificate to a vocational certificate. Grade One teachers constituted the greatest proportion of the teaching force up to and including the year 1968, except for the year 1967; they were followed by graduates with teaching qualifications and holders of Teachers' Grade Two Certificates. In 1968 alone, Grade

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<sup>6</sup> Reasons for the paucity of women/girls in schools have been discussed in Chapter II.

<sup>7</sup> Mid-Western Nigeria, Ministry of Finance and Economic Development, Annual Education Statistical Bulletin, 1965, Number 2, p. 32.

Table XIV

Number of Teachers in Teacher Training Colleges in the Mid-Western State of Nigeria by Qualification and Sex, 1964-1972.

Qualification	1964		1965		1966		1967		1968		1969		1970		1971		1972	
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F
Graduate with teaching qualification	31	4	35	11	30	9	36	8	37	-	47	3	39	6	48	4	68	8
Graduate without teaching qualification	6	4	9	8	13	4	18	4	2	-	7	-	3	2	27	5	27	5
Nigeria Certificate in Education and equivalent Certificate	20	4	28	5	22	4	3	2	2	3	24	6	16	3	15	3	19	5
Grade One, Associateship Certificates	53	4	68	4	59	4	29	3	44	3	37	2	30	1	40	3	38	8
Grade Two Certificate	39	9	29	7	20	4	9	3	10	3	6	4	21	6	11	7	11	4
Higher School Certificate	-	-	-	-	-	-	-	-	-	-	-	-	-	-	17	1	2	-
West African School Certificate	-	-	-	-	-	-	-	-	-	-	-	-	-	-	5	-	15	-
Other Certificates	2	2	5	2	11	7	7	1	1	-	7	2	15	2	5	1	1	-
Vocational Certificate	1	-	1	-	-	1	1	-	-	-	-	-	-	-	-	-	-	-
TOTAL	152	27	175	37	155	33	103	21	96	9	128	17	124	20	168	24	181	30

Sources: Mid-Western Nigeria, Ministry of Finance and Economic Development, Annual Statistical Bulletin, 1965, Number 2, Benin City, (no publisher), (no date), p. 32; Mid-Western State of Nigeria, Ministry of Economic Development, Annual Education Statistics 1966, Benin City, The Government Printer, (no date), p. 46; Mid-Western State of Nigeria, Ministry of Economic Development and Reconstruction, Annual Education Statistics 1967-68, Benin City, The Government Printer, (no date), Tables 71 and 72; Mid-Western State of Nigeria, Ministry of Education, Educational Statistics of the Mid-Western State of Nigeria, 1972, Benin City, Mid-West Mass Communication Corporation, (no date), p. 77.

One teachers were forty-seven, about 44.8 per cent of all the teachers employed that year, and graduates with teaching qualifications were thirty-seven, about 35.2 per cent of the total.

When The Education Laws (CAP. 34) stipulated that the holder of Teachers' Grade One Certificate, the holder of Teachers' Grade Two A Certificate,<sup>8</sup> and the holder of Teachers' Grade Two Certificate could teach in teacher training colleges,<sup>9</sup> they, in a way, laid down minimum qualifications for teaching in these colleges. Holders of lower certificates, such as vocational certificates and their equivalents, were appointed ostensibly because of their competence in certain specialized fields. A separate minimum qualification was not prescribed for potential teachers in the Rural Training Centre, Asaba; however, the nature of work done there required teachers with a minimum qualification of Teachers' Grade One Certificate.

Some of the teachers in the training institutions were expatriates, recruited to fill posts for which no

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8 The Grade Two A Certificate was awarded to a candidate who held the West African School Certificate and had successfully completed Teachers' Grade Two course.

9 Western Nigeria, Government of Western Nigeria, Education Laws (CAP. 34), Ibadan, The Government Printer, (no date), p. 219. Henceforth, this document will be cited as The Education Laws (CAP. 34).

qualified Nigerians were available or to fill vacancies left by Nigerians, thus minimizing the supply problem of indigenous teachers. The highest percentage of expatriate teachers for any single year since the creation of the State was recorded in 1967, when approximately 27.4 per cent (or 34)<sup>10</sup> of the 124 teachers in the colleges were recruited from overseas. This percentage dropped to 10.5 per cent (or 11 out of 105 teachers)<sup>11</sup> in 1968, because of the decrease in student enrolment in Grade Two Colleges and of the closure of the Rural Training Centre at Asaba, the previous year.

It is worth noting that most of the non-Nigerian teachers recruited for the institutions were university graduates with or without teaching qualifications. In 1968, for example, all the eleven non-Nigerian teachers in the institutions were graduates.<sup>12</sup> These teachers were recruited not only by Bendel State but also by other States in the Federation to meet the shortage of Nigerian teachers with strong academic and professional background.

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10 Mid-Western State of Nigeria, Ministry of Economic Development and Reconstruction, Annual Education Statistics 1967-68, Benin City, The Government Printer, (no date), Table 71.

11 Ibid., Table 72.

12 Ibid.

A study showed that well qualified expatriates had been relied upon to improve the Grade II course, especially "the Grade II course in the North in selected colleges".<sup>13</sup> In fact, in the period between 1962 and 1966, "the expatriate teachers constituted the better qualified part of the country's teaching force".<sup>14</sup> Very often they held degrees and had long years of experience behind them. In 1965, 500 of the 657 expatriate teachers in Nigeria's teacher training institutions were graduates, whereas only 272 of the 1268 Nigerian teachers in the teacher training institutions were graduates.<sup>15</sup>

The expatriate teachers were recruited from the United Kingdom Graduate Voluntary Service Overseas (GVSO) in Britain, the Peace Corps Volunteers (PCV) in the United States of America, and the Canadian University Services Overseas (CUSO) in Canada.<sup>16</sup> Requests for these teachers

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<sup>13</sup> Education and World Affairs, Committee on Education and Human Resource Development, Nigerian Human Resource Development and Utilization, New York, Education and World Affairs, 1967, p. 82.

<sup>14</sup> Segun Adesina, "The Place of Foreign Aid in Nigeria's Educational Finance", The Quarterly Journal of Administration, Vol. 7, No. 4, July 1973, p. 469.

<sup>15</sup> Ibid., p. 469-470.

<sup>16</sup> Mid-Western State of Nigeria, Ministry of Education, Ministry of Education Circular No. 2/1969, Benin City, 31st January, 1969, p. 1.

were usually made by individual principals to the Ministry of Education, Benin City. Such requests must be made early enough as was the case in 1969, when the Permanent Secretary sent out a circular to all post-primary institutions in the State, asking that all expatriate needs up to 1970, in order of priority, should be submitted to the Ministry of Education not later than February 14, 1969.<sup>17</sup>

Any request for teachers had to be approved by the State's Ministry of Economic Development and by the State's Ministry of Finance. The request could be approved only if it was in accordance with the State's development plan and if "the necessary local resources to cover its costs to Nigeria are available".<sup>18</sup> After approval, the request was sent to the Federal Ministry of Finance and to the Federal Ministry of Economic Development for review and approval. These two Ministries then had to transmit it to the donor agency which would approve it and draw up an agreement to be signed by the State's Ministry of Education and by the Federal Ministry concerned. According to Cerych, about "four or five Nigerian ministries are involved in any external aid

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17 Ibid., p. 1.

18 UNESCO: International Institute for Educational Planning, The Integration of External Assistance with Educational Planning in Nigeria, L. Cerych, Author, Louvain, Ceuterick, 1968, p. 69.

operation".<sup>19</sup>

The procedure for obtaining external aid seemed long and tortuous. Why then did the State Government not seek external aid directly from the donors? The Regions (now States) possessed considerable responsibility in matters concerning education. However, aid was channelled through the Federal Government because external aid provided by official organizations was "a matter which comes under the exclusive competence of the Federal authorities dealing with external affairs".<sup>20</sup>

## 2. Quantitative Changes, 1969-1976.

The number of staff in the training institutions began to grow in 1969, when the Government built two new training institutions--the Headmasters' Institute, Benin City, and the College of Education, Abraka, and expanded Grade Two Colleges in a practical effort to increase the quantity and improve the quality of teachers supplied for educational institutions in the State. The number dropped from 145 in 1969 to 144 in 1970, but since 1971 the growth had become steady and fast (see Table XIII).

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19 Ibid., p. 69.

20 Ibid.

Although the growth had been steady, the number of expatriate teachers had not increased dramatically. This meant that more Nigerians were recruited for teaching positions in the colleges. In 1968, the Federal Government instituted a "crash programme" for the training of teachers for post-primary institutions, the aim of which was "to reduce, and progressively eliminate, dependence of Nigerian secondary schools on external assistance".<sup>21</sup> Students in universities and colleges of education, who wished "to enter teaching on completion of studies receive fellowships covering tuition, board and teaching practice".<sup>22</sup> Graduates were assured employment and were bonded by the Federal Government to teach in the States which sponsored them.<sup>23</sup> The system of bonding was established "to ensure that teachers stayed in the profession for which they had been educated, even against outside enticements".<sup>24</sup> Statistics are not available on the flow of graduates from the higher institutions, in

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21 UNESCO: International Institute for Educational Planning, Education in Nigeria, Educational Projects for External Aid, Vol. 11, Report No. 242, Paris, UNESCO, September 1971, p. 11-16.

22 Ibid.

23 Ibid.

24 J. W. Hanson, Ed., Secondary Level Teachers; Supply and Demand in Nigeria, East Lansing, Michigan State University, 1973, p. 223.

other words, on the success of the bonding system. Although it was possible that a significant proportion of them did not enter teaching on graduation, conscious efforts were made to encourage the recruitment of teachers from among them. In 1971, the Bendel State Government made a determined effort to encourage proprietors to recruit qualified Nigerian teachers from the rapidly expanding higher institutions in the country. Henceforth, an expatriate teacher would be employed only on the following conditions:

- (a) that no suitably qualified Nigerian is available to fill the vacancy in question and that every effort to recruit a suitably qualified Nigerian to fill the vacancy has failed;
- (b) that the appointment of such an expatriate teacher will not lead to an excess over the staff quota in respect of the institution.<sup>25</sup>

When these regulations were promulgated, expatriate teachers were fourteen, or approximately 7.3 per cent of all the 192 teachers in the training institutions, but in 1972 the number of expatriate teachers was nineteen, or 9 per cent of all the 211 teachers (see Table XV). The slight increase was due to the recruitment of three part-time teachers for the Headmasters' Institute, Benin City. Although the increase was not significant, it seems clear that the State

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<sup>25</sup> Mid-Western State of Nigeria, Ministry of Education, Education Law (CAP. 34), Mid-West Teachers' Service Regulations, 1971, Benin City, The Government Printer, (no date), p. B105.

Table XV

Number of Teachers in Teacher Training Colleges in the Mid-Western State of Nigeria  
by Qualification, Nationality, and Sex, 1971-1972.

Qualification	1971						1972					
	Nigerian			Non-Nigerian			Nigerian			Non-Nigerian		
	M	F	T	M	F	T	M	F	T	M	F	T
Graduate with teaching qualification	46	2	48	2	2	4	60	6	66	8	2	10
Graduate without teaching qualification	21	3	24	6	2	8	20	3	23	7	2	9
Nigeria Certificate in Education and equivalent Certificate	15	2	17	-	1	1	19	5	24	-	-	-
Grade One, Associate-ship Certificates	40	3	43	-	-	-	38	8	46	-	-	-
Grade-Two Certificate	11	7	18	-	-	-	11	4	15	-	-	-
Higher School Certificate	17	1	18	-	-	-	2	-	2	-	-	-
West African School Certificate	5	-	5	-	-	-	15	-	15	-	-	-
Other Certificates	5	-	5	-	1	1	1	-	1	-	-	-
Vocational Certificate	-	-	-	-	-	-	-	-	-	-	-	-
TOTAL	160	18	178	8	6	14	166	26	192	15	4	19

Sources: Mid-Western State of Nigeria, Ministry of Education, Education Statistics 1971, Benin City, (no publisher), (no date); Table 57; Mid-Western State of Nigeria, Ministry of Education, Educational Statistics of the Mid-Western State of Nigeria, 1972, Benin City, Mid-West Mass Communication Corporation, (no date), p. 75.

still depended upon expatriate teachers to meet emergency and special needs, especially in the fields of educational planning and foreign languages. In fact, the entire country could not do away with the services of high-quality expatriates.<sup>26</sup> This remark is borne out by the fact that there were eight United Nations Educational, Scientific and Cultural Organization (UNESCO) specialists and a Chief Technical Adviser in the College of Education, Abraka, by 1975.<sup>27</sup>

The numerical strength of female teachers had begun to increase meaningfully after the year 1972. In 1973/74, there were slight increases in the numbers of these teachers as confirmed by available data on the Grade Two Training Colleges and the College of Education. In 1972, female teachers in Grade Two Colleges were twenty-seven, or 14.4 per cent of the 187 teachers, but in 1973/74 female teachers were fifty-six, or 21.3 per cent of the 263 teachers.<sup>28</sup> In 1972, female teachers in the College of Education were two,

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26 Hanson, Op. Cit., p. 67, 229-230.

27 G. O. Messiri, Provost's Report on the Occasion of the 3rd Graduation Ceremony of the College of Education, Abraka, on 18th April, 1975, p. 8. (Mimeographed from the Bendel State Library, Benin City).

28 Mid-Western State of Nigeria, Ministry of Education, Educational Statistics of the Mid-Western State of Nigeria, 1972, Benin City, Mid-West Mass Communication Corporation, (no date), p. 76; Mid-Western State of Nigeria, Ministry of Education, Education Statistics 1973/74, Benin City, (no publisher), (no date), No. 4.05.

that is, 13.3 per cent of the fifteen teachers; but in 1973/74, they were four, that is 15.4 per cent of the twenty-six teachers.<sup>29</sup> These increases were due, in part, to the willingness and determination of women/girls to train as teachers of teachers, or to take up teaching as a career. Besides, the attitudes of parents had changed immensely in favour of their daughters' education which they considered to be a fundamental basis of the development of individual potentiality and the pursuit of social mobility. The third reason was the general expansion of training institutions which required an increased number of female teachers to cater for the interests and welfare of female students.

The growth in the absolute number of teachers had been phenomenal since 1972 after the Federal and State Ministries of Education had promised to take positive action "to improve the salaries and conditions of service for teachers".<sup>30</sup> Available data on Grade Two Colleges and the College of

<sup>29</sup> Mid-Western State of Nigeria, Ministry of Education, Educational Statistics of the Mid-Western State of Nigeria, 1972, p. 76; Bendel State of Nigeria, Ministry of Education, College of Education, Abraka: Student Enrolment and Number of Teachers, 1969-76, Benin City, (no publisher), (no date), p. 1.

<sup>30</sup> Federal Republic of Nigeria, Federal Ministry of Education, "Teacher Education and National Development", Report of the First National Conference of Principals of Teachers' Colleges, August 8-13, 1971, Volume One: Conference Proceedings, Lagos, The Nigerian National Press, 1971, p. 18.

Education show that in 1972, there were 202<sup>31</sup> teachers in the institutions; but in 1974/75, the number had increased to 312,<sup>32</sup> a remarkable increase of 54.45 per cent. Apart from the renewed Government interest in the welfare and status of teachers, the desire of women/girls to train as teacher educators and the expansion of student population in the training colleges had also contributed to the growth in the number of teachers.

### 3. Qualitative Improvement, 1969-1976.

In the period between 1969 and 1976, the quality of staff in the colleges improved immensely. Graduate teachers with teaching qualifications constituted the largest number of teachers in 1969, when the Headmasters' Institute and the College of Education were established, and since then, they had not lost their lead. In fact, these new institutions have had a regular supply of graduate teachers since that year. Another reason for the growth in the number of graduate teachers with teaching qualifications was the need to

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<sup>31</sup> Mid-Western State of Nigeria, Ministry of Education, Educational Statistics of the Mid-Western State of Nigeria, 1972, p. 76.

<sup>32</sup> Mid-Western State of Nigeria, Ministry of Education, Annual Education Statistics, 1974/75, Benin City, (no publisher), (no date), No. 4.02; Bendel State of Nigeria, Ministry of Education, College of Education, Abraka: Student Enrolment and Number of Teachers, 1969-1976, p. 1.

appoint staff with a strong academic background to teach in the reorganized Grade Two Colleges. In 1968, the Commissioner for Education had said that "staffing in teacher training colleges will be improved and more graduates with teaching qualification will teach in these colleges".<sup>33</sup> In 1972, for example, this category of teachers constituted 36 per cent of the 211 employed teachers, followed by holders of Teachers' Certificate Grade One, who were about 21.8 per cent of the total as shown in Table XIV.

A very interesting point to note is that people who possessed Higher School Certificates (H.S.C.) and West African School Certificates (W.A.S.C.) were appointed as from 1971, ostensibly to teach some of the secondary school subjects which were introduced into the curriculum of Grade Two Colleges. The appointment of holders of Higher School Certificates was perhaps in keeping with Mr. Clark's suggestion, three years earlier, that holders of these certificates could be appointed to teach in junior classes.<sup>34</sup>

When the Headmasters' Institute and the College of Education were built in 1969, minimum qualifications of

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<sup>33</sup> E. K. Clark, Commissioner for Education, An Address to the Staff and Students of Anglican Women Teacher Training College and Benin/Delta Teacher Training College, Benin City, on the 6th of November, 1968, p. 3. (Mimeographed from the Ministry of Education, Benin City).

<sup>34</sup> Ibid.

people who could teach in them were not stipulated. However, the academic work undertaken in these two institutions called for men and women with strong qualifications, and, as such, most of the instructors in them were university graduates with or without teaching qualifications. In 1972, for example, all the fifteen teachers<sup>35</sup> in the College of Education, and six or 75 per cent of the eight teachers<sup>36</sup> in the Headmasters' Institute were university graduates.

It must be emphasized that there was no question of university graduates without teaching qualifications being debarred by law from teaching in any teacher training college. The laws made it clear that a person with a university degree approved by the Minister of Education (now Commissioner) could hold a post of special responsibility in a teacher training college.<sup>37</sup> When the Ministry of Education, Benin City, promulgated service regulations for teachers in 1971 under The Education Laws (CAP. 34), provision was still made for a university graduate to teach whether or not he

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35 Mid-Western State of Nigeria, Ministry of Education, Educational Statistics of the Mid-Western State of Nigeria, 1972, p. 76.

36 Ibid.

37 The Education Laws (CAP. 34), p. 222.

had a teaching qualification.<sup>38</sup> The State, in fact the entire country, could not afford to dispense with the services of such a teacher because of the critical shortage of teachers in general and of teachers with strong academic qualifications in particular. In 1972, graduate teachers without teaching qualifications were thirty-two, that is, 15.17 per cent of the 211 teachers in the training institutions.

Another important fact that requires emphasis is that university trained teachers could teach in teacher training colleges as well as in secondary schools, for there was no restriction as to where this category of teachers could teach. In 1972, 479 or 53 per cent of the total 906 graduate teachers in secondary schools in the State held teaching qualifications.<sup>39</sup> The certificate which the university trained teacher received at the end of his course did not stipulate the type of educational institution where he/she could teach, and, as such, he/she could pass from one type of institution to another.

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<sup>38</sup> Mid-Western State of Nigeria, Ministry of Education, Education Law (CAP. 34), Mid-West Teachers' Service Regulations 1971, p. B101.

<sup>39</sup> Mid-Western State of Nigeria, Ministry of Education, Educational Statistics of the Mid-Western State of Nigeria, 1972, p. 46.

The trend in teacher training colleges, however, was towards increased appointments of graduates with teaching qualifications. In Grade Two Colleges, for example, the percentage of this category of teachers had grown from 28.9 in 1973/74 to 31.32 in 1974/75.<sup>40</sup> Although the growth was not spectacular, it seems clear that genuine effort had been made to provide training colleges with teachers who had strong academic background and professional competence.

To sum up, in the period between 1963 and 1969, the number of teachers in training institutions fluctuated because of the closure of some of these institutions and indecision on the part of the Government as to what direction teacher education should take. Teachers themselves were characteristically unstable in a country where teaching was considered as a "bridge occupation" from which to escape to more lucrative jobs. There was another serious problem with the teaching profession. This was the scarcity of men and women who had a really adequate background in teaching subjects and such subjects as philosophy of education, psychology of education and sociology of education.

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<sup>40</sup> These percentages were worked from the data obtained from these documents: (a) Mid-Western State of Nigeria, Ministry of Education, Education Statistics, 1973/74, Benin City, (no publisher), (no date), No. 4.05; (b) Mid-Western State of Nigeria, Ministry of Education, Annual Education Statistics, 1974/75, Benin City, (no publisher), (no date), No. 4.02.

After 1969, graduates with or without teaching qualifications and holders of Teachers' Certificates Grades One and Two continued to be employed, but new categories of teachers (holders of Higher School Certificates and West African School Certificates) were also employed. Of particular interest was the enlargement of the entire teaching force to meet the needs of the expanded student population, but much more interesting and significant was the increased appointments of graduates with teaching qualifications.

Teachers need to be supervised, however, if efficient teaching is to be carried out and sustained. In fact, the entire system of teacher education requires sound administration for the co-ordination of activities, supervision of teachers and the execution of other duties in the highest interest of teacher education. The kind of administrative machinery that did all this in Bendel State is the next subject of consideration.

## CHAPTER VII

### TEACHER EDUCATION ADMINISTRATION, 1963-1968: THE INHERITED PATTERN

A vital part of the system of teacher education which Bendel State inherited from the former Western Region was the administration of training institutions. In the years before 1929, education in Nigeria was administered by two Education Departments--one for the Northern Provinces and the second for the Southern Provinces. In July 1929, the two Departments were united and headed by the Director of Education for the country. In 1951, long before Nigeria attained independence, education was regionalized, and a Ministry of Education, under a Minister, was created to plan, supervise and coordinate educational activities.

In theory, a Regional Government, through its Ministry of Education had wide, almost exclusive, powers over the administration of education; but in practice, these powers were shared with other bodies. In fact, the organization and administration of education was based upon a partnership between the Regional Government and these bodies, (the Voluntary Agency and Local Authority) not upon absolute powers exercised by the Regional Ministry of Education. The Voluntary Agency (invariably the Christian Mission), had been engaged in the provision and operation of educational

institutions since the 19th century, but the Local Authority, was created by the Central Government in the early 20th century to manage local affairs, and possibly to open and run educational institutions. In 1955, an Advisory Board of Education was constituted to advise the Ministry of Education on the theory and practice of education, but the Ministry retained its power to initiate educational policies and advise the Regional Government on all educational matters.

When Bendel State was created in 1963, it inherited The Educational Laws in which the powers and functions of the partners in the education enterprise were defined and enshrined. The Laws preserved the rights of Voluntary Agencies and Local Authorities to own and operate educational institutions and the power of the Ministry of Education to oversee all educational institutions in the State. It seems clear, then, that there was a devolution of educational administration as was the case in the British educational system, though each partner was required to conduct its educational activities within the provisions of the laws.

What were the powers and functions of the various partners in teacher education administration at the beginning of the period being reviewed? To answer this, one must first examine the powers of Voluntary Agencies to nominate governing bodies for the government of their training institutions, followed by a consideration of the powers of Local

Authorities to appoint committees and governors to run their training institutions. The composition and purpose of the Advisory Board of Education must also be analysed. Finally, one must look at the powers of the Ministry to co-ordinate and supervise the work undertaken in training institutions and to run Government colleges. These are the topics discussed in this chapter.

In 1973, all the teacher training institutions in the State were taken over by the State Government and put under the administration of newly created Boards of Education, but the Ministry of Education now exercised greater control over the institutions than it used to. In 1968, five years before the take-over, School Boards were created to run and maintain Voluntary Agency educational institutions in co-operation with the respective Voluntary Agencies. These new developments in the administration of teacher education are dealt with in the next chapter.

1. The Government of Voluntary Agency  
Teacher Training Colleges.

Missionary<sup>1</sup> training colleges were governed by bodies which were required to function within the provisions of The

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<sup>1</sup> "Missionary" is used instead of "Voluntary" because the proprietors of all Voluntary Agency Colleges were Christian Missions.

Education Laws,<sup>2</sup> inherited from the former Western Region. These bodies performed duties such as the recruitment of staff and institutional development on behalf of proprietors. The purpose of a governing body for a missionary college was to give denominations a share in college government, and so members of governing bodies for missionary colleges were nominated by the denominational bodies concerned.

The powers of the governing bodies and proprietors were controlled to prevent high handedness and sectarian politics. In matters such as the appointment and dismissal of staff, membership or non-membership of a particular religious group could not disqualify prospective candidates. The laws made it clear that

No person shall be disqualified by reason of his religious opinions, or of his attending or omitting to attend religious worship, from being a teacher in any community institution, or from being otherwise employed for the purposes of such an institution ...<sup>3</sup>

Besides, no teacher could be deprived of his emolument or disqualified for promotion or any other advantage because he attended or did not attend religious service or that he did or did not give religious instruction.<sup>4</sup>

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<sup>2</sup> The Education Laws (CAP. 34), p. 127-237. These laws were used in Bendel State until the State's Education Edict was promulgated in 1972.

<sup>3</sup> Ibid., p. 162.

<sup>4</sup> Ibid.

It must be realized that Christian missionaries in Africa originally established teacher training colleges in order to train evangelist-teachers who would perform the dual function of evangelization and teaching. Trainers of such teachers were expected to share common religious or denominational beliefs and practices with the proprietors who employed them, or else they could lose their jobs.

The Missionaries recognized the responsibility of governments "to set and maintain standards of education at all levels ...".<sup>5</sup> However, the church believed that it had responsibility to establish Christian schools where children of all denominations and non-Christian children could live together, assimilating Christian principles.<sup>6</sup> The condition under which the church could co-operate with governments in educational matters was when "the aims and practices of the State are compatible with the principles of the church".<sup>7</sup> This meant that any regulations a government made, concerning Voluntary Agencies' educational institutions, and the appointment of teachers for such institutions should harmonize with the practices of the Agencies.

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<sup>5</sup> Africa, All Africa Churches Conference, Christian Education in Africa, London, Oxford University Press, 1963, p. 4.

<sup>6</sup> Ibid.

<sup>7</sup> Ibid.

Thus, Voluntary Agencies (Christian Missions) in Ben-del State and elsewhere in Nigeria commanded formidable powers and considerable influence, derived not from The Education Laws but from the religious base upon which they were founded. These powers were exercised after Nigeria attained independence in 1960, in spite of the increasing role of the Ministry of Education and local governments in educational work. The Agencies very often entered vigorously into public debate "when they feel their interests are threatened".<sup>8</sup>

Abernethy has given three main reasons for the strength of the Agencies in Nigeria during the period under review:

- (1) Local Authorities in Nigeria are poor, inefficient and inexperienced in educational administration; as an alternative to the Voluntary Agencies, they do not exactly inspire public confidence.
- (2) The commitment of the Voluntary Agencies to conversion has given them extensive experience with Africans in the rural as well as in urban areas. This commitment has led them to reject many indigenous practices and values but it has also made them responsive to the needs of the communities they served. This responsiveness has been very evident in education.
- (3) The Voluntary Agencies are oriented towards public policy issues, especially the issue of education. They are thus in a position to exert pressure on Ministries of Education and to focus public attention on matters of educational policy.<sup>9</sup>

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<sup>8</sup> David B. Abernethy, "Nigeria", in David G. Scanlon, Ed., Church, State and Education in Africa, New York, Teachers' College Press, 1966, p. 240.

<sup>9</sup> Ibid., p. 240-242.

Governing bodies for Voluntary Agencies' Educational Institutions nevertheless existed to promote channels of communication between the proprietors of institutions and the Ministry of Education, and to offer suggestions necessary for institutional improvement and development.

2. The Government of Local Education Authority  
Teacher Training Colleges.

Local educational administration, including the administration of teacher education in Bendel State, was similar to that of the former Western Region.<sup>10</sup> The administration of teacher education at a local level was based upon a partnership between the State and Local Authorities, both of which derived their rights and duties from The Education Laws. Their powers and status were conferred by the laws, and so, they could not function in the realm of education save within the provisions of the laws.

The laws stipulated that the Minister of Education in the State with the concurrence of the Minister of Local Government could appoint a Local Authority to be the Local Education Authority for the area over which the Local Authority

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<sup>10</sup> UNESCO: International Institute for Educational Planning, The Organization of Educational Planning in Nigeria, A.C.R. Wheeler, Author, Louvain, Ceuterick, 1968, p. 63.

exercised authority.<sup>11</sup> The Local Education Authority so appointed could establish and maintain institutions for the training of teachers or provide or assist in providing facilities for the training of teachers.<sup>12</sup>

Information gathered from interviews with some Bendel State Government officials in 1976 showed that if a Local Education Authority, with the approval of the Minister, decided to maintain or assist any training college or other institutions for the training of teachers, partnership between the State and Local Authorities in the development and administration of teacher education could be fruitful. If, on the other hand, there was a confrontation between officials of the two authorities in situations where political considerations and local loyalty were involved, the partnership could be very fragile. The Minister might not approve the establishment of a training college in a particular Local Education Authority area because the people there did not support his party, but the Local Education Authority would insist that the college be built. However, the relationship was cordial and workable, for Local Education Authorities did build quite a number of colleges without any conflict between them and the State.

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11 The Education Laws (CAP. 34), p. 137.

12 Ibid., p. 138.

Table XVI shows the number of training institutions controlled and operated by Local Education Authorities compared with the number owned by other proprietors in the State during the period between 1964 and 1968. Local Education Authorities controlled the largest number of colleges except in 1965 and in 1966, when they operated the same number of colleges as the Catholic Missions.

Every Local Education Authority was required by law to establish an educational committee to perform, on its behalf, "any function imposed or conferred upon it with respect to education".<sup>13</sup> The Chairman was supposed to be a member of the Local Education Authority, and not less than one-third of the members should be members of the Local Education Authority.<sup>14</sup> The result was that the administration of teacher education at a local level in the State, as it has been in Britain, was entrusted to a body of council members elected for their political rights rather than for their particular interest in education. However, provision was made for "suitable persons with experience and interest in education"<sup>15</sup> to be appointed as private members by the Local Education

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13 Ibid., p. 140.

14 Ibid.

15 Ibid.

Table XVI

Proprietorship of Teacher Training Colleges in the Mid-Western State of Nigeria, 1964-1968.

Agency	1964	1965	1966	1967	1968
Government	2	1	1	1	1
Local Authority	8	6	5	4	4
Church Missionary Society	2	5	4	2	2
Roman Catholic Mission	7	6	5	3	3
Baptist Mission	2	2	2	1	1
Total	21	20	17	11	10

The colleges include the Rural Training Centre, Asaba, which was jointly owned by the Church Missionary Society (now Anglican) and the Baptist Mission from 1964 to 1966.

Sources: Mid-Western Nigeria Education Statistical Bulletin, 1964, Vol. 1, p. 24; Mid-Western Nigeria, Ministry of Finance and Economic Development, Annual Education Statistical Bulletin, 1965, Number 2, Benin City, (no publisher), (no date), p. 29; Mid-Western State of Nigeria, Ministry of Economic Development, Annual Education Statistics, 1966, Benin City, The Government Printer, (no date), p. 42; Mid-Western State of Nigeria, Ministry of Economic Development and Reconstruction, Annual Education Statistics 1967-68, Benin City, The Government Printer, (no date), Tables 64 and 65.

Authority. One of such private members should be a registered teacher, or a member of the Nigeria Union of Teachers, and at least one-half of the private members should be selected from among persons who represented the interests of the Voluntary Agencies which were the proprietors of schools or training institutions, situated within the area of authority of the Local Education Authority.<sup>16</sup>

A Local Authority, besides appointing an education committee, could appoint, in its capacity as a Local Education Authority, a person as the Chief Education Officer with, of course, the consent of the Minister of Education.<sup>17</sup> The Chief Education Officer was the principal professional officer of his authority by virtue of the importance and size of his responsibility. He was the chief adviser to the authority on all policy matters concerning education and was responsible for supervising and co-ordinating administrative functions in the Education Office.

The office of the Chief Education Officer was staffed with Education Officers and Assistant Education Officers who were professional administrators with teaching experience. In the course of interviews conducted for this study in 1976, the present writer was informed that most of these

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16 Ibid., p. 140.

17 Ibid., p. 142.

administrators were not university graduates, whereas their duties called for men with strong academic qualifications, obtained at the university. They were given the job apparently because more qualified persons were not available at the time.

The officers were responsible for all educational matters and could be asked to inspect and report on educational institutions, maintained or assisted by the Local Education Authority.<sup>18</sup> Other workers who operated within the administrative structure were executive officers, concerned with correspondence, records and stores, and assisted by clerical officers from whom some of the executive officers were recruited.

There was the tendency to view each and every training college not simply as a part of a system, but as a unique institution that should be given some measure of independence. Thus, each college had a body of governors<sup>19</sup> to oversee the institution, discuss problems and needs, and plan the judicious utilization of funds. The principal of a college could attend the governors' meetings to report on the progress, problems and needs of the college, and to get feedback on his performance in his administrative and supervisory duties.

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18 Ibid., p. 170.

19 Ibid., p. 157.

The formal status of the body of governors derived, not from the Local Education Authority, but from "the instrument of government" made by the Minister of Education.<sup>20</sup> The instrument determined the functions to be performed, "in relation to the institution, by the body of governors, and the head teacher respectively".<sup>21</sup>

The purpose of a governing body was to give a training college some measure of administrative independence. It was also to get local people involved in the government of an institution situated in the locality. Thus, members of governing bodies were local men and women who were active in local politics and local affairs.

Governing bodies were set up in accordance with the spirit and the letter of the laws, but their powers and influence were severely limited, because they could not exercise discretion in matters such as the appointment of staff and planning of college holidays without the authorization or approval of the Ministry of Education. This was a familiar practice in Nigeria's local government system. In Eastern Nigeria, for example, the Minister of Local Government exercised immense control over Local Council for he had the power to "give to a council, with respect to the

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20 Ibid., p. 157.

21 Ibid., p. 158.

discharge of its functions, such directions of a general or specific character as appear to the Minister to be necessary".<sup>22</sup> The control was stringent but it was necessary, to some extent, if efficiency was to be achieved by Local Authorities who were "poor, inefficient and inexperienced in educational administration ...".<sup>23</sup>

However, governing bodies existed because they enabled more people to be associated with the administration of colleges than would be the case if only the education committees were involved. Their existence meant that principals and their staff carried out some of their duties under the watchful eyes of laymen who made sure that there were no abuses in college administration and that colleges were kept in touch with local needs.

### 3. The Purpose of an Advisory Board of Education.

One of the important arms of the administration of teacher education and other forms of education was the Advisory Board of Education, responsible for advising the Minister of Education "upon such matters connected with educational theory and practice (...) and upon any questions

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22 S. W. C. Holland, "Recent Developments in Local Government in Eastern Nigeria", Journal of Local Administration Overseas, Vol. 2, No. 1, January 1963, p. 9.

23 Abernethy, Op. Cit., p. 240.

referred to it".<sup>24</sup> This Board was vastly different from the Board which was established in 1882 to undertake executive, not advisory functions.

The Board consisted of the following members, appointed by the Minister:

- (a) five members appointed from among the public officers of the Ministry
- (b) ten members of whom at least two were women, selected from among persons who represented the interests of local education authorities
- (c) ten persons of whom at least two were women, selected from among persons who represented Voluntary Agencies which were proprietors of teacher training colleges and other educational institutions
- (d) a member from among persons who represented the interests of private institutions
- (e) two members selected from persons who represented the interests of the Nigeria Union of Teachers
- (f) one member selected from among persons who were members of parent-teacher associations.<sup>25</sup>

The Minister had to consult with the Minister of Local Government before he appointed a member to represent the interests of Local Education Authorities and with persons who appeared to him to represent other interests before he appointed members to represent those interests.<sup>26</sup> It was

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24 The Education Laws, (CAP. 34), p. 135.

25 Ibid., p. 135-136.

26 Ibid., p. 136.

also his responsibility to appoint a member of the Board as Chairman and a public officer of the Ministry, who was not a member of the Board, as Secretary.<sup>27</sup> The Permanent Secretary in the Ministry of Education had the right to attend any meeting of the Board or of any Committee of the Board in his capacity as the civil head of the Ministry and as a representative of the political head, the Minister, but he should not vote on any matter.<sup>28</sup> Although diverse interests were represented on the Board, the Board could still co-opt, as a non-voting member, "any person whose advice it desires to have ...".<sup>29</sup>

The purpose of the Board, as has been indicated, was to keep under constant review educational theory and practice in the State and to make recommendations to the Minister as to the kinds of reforms or changes that ought to be made in the light of new needs and challenges. It also advised the Minister on all other educational matters referred to it from time to time. It was, then, for the Minister to issue directives to training institutions concerning appropriate changes that should be made in the existing courses or the introduction of new ventures in teacher education.

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27 Ibid., p. 136.

28 Ibid.

29 Ibid.

The Minister also had the power to establish separate committees "to advise him on any particular matter connected with educational theory and practice",<sup>30</sup> even if the Advisory Board had considered the matter. The functions of these committees and the Advisory Board were not clearly defined and separated, a situation which could precipitate conflict of ideas and cause abandonment of responsibilities.

#### 4. The Role of the Ministry of Education.

The central authority for all education since the creation of Bendel State has been the Ministry of Education. This Ministry was created in 1951, when education became a regional (now State) subject, nine years before Nigeria attained independence.

The political head of the Ministry up to January 1966 was called the Minister of Education, a member of the Government and of the dominant political party in the House of Assembly. His main duty was to play a significant part in the formulation of policy and to execute it after the Cabinet had agreed upon it. He could delegate his executive or administrative functions to a public officer of the Ministry, provided such delegation was made either generally or in

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30 Ibid., p. 136.

respect of any particular function or matter and in writing.<sup>31</sup> In this way, the Minister was able to tap the resources and abilities of his officials for the advancement and shaping of education. The head of this corps of officials was a Permanent Secretary, a senior civil servant, who was responsible for advising the Minister with utmost candour on all matters affecting the administration of the Ministry, and for assisting him in the execution of his duties. He could also advise the Minister on policy matters, though it was the Minister who took credit for good deeds or discredit for bad deeds. The Permanent Secretary was assisted by an Under Secretary and Senior Assistant Secretaries, each in charge of a major division of the Ministry such as general administration, finance and establishments, students and special services as shown in Chart I.

As has been mentioned, a body of governors was responsible for the administration of Local Authority or Missionary teacher training colleges. Government educational institutions were, however, administered by the Minister of Education. The Education Laws required that all Government institutions should be conducted in accordance with directions, issued by the Minister from time to time.<sup>32</sup> The Minister,

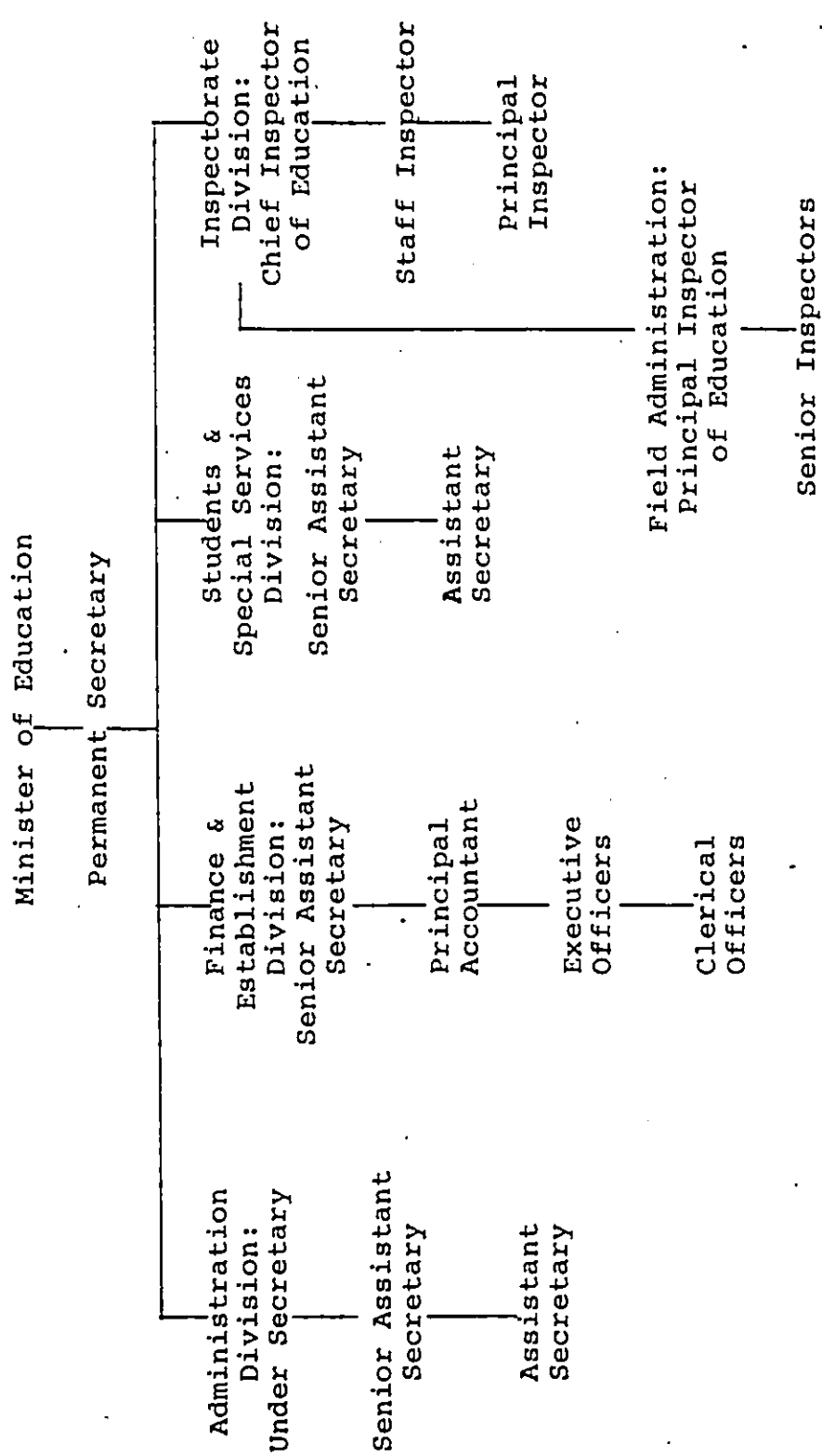
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31 Ibid., p. 135.

32 Ibid., p. 157.

Chart. I

The Ministry of Education in the Mid-Western State of Nigeria, 1963-1968



Source: Mid-Western Nigeria, Ministry of Internal Affairs and Information, Estimates, 1966-67, including Memorandum and Military Governor's Press Release, Benin City, Ministry of Internal Affairs and Information, 1966, p. 41-44.

through his officers, kept in constant touch with all Government training colleges to ensure that efficiency was maintained, and that all development and reform programmes were satisfactorily executed.

The Minister could make annual grants to Local Education Authorities in respect of the expenditure incurred or to be incurred by such authorities concerning education.<sup>33</sup> He could also make grants to Voluntary Agencies and to other persons or bodies in respect of the expenditure incurred or to be incurred for educational services.<sup>34</sup> The Minister had powers within the law to make provision with respect to:

- (a) the registration of teachers
- (b) the examination of teachers and the classification of certificates given to teachers
- (c) the instruction to be given in teacher-training institutions
- (d) requiring any pupil in, or any person entering, a teacher-training institution to give such security as may be prescribed:
  - (i) for the completion of the course of instruction; or
  - (ii) to serve as a teacher in a public institution for such period after completion of the course of instruction as may be prescribed.<sup>35</sup>

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33 Ibid., p. 170.

34 Ibid., p. 171.

35 Ibid., p. 168.

The Minister possessed these immense powers largely because they were conferred upon him by The Education Laws. However, he was able to exercise them efficiently because of the effective and continuing co-operation of his civil servants who had to perform some of his duties. Co-operation was possible because of the healthy relationship between the political head and the civil servants. Harris explained what facilitated the relationship:

In the Eastern and Mid-Western regions, relations between the political and bureaucratic elites have been facilitated by the fact that they are both largely composed of individuals with the same background and group loyalties.<sup>36</sup>

Another reason why the Minister could perform his duties properly was that he had acquired considerable experience when he participated in policy execution in party and political circles. In fact, he had "had more experience in governmental affairs than the higher bureaucrats".<sup>37</sup>

The Ministry of Education kept in close touch with all the training colleges as with other educational institutions in the State through inspectors who were appointed to inspect, assess and report upon the work done in these institutions and to "supervise, assess and report on the

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36 Richard L. Harris, "The Role of the Civil Servant in West Africa", Public Administration Review, Vol. 25, No. 4, December 1965, p. 309-310.

37 Ibid., p. 312.

arrangements for the training of teachers".<sup>38</sup> The aim was to provide the Minister with a knowledge of educational institutions and their potentialities,<sup>39</sup> and to give him a detailed and accurate knowledge of their efficiency. Also the inspectors were required to "offer all possible assistance to teachers in maintaining educational progress"<sup>40</sup> and to establish and maintain relations with the Nigeria Union of Teachers in order to obtain information which would help the Ministry in its efforts to prepare suitable training schemes for teachers.

The Inspectorate, like Her Majesty's Inspectorate in Britain, was a very significant part of the administration of teacher education and other forms of education in that it formed the backbone of the responsibilities of the Ministry of Education. Inspectors' periodic visits to colleges and discussions with principals and staff might very well influence educational reforms in those institutions. Similarly, the reports which were sent to the Ministry of Education could be useful for the evaluation of the purposes, strength and weaknesses of teacher education. However, the Ministry in Bendel State "made little use of inspectors as a feed-back

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38 The Education Laws (CAP. 34), p. 169.

39 Ibid.

40 Ibid.

mechanism from below".<sup>41</sup> Inspectors lacked transport facilities and were sometimes assigned to other tasks such as the collection of census data;<sup>42</sup> consequently, many of them could not perform their proper duties.

In retrospect, the administration of teacher education in Bendel State from 1963 to 1968 was based upon a partnership between the State Government and other bodies--Voluntary Agencies and Local Authorities. The powers to open and run training institutions were conferred by The Education Laws to the respective partners; consequently, they were required to operate within the laws. These laws also defined the position of Voluntary Agencies and Local Authorities vis-à-vis the State Ministry of Education. The Voluntary Agencies and Local Authorities could appoint governing bodies to run their training institutions, but the Ministry of Education reserved the right to inspect the institutions and report to the Minister accordingly.

Inspections, however, were infrequent, and the Ministry's control over Voluntary Agency training institutions was not firm. There was, therefore, the urgent need to reform the administration of teacher education to enable the

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<sup>41</sup> UNESCO: International Institute for Educational Planning, The Organization of Educational Planning in Nigeria, p. 63.

<sup>42</sup> Ibid.

Ministry to exercise greater control over the manner in which training institutions were run. It was also necessary to encourage more local men and women to play an active role in the government and maintenance of institutions, established to meet their needs. The reforms that were carried out to bring all this about are examined in the following chapter.

## CHAPTER VIII

### THE UNIFICATION OF TEACHER EDUCATION ADMINISTRATION, 1968-1976

The administration of teacher education in Bendel State during the period between 1963-1968 just reviewed permitted the devolution of Government authority, so that Voluntary Agencies and Local Authorities could participate in the government and development of teacher training institutions. When the Military came to power in 1966, Local Government Councils were dissolved, and, in effect, the bodies responsible for the administration of teacher education at a local level were dismantled. One could foresee then that important reforms were to follow.

In 1968, Local School Boards were created to administer, within the provisions of The Education Laws (CAP. 34), Local Authority and Voluntary Agency educational institutions in their respective areas of jurisdiction. The State School Board was also created to appoint, transfer and discipline teachers in non-Government institutions, a step that enabled the Ministry of Education to exercise closer control over the government of training institutions.

In 1973, the State Government, under the provision of The Education Edict of 1972, took over all educational institutions, including training colleges, and placed them

under the administration of a newly constituted State Board and Divisional Boards of Education. These Boards were vested with wider powers and responsibilities than the 1968 Boards to administer the unified teaching service, maintain educational institutions, initiate and co-ordinate educational plans. An Advisory Council on Education was also created to advise the Commissioner for Education on all educational matters in the State and to make recommendations for reforms when necessary. The Ministry of Education, nevertheless, remained as the principal authority for the co-ordination and supervision of all educational activities in the State. The Federal Government's involvement in educational administration and planning in Bendel State as elsewhere in the country in the years 1974-1976 was designed to co-ordinate and direct educational efforts for national development and unity. In this chapter, these new developments in teacher education administration in Bendel State are discussed.

The take-over and substantial changes made between 1968 and 1976 confirmed Coleman's suggestion that after independence, Governments of African countries took over the administration of all education from Voluntary Agencies. However, contrary to his view, some continuity with the past was maintained. Religious instruction was not expunged from the curriculum; rather, it continued to be taught on a multi-denominational basis. Divisional Boards were established in

the areas where Local Education Authorities formerly existed, but the powers and duties of the former were much more limited than those of the latter. The Advisory Council on Education performed functions similar to those of the former Advisory Board of Education, but had narrower membership. The Ministry, which was the highest administrative authority, was not dissolved; it was, however, reorganized and the title of its political head was changed from Minister to Commissioner.

1. The Establishment of State and Local School Boards,  
1968: A Temporary Measure.

In 1963, the Morgan Commission was set up to review salaries and wages in the public services (including teaching profession) throughout Nigeria. The Commission suggested, among other things, a National Joint Negotiating Council for teachers, which would deal with the remuneration and conditions of service of teachers, so that they could correspond as much as possible to those of their counterparts in the Civil Service.<sup>1</sup>

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<sup>1</sup> Federal Republic of Nigeria, Federal Government, Report of the Salaries and Wages Commission, 1963, J. O. Morgan, Chairman, Lagos, The Government Printer, (no date), p. 21. Henceforth, this report will be referred to as The Morgan Report.

All the Voluntary Agency teachers throughout the Federation went on strike from October 1 to 9, 1964, because the Federal Government had failed to constitute the suggested National Joint Negotiating Council to cater for the welfare and conditions of service of Voluntary Agency teachers. On October 8, 1964, the Ministers of Education in the Federation met to discuss the strike and, after a long and careful deliberation, they issued a press release, announcing their decision to set up a National Joint Negotiating Council.

The Ministers of Education in the Federation of Nigeria met representatives of the Nigeria Union of Teachers and agreed after the fullest deliberation on setting up of a National Joint Negotiating Council. The first meeting of the Council will take place on Friday the 23rd of October, 1964. The Governments of the Federation will be represented by 20 members, the interests of the teaching profession by 20, the local educational authorities by 10 and the Voluntary Agencies by 10. The Government should appoint an independent chairman. The Council which will be advisory to all the governments of the Federation on the conditions of service of members of the teaching profession will consider the gradings, remuneration and conditions of service of teachers and submit their recommendations to the governments of the Federation for consideration and approval. The teachers agreed to resume duties immediately, to refund boarding fees to parents for the period of one week during which pupils were sent out from boarding institutions, and to make such adjustments in school time table as would enable pupils regain what they had lost during the time of the strike. It was also agreed that the salaries of teachers should be fully paid for the period they went on strike. Complete satisfaction was reached on all points.<sup>2</sup>

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<sup>2</sup> Federation of Nigeria, Ministers of Education, Press Release, Lagos, 8th October, 1964, p. 1.

The National Joint Negotiating Council was accordingly constituted under the chairmanship of Justice Adefarasin "to consider the gradings, remuneration and conditions of service of teachers and to make recommendations".<sup>3</sup> The recommendations of the Council showed that a very effective and meaningful way of dealing with teachers' grievances was the establishment of School Boards by Governments in the Federation. They said:

Since the request for uniform conditions of service and the establishment of a unified teaching service featured prominently in the teachers' demands, and since these cannot be realized under present arrangements, the Council recommends the establishment of Regional and/or Local School Boards to deal with appointments and promotions within the service, discipline, collection and disbursement of funds and such other duties as the Minister of Education may from time to time direct, provided that:

- (i) Voluntary Agency schools retain their denominational character and/or proprietorship
- (ii) Religious freedom as guaranteed in the Constitution of the Republic is maintained
- (iii) There is adequate representation on every Board of
  - (a) Voluntary Agencies
  - (b) Government
  - (c) Local Governments
  - (d) Nigeria Union of Teachers and/or Northern Teachers where applicable.<sup>4</sup>

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<sup>3</sup> Federal Republic of Nigeria, Federal Government, Report of the National Joint Negotiating Council for Teachers, J. A. Adefarasin, Chairman, Lagos, The Government Printer, (no date), p. 1. Henceforth, this report will be cited as The Adefarasin Report.

<sup>4</sup> Ibid., paragraph 36.

The Council drew governments' attention to the need to work out the structure and functions of the proposed School Boards and to refer the details of their plans to the National Joint Negotiating Council for further negotiation.<sup>5</sup> The Council warned against identifying the new School Board System with the existing Local Council or Regional Advisory Boards of Education,<sup>6</sup> a warning which underlined the innovative character of its recommendations.

The Federal Government considered the recommendations and issued a white paper, accepting the desirability of establishing School Boards:

The Governments in the Federation have accepted the desirability of establishing Regional and/or Local School Boards, but consider that each Government be allowed to formulate its policy regarding the proposed Boards. These Boards shall operate under specific and general control of the Ministries of Education in order to ensure efficiency in the exercise of any functions assigned to them.<sup>7</sup>

These decisions reached by the Federal Government on the Report of the National Joint Negotiating Council for Teachers were to provide a firm basis for the establishment of School Boards by the Regional (now State) Governments.

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5 Ibid., p. 6.

6 Ibid.

7 Federal Republic of Nigeria, Federal Government, Sessional Paper No. 2 of 1965, Lagos, Ministry of Information, (no date), paragraph 5.

The Government of Bendel State did not begin immediately to implement the above mentioned decisions of the Federal Government, because of the coup d'état in the country in 1966 and the subsequent occupation of the State by the Biafran soldiers in 1967. In February, 1968, the Ministry of Education began consultations with the Voluntary Agency School proprietors and the Mid-West Branch of the Nigeria Union of Teachers on the formation of the Boards.<sup>8</sup> These consultations and the subsequent recommendations of the Afe Committee gave birth to the State and Local School Boards which were to administer non-Government teacher training colleges and other educational institutions in the State. Ten training colleges came under the control of the new administration as Table XVII shows.

The warning that the School Board System should not be identified with Local Councils was heeded.<sup>9</sup> Members were appointed, not elected as was the practice in the defunct local council system.

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8 G. N. I. Enobakhare, Permanent Secretary, "The Ministry of Education and the School Boards", Education, An Official Publication by the Ministry of Education, Mid-Western State, Benin City, Vol. 2, No. 1, March 1969, p. 6.

9 Mid-Western State of Nigeria, State Government, The Education (Amendment) Act, 1969, Benin City, The Government Printer, (no date), paragraph 6.

Table XVII  
 Number of Non-Government Teacher Training Colleges\* in Mid-Western Nigeria  
 Controlled by School Boards, 1969.

Agency	Divisions					Mid-West Total
	Benin		Western			
	East	West	Asaba	Isokó	Warri Ijaw	
Local Authority	1	1	1	1	1	4
Church Missionary Society		1		1		2
Roman Catholic Mission	1		1	1		3
Baptist Mission			1			1
<b>Total</b>	<b>1</b>	<b>1</b>	<b>2</b>	<b>2</b>	<b>1</b>	<b>10</b>

\* These were Grade Two Teacher Training Colleges.

Source: Compiled from Mid-Western State of Nigeria, Ministry of Economic Development, Annual Education Statistics 1969, Benin City, Mid-West Newspapers Corporation, (no date), p. 47.

The State School Board

The State School Board located in Benin City, capital of the State, consisted of a full-time chairman, two full-time members and a part-time member, all of whom were appointed by the Governor for a term of three years.<sup>10</sup> It could not be ascertained whether or not they were eligible for re-appointment and, if so, for how many times. These members were supposed to be persons of high integrity, of no particular political affiliation and owing no allegiance to any Voluntary Agency or the Nigeria Union of Teachers.<sup>11</sup>

The functions of the Board were to appoint, promote, discipline and transfer teachers in non-government schools and teacher training colleges in the State.<sup>12</sup> The Board was to ensure that all Voluntary Agency teachers received fair and equal treatment under a common service and that they worked very hard in the interest of education. The establishment of the Board brought considerable relief to proprietors with regard to the problem of staffing their institutions, in that the Board now became completely responsible for the recruitment of "better quality teachers in appreciable

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10 Enobakhare, Op. Cit., p. 6.

11 Ibid.

12 Ibid.

numbers" for the institutions.<sup>13</sup>

There was a Secretary,<sup>14</sup> appointed by the Government, to assist the Board in carrying out its functions. He was the chief officer of the Board, responsible for advising it on all policy and administrative matters, by virtue of his administrative experience. He also supervised and coordinated activities in the Secretariat and was assisted by assistant secretaries,<sup>15</sup> most of whom were university graduates. There was also a group of executive officers<sup>16</sup> who were concerned with keeping correspondence, accounts, records and minutes of Board meetings, and these officers were, in turn, assisted by various grades of clerical staff.<sup>17</sup> It must be pointed out, however, that there were no education officers, as was the case in the Local Education Authority system, because professional duties were assigned and delegated to Local School Boards.

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13 Ibid., p. 8.

14 Mid-Western State of Nigeria, Department of Internal Affairs and Information, Estimates 1969-70 including Memorandum, Benin City, Department of Internal Affairs and Information, Printing Division, 1969, p. 57.

15 Ibid.

16 Ibid.

17 Ibid.

Local School Boards

Seven Local School Boards were created and located in the following Divisional headquarters:

1. Local School Board, Benin City, to cover Benin West and Benin East Divisions.
2. Local School Board, Auchi, to cover Etsako, Akoko-Edo and Owan Divisions.
3. Local School Board, Ubiaja, to cover Ishan Division.
4. Local School Board, Agbor, to cover Ika and Asaba Divisions.
5. Local School Board, Warri, to cover Warri and Western Ijaw Divisions.
6. Local School Board, Ughelli, to cover Eastern Urhobo and Western Urhobo Divisions.
7. Local School Board, Oleh, to cover Isoko and Aboh Divisions.<sup>18</sup>

Membership of each Local School Board was much wider and more varied than that of the State School Board, its aim being to get more people of diverse interests involved in the administration of Voluntary Agency educational institutions at the local level. The membership consisted of a chairman, one full-time member, one member of the Nigeria Union of Teachers, one representative of the Anglican Mission, one representative of the Roman Catholic Church, one representative of Parent-Teacher Association, one representative of a minor Voluntary Agency, one representative from each Local District Council in the area of jurisdiction of the Local

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<sup>18</sup> Enobakhare, Op. Cit., p. 7.

School Board and a prominent woman educationist.<sup>19</sup> These members were appointed by the Commissioner for Education for a three-year term, but it was not made clear whether they were eligible for reappointment.

The main responsibilities of each of the Local School Boards were outlined by the then Permanent Secretary in the Ministry of Education as follows:

- (a) payment of personal emoluments of staffs in schools and teachers' colleges
- (b) preparation of budgets and submission of same to the appropriate authority<sup>20</sup>
- (c) initiation of educational planning in its area of jurisdiction
- (d) award of scholarships
- (e) co-ordination of the work of the various agencies in its area of jurisdiction
- (f) performance of such functions as may be assigned to it by the appropriate authority, and
- (g) performance of such functions as may from time to time be delegated to it by the State School Board.<sup>21</sup>

It is important to realize that the Local School Board system enabled local people to participate in the administration of Voluntary Agency training colleges. Information gathered during the course of interviews conducted for this study in 1976 showed that Boards made certain that funds were spent for the proper development of the institutions

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<sup>19</sup> Ibid., p. 6.

<sup>20</sup> Budgets were submitted to the Ministry of Education for incorporation in the Ministry's annual estimate. The authority in charge of the Ministry was the Commissioner for Education.

<sup>21</sup> Enobakhare, Op. Cit., p. 6-7.

and that appropriate steps were taken to guard against waste and ill-advised spending. They were in a position to assess the educational needs of their respective areas and to make recommendations to the Ministry of Education which had responsibility for educational planning. Besides, it was their responsibility to tap and harness community efforts for building and developing training colleges after necessary policy decisions had been taken by the Ministry.

The State School Board and the Local School Boards were, by and large, independent of each other, but they could not function in water-tight compartments.<sup>22</sup> For instance, the State School Board could not assign a teacher to a college under the jurisdiction of a Local School Board without full consultations with the latter. Thus, in this and other areas where administrative duties overlapped, there was the need for continuous and active co-operation.

Local Education Authorities had been abolished, because the Local School Boards had assumed their duties; in consequence, the post of Local Education Officers had also ceased to exist.<sup>23</sup> However, the Government appointed for

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22 Ibid., p. 8.

23 Mid-Western State of Nigeria, State Government, The Education (Amendment) Act, 1969, paragraph 6.

each Board a Chief Education Officer<sup>24</sup> whose duty it was to participate in the deliberations at Board meetings and to give competent professional advice to Board members, so that they could make rational decisions. He was assisted by Assistant Chief Education Officers,<sup>25</sup> a team of professional administrators, most of whom were university graduates with teaching qualifications. The office of the Chief Education Officer, like the office of the Chief Education Officer in the defunct Local Education Authority system, or like the office of the Secretary to the State School Board, had a group of executive officers,<sup>26</sup> responsible for keeping records, stores, accounts, and correspondence. These officers were assisted by various categories of clerical staff,<sup>27</sup> as shown in Chart II.

The Local School Boards had no field officers, and, therefore, they depended entirely on the Inspectorate Division of the Ministry of Education for periodic inspections of the colleges under their jurisdiction. A Board could make a request for an inspector to perform the following

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24 Mid-Western State of Nigeria, Department of Internal Affairs and Information, Estimates 1969-70 including Memorandum, p. 57.

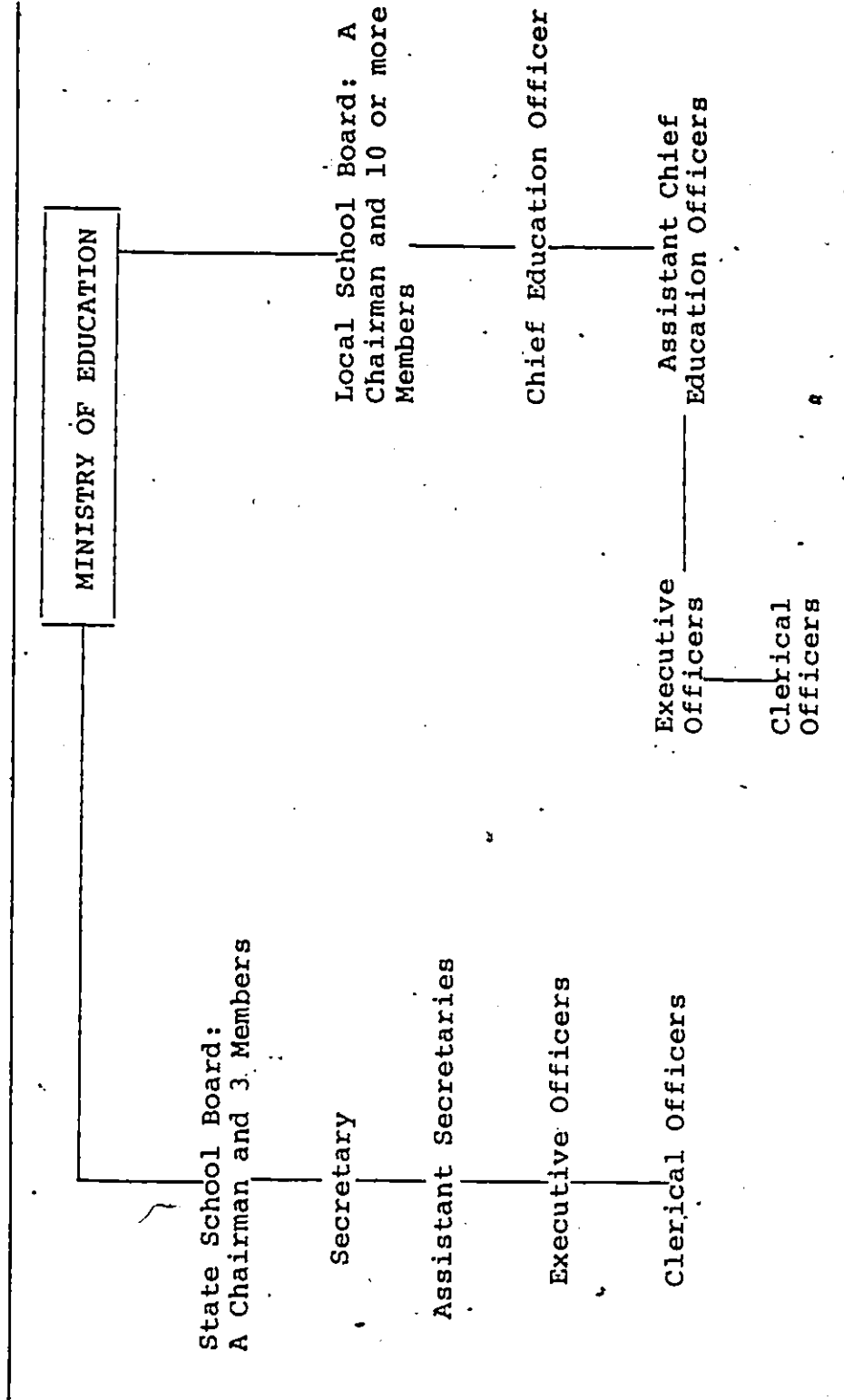
25 Ibid.

26 Ibid.

27 Ibid.

Chart II

The Ministry of Education and the School Boards in the Mid-Western State of Nigeria, 1968-1973.



Source: Mid-Western State of Nigeria, Department of Internal Affairs and Information, Estimates 1969-70 (including Memorandum), Benin City, Department of Internal Affairs and Information, Printing Division, 1969, p. 57.

functions on its behalf:

- (i) Inspection of Schools or Colleges
- (ii) Writing confidential reports on the teachers in the institutions
- (iii) Assessment of certificates and teachers' salaries
- (iv) Registration of teachers
- (v) Attendance at Board meetings as advisers
- (vi) Giving professional advice on policy and other matters as and when required by the Board.<sup>28</sup>

After the inspector had completed his assignment, it was his responsibility to write a report and submit it to the Principal Inspector of Education in charge of the Inspectorate Zone within which the Board was situated. The Principal Inspector was required to vet the report, submit it to the School Board, and forward "a copy to the Ministry of Education headquarters" which was in Benin City.<sup>29</sup> This procedure seemed complex but it was necessary to follow it in order to keep the appropriate authorities informed of what was happening in the field of education throughout the State.<sup>30</sup>

#### Proprietors of Teacher Training Colleges

The role of proprietors of teacher training colleges within the new administrative structure was clearly defined.

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28 S. F. Edgal, Chief Inspector of Education, "The Duties of an Inspector", Education, An Official Publication by the Ministry of Education, Mid-Western State, Benin City, Vol. 2, No. 3-4, Sept./Dec. 1969, p. 7.

29 Ibid.

30 Ibid.

The proprietors retained ownership of their colleges, and, in addition, they were required to perform certain duties in respect of these colleges. The then Permanent Secretary in the Ministry of Education summarized their duties as follows:

- (a) Initiation of development programme for their institutions.
- (b) Training of staff for the institutions subject to the approval of the Ministry.
- (c) General supervision of the work of the schools and colleges under their charge.
- (d) Preparation of budgets in respect of their institutions for presentation to the Board.
- (e) Responsibility for the maintenance of college buildings under the direction of the Boards.
- (f) Collection of fees and other dues, except boarding fees, for payment into the appropriate funds of the Boards.
- (g) Disbursement of any funds as authorized by the State Board or by the Local School Boards.
- (h) Propagation of the religious tenet of the agency in the group of institutions owned by the agency within the Laws of the State and the Federation of Nigeria, provided that:
  - (i) such religion is not to be used to undermine the unity and orderly government of the State
  - (ii) there is no indoctrination of students/pupils in the Colleges/School who belong to a different religious persuasion
  - (iii) no Voluntary Agency or proprietors shall refuse admission into their group of institutions students who do not profess their religious faith.
- (i) Consultation with the State Board in staff matters.
- (j) Other duties that may be assigned to them from time to time by the Ministry.<sup>31</sup>

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31 Enobakhare, Op. Cit., p. 7-8.

Some proprietors were not happy with the creation of school Boards because they feared that it was an attempt by the Government to deprive them of their rights over their educational institutions.<sup>32</sup> In the present writer's view, their retention of ownership of the institutions and the extensive responsibilities they shouldered in respect of those institutions were a clear indication of the fact that they were still considered as important partners in the new system of teacher education administration.

#### The Ministry of Education

The functions which were assigned to the School Boards had been performed largely by the Ministry of Education before 1968. After the creation of the Boards, the Ministry of Education (under a Commissioner for Education)<sup>33</sup> retained general control of the Boards "to ensure efficiency in the exercise of any functions assigned to them".<sup>34</sup> For

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32 Ibid., p. 8.

33 When the Military came to power in 1966, the political head of any Ministry was no longer called Minister but Commissioner. However, most of the Commissioners were civilians appointed from different parts of the State by the Military Governor. The public service retained its essential characteristics--permanence and continuity--and in consequence, civil servants could not be dismissed or removed from office unless they committed offences which the General Orders (Civil Service Regulations) considered serious.

34 Enobakhare, Op. Cit., p. 8.

this purpose, the Ministry was organized into six divisions as Chart III illustrates. The control was exercised through inspections of colleges and periodic visits to the Boards by officials from the Ministry of Education. The Ministry also had additional responsibility of advising the State Government on all policy-matters, regarding the conditions of service of all Voluntary Agency teachers and the development of education.<sup>35</sup>

In order to assist the State School Board in the proper and efficient performance of its duties, and in the employment of persons with relevant qualifications and good character, the Commissioner for Education prepared regulations<sup>36</sup> which set out conditions of service for teachers the same way as the General Orders (G.O.) had done for civil servants in Nigeria. In particular, the regulations set out definite procedures for recruiting staff for educational institutions and for their promotion, discipline, and transfer. For example, no candidate could be appointed as teacher unless he possessed relevant qualifications and produced "three recent certificates of good character" and " a

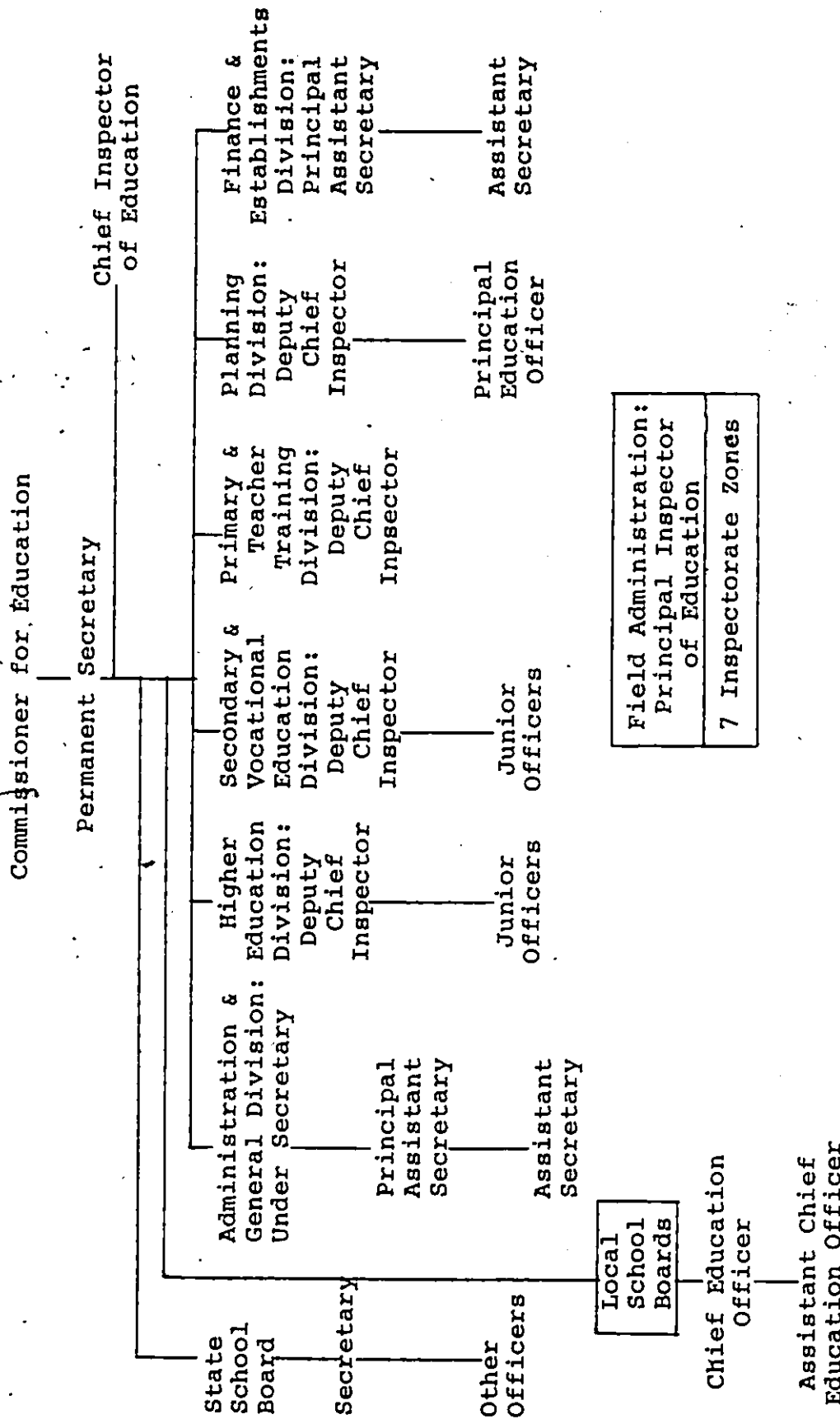
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35 Ibid., p. 8.

36 Mid-Western State of Nigeria, Ministry of Education, Education Law (CAP. 34), Mid-West Teachers' Service Regulations, 1971, Benin City, The Government Printer, (no date), p. B101-B121.

Chart III

The Ministry of Education in the Mid-Western State of Nigeria, 1968-1973



Field Administration: Principal Inspector of Education
7 Inspectorate Zones

Source: Mid-Western State of Nigeria, Ministry of Finance, Estimates, 1972-73 (including Memorandum and Military Governor's Statement), Benin City, The Government Printer, (no date), p. 64-76.

certificate of discharge from his last employer".<sup>37</sup> He must also state whether he had been convicted of a criminal offence, had been employed as a teacher, and was free from pecuniary embarrassment.<sup>38</sup>

It should be noted that the Ministry was directly responsible for the maintenance and administration of the new teachers' colleges the Government built in 1969, namely the College of Education, Abraka, and the Headmasters' Institute, Benin City. It also exercised control over three Grade Two Teachers' Colleges--Esigie College, Abudu; Nana College, Warri; and Esenaebe College, Bomadi--which the Government acquired in 1971.<sup>39</sup> These colleges were formerly owned and operated by Local Authorities, but when these Authorities were abolished, the colleges came under the temporary control of Local School Boards in 1968. In 1971, the Government took over the proprietorship of these colleges as a prelude to a future take-over of all training colleges and schools by the State, and the creation of new Boards for the administration of teacher education.

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37 Ibid., p. B104-B105. 2

38 Ibid., p. B105.

39 Mid-Western State of Nigeria, Ministry of Education, Education Statistics, 1971, Benin City, (no publisher), (no date), Table 48.

2. Government Take-Over of all Teacher Training Institutions.

The creation of School Boards in 1968 was to enable local people to participate in the administration of Voluntary Agency teacher training colleges. The creation of the Boards was a significant step towards a more complete reorganization of teacher education administration; in fact, it led to Government take-over of training institutions in the State in 1973. Several events led the Government to take over all training institutions and place them under a new administration.

Events which led to the Take-Over

The Asabia Committee was set up by the Federal Government of Nigeria in October 1965 to examine the grading of duty-posts in Voluntary Agency educational institutions and to recommend salary gradings for such posts. When it submitted its report in June 1967, the Committee was of the view that complete integration of pay rates was impossible, if the Government would not assume proprietary control of all educational institutions.<sup>40</sup> The Committee

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<sup>40</sup> Federal Republic of Nigeria, Federal Government, Report of the Committee on the Grading of Duty Posts in Voluntary Agency Educational Institutions, 1967, O. Asabia Chairman, Lagos, The Government Printer, (no date), p. 17. Henceforth, this report will be cited as The Asabia Report.

felt that such integration was a national necessity, and, as such, it should be carried out in the interest of national unity and development.<sup>41</sup>

The Asabia Committee was set up by a Civilian Government, but its recommendations were submitted to a Military Regime which came to power in the early morning of January 15, 1966.<sup>42</sup> Although one of the planners and executors of the coup d'état said that the Military had taken over the Government of Nigeria "to bring to an end gangsterism and disorder, corruption and despotism",<sup>43</sup> nothing was said about The Asabia Report, nor about general educational reforms.

When the General Officer Commanding (GOC) the Nigerian army, Major-General Aguiyi-Ironsi, took over the Government soon after the coup, he made broad and general promises which included the provision of "adequate and uniform educational system from primary level, upwards to all the sons and daughters of this country".<sup>44</sup> There was

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41 Ibid., p. 17.

42 Federal Republic of Nigeria, Daily Times of Nigeria, Nigeria's Military Government, First 100 Days, Lagos, Daily Times of Nigeria, 1966, p. 3.

43 Ibid.

44 Ibid., p. 7.

no ready-made, specific policy on the scope and extent of educational reforms he would have liked to carry out, nor was the question of the integration of pay rates mentioned.

In July 1966,<sup>45</sup> Aguiyi-Ironsi had scarcely begun to implement his programmes when a counter coup d'état occurred in Nigeria. One of the main tasks undertaken by Yakubu Gowon, the officer who succeeded Aguiyi-Ironsi that month, was the creation of twelve States to replace four Regions.<sup>46</sup> The secession of the Eastern Region which followed the creation of the states led to a Civil War (1967-70) and the strengthening of the powers of the Central Government. The Central Government did not only strengthen its political powers, but, within a national planning context, also "assumed primacy in planning and policy-making".<sup>47</sup>

The immediate effect of the formation of Governments in the States on educational development was the struggle

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45 Federal Republic of Nigeria, Federal Ministry of Information, The Struggle for One Nigeria, Lagos, The Nigerian National Press, 1967, p. 11.

46 Ibid., p. 47.

47 David N. Wilson, "Educational Planning Influenced by Military Government: Nigeria", Educational Planning, Journal of the International Society of Educational Planners, Vol. 2, No. 4, March 1976, p. 66.

"to create as complete an educational system as possible--adding programs and facilities at the primary, secondary and tertiary levels".<sup>48</sup> In Bendel State, the initial effort was concentrated on the implementation of the first Development Plan (1964-1968) prepared by the former civilian regime in that State,<sup>49</sup> and on the expansion of educational facilities. Steps were not taken to unify the administration of education in the State and elsewhere in the country. The Asabia Committee's recommendation that pay rates for teachers in Government and Voluntary Agency educational institutions should be integrated was not implemented, let alone the unification of educational administration.

In 1969, a Daily Times' columnist in Nigeria, Tai Solarin, reminded Nigerian rulers that if all educational institutions were not brought under State administration, the unity of the country would be delayed.<sup>50</sup> He was stoutly opposed to the arrangement whereby any Voluntary Agency could establish an educational institution for the promotion of denominational interests, or whereby an educational institution would exist only for people from high socio-economic

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48 Ibid., p. 66.

49 Mid-Western Nigeria Development Plan, 1964-68, iv-78 p.

50 Tai Solarin, "The Nation's School", Daily Times, March 20, 1969, p. 13.

background.<sup>51</sup> Solarin's argument did not seem to make any immediate impact. It was largely ignored, because nobody wanted to incense the Voluntary Agencies which had made tremendous contribution to the shaping and development of education in Nigeria. However, his argument and The Asabia Report could be considered as some of the remote causes of Government take-over of teacher training institutions and other educational institutions in Bendel State.

Meanwhile, the State and Federal Governments continued to get increasingly involved in the development of education at all levels, an involvement which meant that more qualified teachers were needed. In its 1970-74 Development Plan, the Federal Government of Nigeria indicated that thenceforth, it would take the commanding heights in national development.<sup>52</sup> The Federal Government had fought a Civil War (1967-70) to keep Nigeria together and had said that there was a political necessity for the country to remain united, strong and powerful.<sup>53</sup> It was also necessary to have a prosperous, socio-economic base upon which a strong and

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51 Ibid., p. 13.

52 Federal Republic of Nigeria, Federal Ministry of Information, Second National Development Plan, 1970-1974, Lagos; The Federal Government Printer, 1970, p. 32.

53 Ibid.

united country could be built.<sup>54</sup> In Nigeria's pursuit of all this, the Federal Government would like to provide leadership and administration.

There were five main objectives which Nigeria should pursue, objectives which formed the foundation for the development of education throughout the country. The objectives were:

- (i) a united, strong and self-reliant nation;
- (ii) a great and dynamic economy;
- (iii) a just and egalitarian society;
- (iv) a land of bright and full opportunities for all citizens; and
- (v) a free and democratic society.<sup>55</sup>

Although education was not specifically mentioned, it was clear that development could not be vigorously pursued without well educated manpower. The development of manpower therefore called for the development and expansion of education at various levels.<sup>56</sup> The expansion of education, in turn, required an adequate supply of well qualified teachers. Thus, the Federal and all State Governments indicated their intention to increase the supply of well trained teachers:

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54 Ibid., p. 32.

55 Ibid.

56 Ibid., p. 237.

Realizing the importance of teachers and of good quality teaching in any educational system, the Federal and State Governments are committed to the expansion of teacher training programmes in the country. Efforts are to be concentrated on greater out-turn of National Certificate of Education and graduate teachers.<sup>57</sup>

Bendel State with which this study is primarily concerned said it would make determined efforts to produce qualified teachers. In its 1970-74 Development Plan, the Government of the State made provision for the training of more teachers, particularly for post-primary institutions which had lacked qualified teachers in adequate numbers.

The training of teachers at higher levels up to N.C.E. standards will receive increasing emphasis in view of the dearth of qualified teachers for the Secondary School system and Teacher Training Colleges. The teacher training projects in this plan period aim at a quantitative and qualitative expansion commensurate with the increasing needs of the educational system.<sup>58</sup>

These increased commitments necessitated the Governments becoming more involved in the administration of education, in order to make their investments in it more fruitful.

However, no policy statement was made as to whether or not the Governments would assume full responsibility for the administration of all education. There was this apathy

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57 Ibid., p. 238.

58 Mid-Western State of Nigeria, Ministry of Economic Development and Reconstruction, Development Plan, 1970-74, Benin City, The Government Printer, (no date), p. 52.

when the Somade Committee (1970) recommended that teachers' colleges should be taken over by State Governments with a view to giving due consideration to the efficient training of primary school teachers.<sup>59</sup> A more far-reaching recommendation made by the Committee was that the State should assume ownership and control of all educational institutions, if the national objective of educational development was to be realized.<sup>60</sup> A year later, the Adebo Commission (1970-1971) also called on the Federal Government to take over all schools in the country. This Commission, unlike the Somade Committee, had one main reason for urging the Government to take over all schools:

The rates of pay for teachers working in Government schools and those in grant-aided schools under non-government proprietorship should be integrated and government should assume proprietary control of all schools in Nigeria, with jurisdiction over the staff arrangements.<sup>61</sup>

The Commission felt that it was embarrassing and unfair to pay teachers working in Government schools higher salaries than their counterparts in grant-aided schools which were not under government proprietorship. They believed, as did the Asabia Committee in 1967, that "a complete integration

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59 The Somade Report, p. 28.

60 Ibid., p. 40.

61 Federal Republic of Nigeria, Federal Government, White Paper on the Second and Final Report of the Wages and Salaries Review Commission, 1970-71, Lagos, Federal Ministry of Information, Printing Division, 1971, p. 10.

of pay rates was impossible without the Government assuming proprietary control of all the schools ...".<sup>62</sup> In making their recommendation, the Adebo Commission did appreciate the contribution of the Christian and other agencies to education in the past, adding that the country should be forever grateful to them.<sup>63</sup> A Federal Government policy statement issued later said any State which was ready could take over the schools within its area of jurisdiction.<sup>64</sup> Before this statement was issued, the Governments of East Central and Cross River States had taken over all Voluntary Agency schools in their respective States.<sup>65</sup>

#### Reasons for the Take-Over

The Government of Bendel State did not begin to implement the recommendation immediately, because it was

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62 Federal Republic of Nigeria, Federal Government, Second and Final Report of the Wages and Salaries Review Commission, 1970-71, S. O. Adebo, Chairman, Lagos, Federal Ministry of Information, Printing Division, 1971, p. 33. Henceforth, this document will be cited as The Adebo Report.

63 Ibid.

64 Federal Republic of Nigeria, Federal Government, White Paper on the Second and Final Report of the Wages and Salaries Review Commission, 1970-71, Lagos, Federal Ministry of Information, Printing Division, 1971, p. 10-11.

65 Ibid., p. 10.

"powerless or unwilling to provide the necessary leadership".<sup>66</sup> Some of the people interviewed while the present writer was researching for this study mentioned that the then Government did not take over Voluntary Agency schools because it was unwilling to incense their proprietors. However, the eventual take-over of all educational institutions in 1973 was powerfully influenced by the Asabia, Somade and Adebo recommendations. There were several other reasons for the take-over.

In the first place, it was alleged that proprietors of Voluntary Agency teacher training colleges and other educational institutions used funds for purposes other than for the purchase of necessary school equipment and for the development of capital projects such as the construction of classrooms, laboratories, and playgrounds. It was difficult, if not impossible, for School Boards to supervise expenditures in the institutions in spite of the controlling powers invested in them. In a powerful address delivered to the Synod of the Anglican Diocese of Benin in 1972, the Commissioner for Education made this serious allegation:

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<sup>66</sup> Tayo Akpata, Commissioner for Education, "Church and State", in Tayo Akpata, The Principles and Practice of Education in Mid-West Nigeria, Benin City, Mid-West Newspapers Corporation, (no date), p. 10.

Hitherto, the educational system has been fragmented and resources that might have been devoted to developing and improving schooling have been frittered away on co-ordinating the activities of numerous agencies.<sup>67</sup>

The Commissioner said that piecemeal reform measures would not remove the obstacles to educational growth, adding that Government's action was necessary, if financial waste had to be stopped and scarce resources harnessed for educational development.

The Government wants to be able to provide sound educational leadership, to develop a unified, co-ordinated educational system, and to mobilize the people through broad participation in the educational matters affecting their children for over-all social, economic and political development. I am sure that you are one with the secular authorities in the desire to curb the waste of scarce resources in the provision of education.<sup>68</sup>

In the second place, the Commissioner also claimed that there was a "discrepancy between the objectives of denominational institutions and the ethos of our Society".<sup>69</sup> Denominational schools were an important arm of the Church, used for proselytizing and evangelical activities, even though their proper function should have been that of moral, intellectual, physical and social development of children. Many aspects of the Nigerian culture (such as totemism and

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67 Ibid., p. 9-10.

68 Ibid., p. 10.

69 Ibid., p. 11.

ancestral worship) which were highly esteemed by the Nigerian people were attacked in the classroom and denigrated on the pulpit.<sup>70</sup> Children were told that they descended from an inferior race and, therefore, they were conditioned to accept denigrated image of themselves, so that they could be controlled and manipulated easily.<sup>71</sup> Then it was time to give a death blow to that kind of education and to evolve a kind that would place due stress on African culture on which the stability of any African society must rest.<sup>72</sup> In an interview with an Anglican clergyman who listened to the Commissioner's address, the present writer was told that the Commissioner's allegations were greatly exaggerated. The clergyman claimed that, to the best of his knowledge, no student in any Voluntary Agency college was forced to become an evangelist, and that people were not forced but advised to give up idol worship. Information gathered from interviews with several Nigerians between 1976 and 1978 confirmed the allegation that denominational schools were an important arm of the church and that grants for these schools were sometimes diverted to other uses, such as the construction of Mission houses. Interviewees, however, said that the use of grants for

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70 Ibid., p. 10.

71 Ibid.

72 Ibid., p. 11.

non-educational purposes was more common with the owners of private schools than with Christian Missions.

The third reason why it became necessary to take over teacher training colleges and other educational institutions in the State was the unhealthy competition between Voluntary Agencies in opening schools in the hope that such schools would consequently be maintained with grants-in-aid from the Government. The result was a wasteful duplication of efforts within a small community where two or more sub-standard schools were built instead of one strong school.<sup>73</sup> This was a general criticism of the whole school system. In a more specific attack on teacher training institutions, the Somade Committee remarked that "colleges are run by various bodies and their standards vary enormously".<sup>74</sup>

The Adebo Commission had also expressed concern about the unhealthy rivalries and jealousies religious proprietorships of schools had generated.<sup>75</sup> However, there was no doubt that the Government of Bendel State was immensely appreciative of the pioneering work of the various missionaries and philanthropists in the field of educational development

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73 Tayo Akpata, Commissioner for Education, "The Government Take-Over of Schools", in Tayo Akpata, The Principles and Practice of Education in Mid-West Nigeria, p. 20.

74 The Somade Report, p. 28.

75 The Adebo Report, p. 33.

in Nigeria.<sup>76</sup> It was, nevertheless, felt that modern education was too complex and expensive to be left in the hands of missionaries. Nigeria and the State itself were in a hurry to develop and to make all possible haste to compare favourably with the developed nations in the realm of political, economic and scientific development; thus, the Government could not afford "to adopt a laissez-faire attitude towards education which is the most vital instrument for modernizing our society ...".<sup>77</sup> If the Government assumed full responsibility for the organization and management of education, comparable standards in schools would be established, courses would be diversified to meet students' and pupils' needs, and a co-ordinated development of programmes "relevant to the needs of our society and our developing economy" would be pursued.<sup>78</sup> The Government would continue to encourage and support religious instruction in schools.

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76 Tayo Akpata, Commissioner for Education, "The Government Take-Over of Schools", p. 19.

77 Ibid.

78 Ibid., p. 20.

... religious and moral instruction will continue to be offered in our educational institutions, but on a multi-denominational basis and in accordance with the wishes of parents and children.<sup>79</sup>

This was a restatement of Government policy in a deliberate attempt to allay potential fears that religious instruction, the bed rock of moral education, might be jettisoned.

The fourth reason was that the Government wanted to get various communities involved in matters which affected the educational institutions in their own areas. Schools in a particular community would be managed not by a multitude of agencies with conflicting and often irreconcilable interests but by one agency.<sup>80</sup> The agency would get local people more involved in the management of schools, so that they might understand and appreciate the value of education, and thus "be prepared to support it now more than ever before".<sup>81</sup> The institutions themselves would be in a position to know and meet local needs in the continuing effort to modernize rural areas through education.

One of the most compelling reasons for the take-over of schools was the need to harmonize teachers' conditions of

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79 Tayo Akpata, Commissioner for Education, "Educational Policy and the Establishment of the Unified Service for Teachers", in Tayo Akpata, The Principles and Practice of Education in Mid-West Nigeria, p. 33.

80 Akpata, Commissioner for Education, "The Government Take-Over of Schools", p. 20.

81 Ibid., p. 22.

service through the establishment of a unified teaching service. As has been mentioned, the Morgan Commission, the Asabia Committee and the Adebo Commission had argued relentlessly in favour of a complete integration of pay rates for teachers in the Government and non-Government educational institutions. The salary scales for teachers in Government schools were much higher than those for teachers in Voluntary Agencies.<sup>82</sup> Although comparative figures for Government and Voluntary Agency teachers were not available, available data on cost per student show that in 1972-73 the average cost per student in Government teacher training institutions was £115, whereas the average cost per student in Voluntary Agency institutions was £7:9s.<sup>83</sup> The Government of Bendel State realized that the proposed new administrative arrangements would be useless, if the suggested integration was not implemented.

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82 UNESCO: International Institute for Educational Planning, Financing of Education in Nigeria, A. Callaway and A. Musone, Authors, Louvain, Ceuterick, 1968, p. 52.

83 Mid-Western State of Nigeria, Ministry of Education, Educational Statistics of the Mid-Western State of Nigeria, 1972, Benin City, Mid-West Mass Communication Corporation, (no date), p. 55; Mid-Western State of Nigeria, Ministry of Finance, Estimates, 1972-73 (including Memorandum and Military Governor's Statement), Benin City, The Government Printer, (no date), p. 59-74.

The new administrative arrangements for education will have little effect on the quality of teaching and learning unless those who instruct in our schools can look forward to satisfactory conditions of service.<sup>84</sup>

Thus, it was absolutely necessary to establish a unified service for teachers in order to remove the lingering and unjustifiable disparities in the pay rates. In this way, the morale of teachers would be boosted, and they would constantly seek to improve their professional competence in order to raise educational standards in schools.

#### Government Take-Over, 1973

In a circular letter issued to proprietors and principals of Voluntary Agency Schools, the State Government indicated its decision to implement the take-over programme in two stages. First, in the period beginning from the 1st of October, 1972 and ending on the 31st of March, 1973, the Ministry of Education would reorganize the existing State School Board and the Local School Boards, establish a Unified Service for Teachers and set up a committee to work out conditions of service for teachers under the new dispensation.<sup>85</sup> The second stage, which was the physical take-over

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<sup>84</sup> Akpata, "Educational Policy and the Establishment of the Unified Service for Teachers", p. 28.

<sup>85</sup> Mid-Western State of Nigeria, Ministry of Education, Circular Letter, Ref. No. ADC 350/2/152, Benin City, 29th September, 1972, p. 2.

of the schools, was to come into effect on the 1st of April, 1973.<sup>86</sup>

The Ministry of Education did implement the first stage which was later embodied in The Education Edict, 1972.<sup>87</sup> The physical and effective take-over of all primary and post-primary educational institutions in the State was carried out on April 1, 1973<sup>88</sup> as scheduled. The take-over meant in practical terms that the administration of these institutions and the management of their staff were vested in the State Board of Education which could delegate powers to the fifteen Divisional Boards of Education in their respective areas of jurisdiction.<sup>89</sup> The take-over was not an attempt to spite any individual or organization,<sup>90</sup> but was a genuine effort on the part of the Government to develop education, one of the most important and expensive services in the country. However, a Compensation Committee was set

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86 Ibid., p. 2.

87 Mid-Western State of Nigeria, State Government, Gazette, Edict No. 5 of 1973--The Education Edict, 1972, Benin City, The Government Printer, 1973, p. A17-A48. Henceforth, this document will be referred to as The Education Edict, 1972.

88 Tayo Akpata, Commissioner for Education, "The State Take-Over of Schools", in Tayo Akpata, The Principles and Practice of Education in Mid-West Nigeria, p. 35.

89 Ibid.

90 Ibid.

up to effect proper determination of any compensation that might be claimed by proprietors in respect of the institutions.<sup>91</sup>

All the Grade Two Teacher Training Colleges which did not bear indigenous names before the take-over were given local names to reflect Government's policy to identify all educational institutions with their respective communities or local personalities. The change of names of the colleges concerned is shown in Table XVIII. The new names were those of the towns/communities (numbers 1 to 4) in which the colleges were situated, or of the personalities (numbers 5 to 10) who lived and died in the towns/communities.

The Education Edict, 1972 made it clear that all teachers and other persons employed in government institutions and in the Ministry of Education were deemed to be employed in the Unified Teaching Service.<sup>92</sup> What was not made clear was the position of the personnel, exclusively concerned with administrative duties in the Ministry; it was not clear whether they were, by legal definition, considered as teachers and, therefore, members of the Unified Teaching Service. Provision was also made for all teachers and other persons employed in Voluntary Agency institutions to become

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91. The Education Edict, 1972, paragraph 41.

92 Ibid., paragraph 3.

Table XVIII

Change of Names of Grade Two Teacher Training Colleges  
in Bendel State in 1974.

Old Name	New Name
1. St. Thomas Teacher Training College, Ibusa	Ibusa College, Ibusa
2. St. Joseph's Teacher Training College, Ozoro	Ozoro College, Ozoro
3. St. Michael's College, Oleh	Oleh College, Oleh
4. Baptist Teacher Training College, Benin City	Ekiadolor College, Ekiadolor
5. Esenaebe College, Bomadi	Esenaebe College, Bomadi
6. Sacred Heart College, Ubiaja	Esan College, Ubiaja
7. Pilgrim Baptist Teacher Training College, Issele-Uku	Martin College, Issele-Uku
8. Anglican Women Teacher Training College, Benin City	Imaguero College, Benin City
9. Nana College, Warri	Nana College, Warri
10. Esigie College, Abudu	Esigie College, Abudu

Sources: Compiled from Mid-Western State of Nigeria, Ministry of Education, Education Statistics 1973/74, Benin City, (no publisher), (no date), No. 4.04; and Mid-Western State of Nigeria, Ministry of Education, Annual Education Statistics, 1974/75, Benin City, (no publisher), (no date), No. 4.05.

members of the Unified Service and for every institution to become "a public institution".<sup>93</sup>

The New State Board of Education

The Education Edict of 1972 said that steps should be taken to ensure the moral, mental and physical development of every pupil in every institution in the State.<sup>94</sup>

In order to perform this duty efficiently, the newly constituted Boards of Education were vested with more administrative duties and wider powers than those of the abolished Boards.

The new State Board of Education (often referred to as "the Board") consisted of a chairman and four other members of whom two were full-time and two part-time members.<sup>95</sup> All the members were appointed by the Military Governor on the advice of the Commissioner for Education and held office for a period of three years, but were eligible for reappointment.<sup>96</sup> The qualification of persons eligible for

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93 Ibid., paragraph 3.

"Public institution" means any primary or post-primary institution which is run and maintained mainly out of funds provided by the Government.

94 Ibid.

95 Ibid., paragraph 5.

96 Ibid.

appointment was not defined as it was defined in the case of the abolished State School Board, and the number of times for which they could be reappointed was not stipulated either. Nevertheless, the appointment of Dr. Iziren, a specialist in educational administration, as chairman of the Board seems to suggest that Government's policy was to put the Board in the hands of a professionally qualified person.

The functions of the new Board with regard to teacher education were the following:

- (a) administration of the Unified Service including in particular power to appoint, transfer, post, promote, dismiss and exercise disciplinary control over teachers in teacher training colleges and over other staff of the Board;
- (b) management, repair and maintenance of all teacher training colleges;
- (c) co-ordination of local education plans;
- (d) compilation and maintenance of teachers' records;
- (e) review and revision of annual budgets for teacher training colleges and preparation of annual estimates for the Board;
- (f) payment of teachers' salaries;
- (g) internal auditing;
- (h) such other related matters as may from time to time be assigned to the Board by the appropriate authority.<sup>97</sup>

As noted earlier, one of the principal functions of the State Board of Education was to administer the Unified Teaching Service. Prior to the take-over, educational institutions in the State were run by different bodies (the State Government, Voluntary Agencies and private individuals) who

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<sup>97</sup> Ibid., paragraph 6.

operated different conditions of service for their teachers.<sup>98</sup> The State School Board, established in 1968, was primarily concerned with the interests and welfare of teachers in Voluntary Agency educational institutions<sup>99</sup> and not with the elimination of the disparities in the pay rates between teachers in Government institutions and those in Voluntary Agency institutions. Even then, the State School Board was not adequate to its task and responsibility. There were complaints against its promotion practices, the criteria for which were not clearly spelt out.<sup>100</sup> A new Board (the State Board of Education) was needed to provide uniform conditions of service for teachers in a Unified Teaching Service and "to ensure harmony in the teaching profession ...".<sup>101</sup>

The State Board of Education was therefore created to eliminate disparities in salary scales and to provide uniform conditions of service for all teachers in the State.

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98 Mid-Western State of Nigeria, Ministry of Education, "Education in the Mid-West", Report of the Achievements of the Military Regime (1966-1975), Benin City, (no publisher), (no date), p. 27.

99 See p. 239.

100 Colonel George Agbazika Innih, Military Governor of Bendel State of Nigeria, "An Address to Principals of Post-Primary Educational Institutions in the State at the Festival Hall", Education, An Official Publication by the Ministry of Education, Mid-Western State, Benin City, Vol. 8, No. 1, April 1976, p. 5.

101 Ibid

In this way, teachers would be encouraged to remain in the teaching profession and carry out their duties conscientiously and assiduously. In fact, the need to retain teachers in the field was a sine qua non for the successful implementation of the U.P.E. scheme and of all other educational plans.

In 1968, the Government had appointed a Secretary to assist the State School Board in the performance of its duties; but, in 1973, a Chief Education Officer,<sup>102</sup> was appointed to give professional advice to the State Board of Education and to execute all decisions taken at Board meetings. He was assisted by a Principal Education Officer, a Senior Education Officer and Education Officers,<sup>103</sup> all of whom were appointed by the Government. The appointment of this core of professionals was a reflection of Government's unswerving effort to devote more attention and energy to the development of teacher and other forms of education in the State. Executive and clerical officers,<sup>104</sup> as shown in Chart IV, were still appointed to carry out such duties as the preparation of accounts and the keeping of vital records

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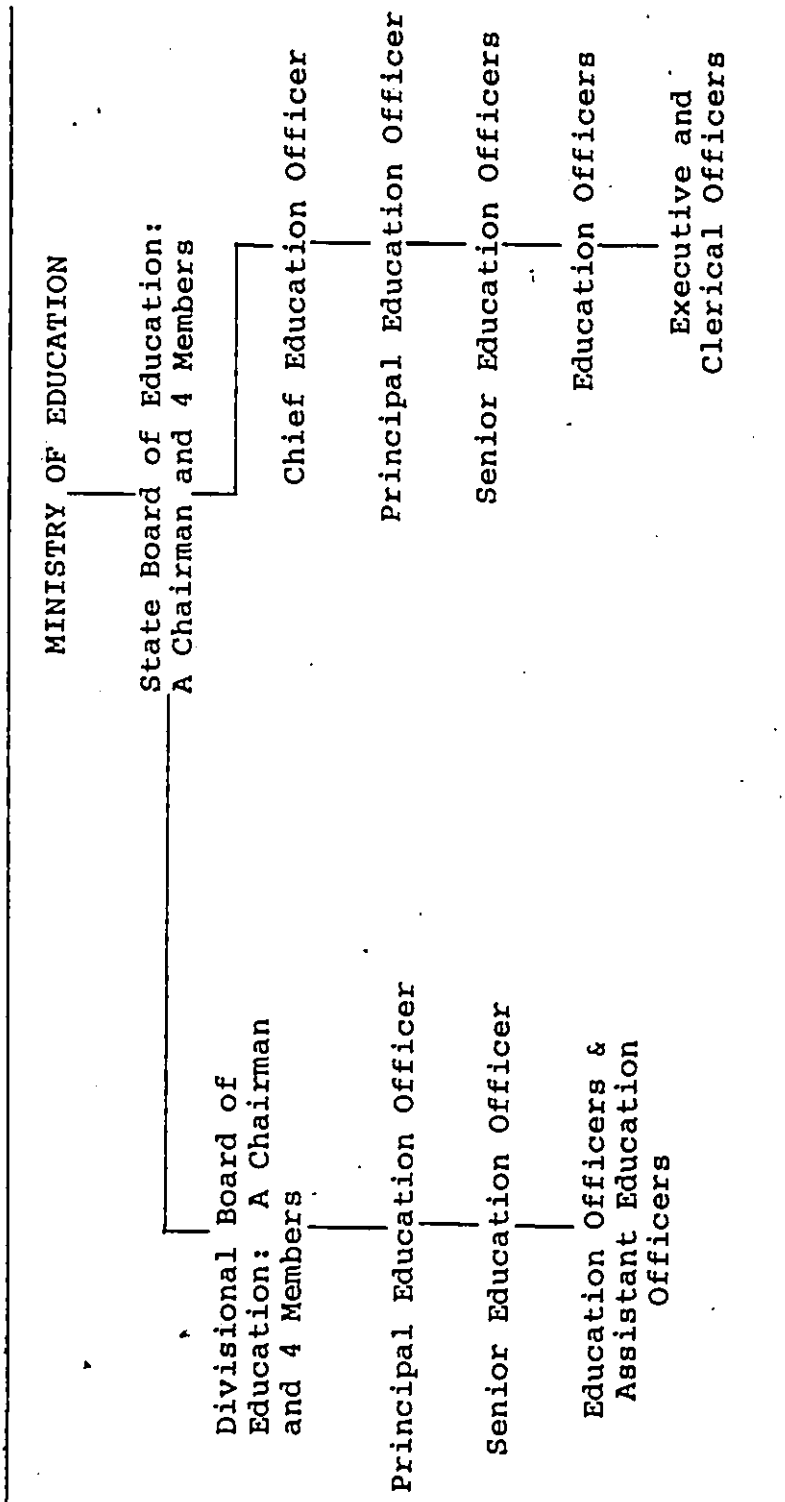
102 Mid-Western State of Nigeria, Ministry of Finance, Estimates, 1973-74 including Memorandum and Budget Speech, Benin City, The Government Printer, (no date), p. 99.

103 Ibid.

104 Ibid.

Chart IV

The Ministry of Education and the Boards of Education  
in Bendel State of Nigeria, 1973-1976.



Source: Mid-Western State of Nigeria, Ministry of Finance, Estimates 1973-74 (including Memorandum and Budget Speech), Benin City, The Government Printer, (no date), p. 99-130.

and statistics.

The New Divisional Boards of Education

Fifteen Divisional Boards of Education (often referred to as the "Divisional Boards") were created in all the fourteen administrative divisions and in Benin City Council area of authority in the State as follows:

- (1) Akoko-Edo Divisional Education Board, Igarra
- (2) Owan Divisional Education Board, Afuze
- (3) Etsako Divisional Education Board, Auchì
- (4) Ishan Divisional Education Board, Ubiaja
- (5) Ika Divisional Education Board, Agbor
- (6) Asaba Divisional Education Board, Ogwashi-Uku
- (7) Benin East Divisional Education Board, Abudu
- (8) Benin City Education Board, Benin City
- (9) Benin West Divisional Education Board, Iguobazuwa
- (10) Western Urhobo Divisional Education Board, Orero-Kpe
- (11) Urhobo East Divisional Education Board, Ughelli
- (12) Warri Divisional Education Board, Warri
- (13) Aboh Divisional Education Board, Kwale
- (14) Isoko Divisional Education Board, Oleh
- (15) Western Ijaw Divisional Education Board, Bomadi.<sup>105</sup>

This new administrative structure was vastly different from the 1968 structure which consisted of only seven Local School Boards. These Boards were few and, in consequence, they were remote from local people they were designed to serve. Besides, denominational interests, rather than local interests, still guided the operations and

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<sup>105</sup> Ibid., p. 101-130.

activities of these Boards. In 1970, the Somade Committee was ostensibly dissatisfied with the role of these Boards when it recommended the active involvement of local people in educational administration:

Local communities should be involved in the administration of education in their areas by establishing Local Education Authorities which are self-accounting. It is important that membership of these authorities should not be on denominational basis but should represent a cross section of society in the areas.<sup>106</sup>

In 1973, this recommendation was implemented in Bendel State. Fifteen Divisional Boards of Education were created, in order to enable more local men and women to take active part in the administration of education and to contribute to decisions concerning educational reforms in their respective divisions. Thus, members of a Divisional Board had administrative control over any teacher training college situated within the area of jurisdiction of the Board,<sup>107</sup> except the Headmasters' Institute which was directly administered by the Ministry of Education, and the College of Education which had its own governing council.

Another reason for the creation of the Divisional Boards was the desire, on the part of the State Government,

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<sup>106</sup> The Somade Report, p. 40-41.

<sup>107</sup> The Education Edict, 1972, paragraph 9, Post-primary institutions included teacher training colleges.

"to ensure effective management of schools at the local levels".<sup>108</sup> The expansion of educational facilities, in particular, the proposed expansion of teacher education facilities in 1975 to meet the demand for teachers for the U.P.E. scheme<sup>109</sup> called for efficient administration and management not only at the State level but also at the local level. These Boards were to identify local needs and make their educational plans accordingly.

A Divisional Board consisted of a chairman and four other members of whom two were full-time and two part-time.<sup>110</sup> Members were appointed by the Military Governor on the recommendation of the Commissioner for Education, and could hold office for a period of three years, but were eligible for reappointment.<sup>111</sup> The kind of persons who could be appointed was not stipulated as was the case in the abolished Local School Board system, also the number of times such persons could be reappointed was not specified. However, the membership was based on local interests, unlike the 1968

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108 Mid-Western State of Nigeria, Ministry of Education, "Education in the Mid-West", Report on the Achievements of the Military Regime, (1966-1975), Benin City, (no publisher), (no date), p. 29.

109 See Chapter III.

110 The Education Edict, 1972, paragraph 8.

111 Ibid.

Local School Board system where due consideration was given to denominational interests in the appointment of members for Local School Boards. In keeping with the Somade Committee's recommendation,<sup>112</sup> members were appointed from among people in the community where a Divisional Board was set up.

Each Divisional Board, unlike the abolished Local School Board, was an agent of, and responsible to, the State Board, and so it performed the following delegated functions:

- (a) general administration of teacher training colleges and other educational institutions in its area of authority;
- (b) local educational planning;
- (c) school repairs and maintenance where the cost thereof at any one time does not exceed £500 in the case of post-primary institutions (including teacher training colleges)--with the prior approval of the appropriate authority;
- (d) purchase of school equipment and supplies and keeping of up-to-date school inventory;
- (e) collection of school statistics;
- (f) local arrangements for examinations;
- (g) establishment and direction of school committees and support for parent-teacher associations;
- (h) supervision and management of institutions and implementation of reports and recommendations of school inspectors on teaching training colleges;
- (i) appointment, posting, transfer and discipline of teachers in the institutions on temporary appointment as well as of junior staff of the Board within the area of authority of the Divisional Boards;
- (j) payment of salaries of the staff of the Board within the area of authority of the Divisional Boards;
- (k) internal accounting; and

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112 The Somade Report, p. 40-41.

- (1) such other matters as the Commissioner for Education might from time to time assign to the Divisional Boards.<sup>113</sup>

Officers of every Divisional Board were a Principal Education Officer (Secretary), a Senior Education Officer, Education Officers and Assistant Education Officers, all of whom were civil servants.<sup>114</sup> In addition to their advisory and administrative duties, these officers were supposed to carry out inspection of the colleges, and other educational institutions.

In the years before 1973, inspection of educational institutions in the State was carried out by inspectors from the Ministry of Education in Benin City.<sup>115</sup> Inspection was rather infrequent because of the shortage of qualified people to fill inspectorate posts, but much more serious was the deployment of inspectors to assignments which were vastly different from those of an inspector.<sup>116</sup> In view of the need to improve the morale and efficiency in educational institutions, there was a strong case for priority to be given to regular inspections. There was also the need to increase the

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113 The Education Edict, 1972, paragraph 9.

114 Mid-Western State of Nigeria, Ministry of Finance, Estimates, 1973-74 including Memorandum and Budget Speech, p. 101-130.

115 See Chapter VII and p. 244-246.

116 See Chapter VII.

number of inspectors to meet the increasing enrolment and staff in the institutions. Enrolment and staff in the institutions had increased from 430,280 in 1967 to 531,910 in 1972,<sup>117</sup> an increase of about 24 per cent, but there was no proportionate increase in the number of inspectors. For example, in 1971, the number of established posts for inspection was 136, but the number of inspectors on strength was only 66 and the number actually engaged on inspection duties was as few as 48.<sup>118</sup>

When Education Officers attached to Divisional Boards were assigned inspection duties in 1973, the Government of Bendel State was anxious to see that educational institutions in the State were inspected regularly. It is ironical, therefore, that the number of full inspectors in the State was reduced from 48 in 1971 to 28 in 1973,<sup>119</sup> though several assistant inspectors were appointed to assist these inspectors.

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117 Mid-Western State of Nigeria, Ministry of Economic Development and Reconstruction, Annual Education Statistics, 1967-68, Benin City, The Government Printer, (no date), Table 83; Mid-Western State of Nigeria, Ministry of Education, Educational Statistics of the Mid-Western State of Nigeria, 1972, p. 8.

118 UNESCO: International Institute for Educational Planning, Nigeria: Educational Planning, R. F. Lyons, Author, Paris, UNESCO, May 1972, p. 39 and 42.

119 Mid-Western State of Nigeria, Ministry of Finance, Estimates 1972-73 (including Memorandum and Military Governor's Statement), Benin City, The Government Printer, (no date), p. 68-73.

In 1974, Mr. Tayo Akpata, Commissioner for Education, regretted that the inspectors made little effort to visit the institutions to check records and to report on their conditions.<sup>120</sup> In 1975, the Military Governor for the State, Col. George A. Innih, also remarked that since the creation of the Boards in 1973, Education Officers had not carried out inspections of the educational institutions.<sup>121</sup>

There was small wonder, then, that in 1975 an Education Inspectorate and Sports Divisional Office was established in the area of jurisdiction of each Divisional Board.<sup>122</sup> An Assistant Chief Inspector of Education or a Principal Inspector of Education was the chief professional officer of each Inspectorate, assisted by Senior Inspectors.<sup>123</sup> On the whole, the number of inspectors was increased from 28 in 1973 to 65 in 1975/76.<sup>124</sup> These changes were effected in

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<sup>120</sup> Tayo Akpata, Commissioner for Education, "The Opening Address at a Seminar", Education, An Official Publication by the Ministry of Education, Mid-Western State, Benin City, Vol. 6, No. 2, June 1974, p. 5.

<sup>121</sup> Innih, Op. Cit., p. 3.

<sup>122</sup> Mid-Western State of Nigeria, Ministry of Finance, Estimates 1975-76, including Memorandum and Budget Speech, Benin City, The Government Printer, (no date), p. 179-186. An Assistant Chief Inspector of Education was in charge of a big Divisional Board and a Principal Inspector of Education was in charge of a relatively small Divisional Board.

<sup>123</sup> Ibid.

<sup>124</sup> Ibid.

order to make the officers realize that their proper place was in educational institutions and not in the office. If teacher training colleges and other educational institutions were inspected regularly, their problems and difficulties could be identified easily and solutions found for them promptly. Besides, inspectors' advice and encouragement could boost the morale and enhance the efficiency of teachers in the colleges.

#### Parent-Teacher Association

One of the most interesting and remarkable elements introduced into the new administrative machinery was the "Parent-Teacher Association". In Nigeria, the concept of Parent-Teacher Association had been recognized long before 1973 by all those who were concerned with education, but no government had made it an essential part of its official policy. Inspectors did encourage individual educational institutions to organize parent-teacher association meetings for the discussion of problems of the institutions and pupils/students, and for the promotion of understanding and co-operation between the institutions and parents. There were instances when parents willingly subscribed "to erect

school buildings to accommodate school children".<sup>125</sup> An example of this type of willing and ready co-operation from parents was the Abadina School built at the University of Ibadan.<sup>126</sup>

The policy of the Government of Bendel State since 1973 had been to get parents more involved in educational administration, realizing that the success of all educational institutions in the State depended, to some extent, upon the support and co-operation of parents. In pursuance of this policy, the Government requested principals of educational institutions to establish Parent-Teacher Associations.<sup>127</sup> In order to give legal force to the request, the Government stated, in a promulgated edict, that every educational institution should establish a Parent-Teacher Association which would provide a forum for discussions between "the teachers and the parents of the pupils attending the institution in question in respect of all matters affecting the said

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125 A. Babs Fafunwa and Adeniji Adaralegbe, Eds., "Education in Nigeria: Towards Better Administration and Supervision of Instruction", Proceedings of the First Seminar on School Administration and Supervision, Ile-Ife, Institute of Education, University of Ife, July 1971, p. 171.

126 Ibid.

127 Mid-Western State of Nigeria, Ministry of Education, Circular Letter, Ref. No. B.3746T/303, Benin City, 1st December, 1972, p. 1.

institution".<sup>128</sup>

The expansion of educational facilities and increasing enrolment of pupils in schools made increased and sustained involvement of parents in the management of schools in their community extremely important. In a country where there was a rapid social change, resulting in the acquisition of new attitudes and values by children, it was necessary that parents should hold meetings with teachers in order to consider the kind of education these children should acquire. The Governor of Bendel State drew the attention of school principals to the vital and useful role of Parent-Teacher Associations when he said that mothers should be encouraged to participate in these Associations' meetings more than they did before.<sup>129</sup>

Every Parent-Teacher Association so established was required to appoint a School Committee from among its members to perform, on its behalf, certain functions.<sup>130</sup> Thus, each of the Grade Two Teacher Training Colleges had a School Committee, appointed by its Parent-Teacher Association. The establishment of a committee was necessary, because the whole body of parents and teachers was too large and unwieldy to

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128 The Education Edict, 1972, p. A 26.

129 Innih, Op. Cit., p. 4.

130 The Education Edict, 1972, p. A 26.

hold frequent meetings and make quick decisions. In a circular letter sent to principals of educational institutions in Bendel State, the Ministry of Education made it clear that members of a school committee should be public-spirited, broad-minded men and women, and be keenly interested in the educational development of their locality.<sup>131</sup>

When The Education Edict, 1972 was promulgated, these qualities were not entrenched in it so as to give them legal and permanent status. However, it was stated that every committee should consist of fifteen members, six of whom were to be selected from among the staff of the institution, including the head of such institution, and the remaining nine members to be selected from among the parents.<sup>132</sup> The Chairman of every committee had to be a parent, and the Secretary, a member of the staff of the institution concerned.<sup>133</sup> Every member of the committee, except its Secretary who was a civil servant, was to hold office for a period of one year, but he/she was eligible for reappointment.<sup>134</sup> In this committee system, like in the Board system, the number of times for

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<sup>131</sup> Mid-Western State of Nigeria, Ministry of Education, Circular Letter, Ref. No. B.3746T/303, Benin City, 1st December, 1972, p. 1.

<sup>132</sup> The Education Edict, 1972, paragraph 11.

<sup>133</sup> Ibid.

<sup>134</sup> Ibid.

which a member was eligible for reappointment was not specified.

The main functions of a Committee included the following:

- (a) providing suitable liaison between the college and the community;
- (b) co-ordination of local voluntary efforts such as the provision of financial or other assistance to the institution;
- (c) making representations to the Divisional Board on behalf of the parent-teacher association in respect of matters affecting the institution;
- (d) doing such other things as might effectively enhance the tone and efficiency of the institution;
- (e) regulation, review and administration of boarding fees in the institution.<sup>135</sup>

#### Advisory Council on Education

Another noteworthy element which was introduced into the new administrative structure was the Advisory Council on Education (often referred to as "the Council") which was responsible for advising the Commissioner for Education on all matters relating to education in the State, including teacher education.<sup>136</sup> This function of the Council was similar to that of the Advisory Board of Education which the State inherited from the former Western Region of Nigeria in

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<sup>135</sup> Ibid., paragraph 11.

<sup>136</sup> Ibid., p. A 22.

1963, but its membership was comparatively smaller.<sup>137</sup> The Council, which consisted of fifteen members, including the Chairman, represented the following interests in the State:

- (a) the Ministry of Education
- (b) the State Board of Education
- (c) the Universities
- (d) the Polytechnic
- (e) the Conference of Principals of Secondary Schools
- (f) the Conference of Principals of Teacher Training Colleges
- (g) the Association of Headmasters of Primary Schools
- (h) the Nigeria Union of Teachers
- (i) Parent-Teacher Association
- (j) Business and Commerce
- (k) Industry
- (l) Four other persons to be appointed by the Military Governor.<sup>138</sup>

Members of the Council, except the ex-officio members, were appointed by the Military Governor on the advice of the Commissioner for Education, and held office for a period of three years, but were eligible for reappointment.<sup>139</sup> An officer of the Ministry of Education was appointed Secretary to the Council.<sup>140</sup>

The different interests represented in the Council were an unmistakable reflection of Government's determined effort to get a large number of people in the State involved

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137 See Chapter VII.

138 The Education Edict, 1972, paragraph 4.

139 Ibid.

140 Ibid.

in educational administration, but much more important was the effort to make education serve the needs and interests of the diverse peoples and institutions in the State.

It was suggested that the Council could appoint and function through standing committees,<sup>141</sup> to enable it to deal promptly with special matters through experts or persons keenly interested in such matters. For example, the Council could appoint a committee to study and report on a particular matter in respect of teacher education, but the responsibility of making relevant recommendations to the Commissioner for Education lay exclusively with the Council itself.

#### The Ministry of Education

The Ministry of Education was one of the several aspects of the inherited system of education which was retained in Bendel State, though it was re-organized by the Government of that State. Before the promulgation of The Education Edict, 1972, "the Ministry of Education had been responsible for all matters of educational administration in the State".<sup>142</sup> These included policy matters relating to education at all levels, examinations, scholarships,

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141 Ibid., paragraph 4.

142 Mid-Western State of Nigeria, Ministry of Education, "Education in the Mid-West", Report on the Achievements of the Military Regime (1966-1975), p. 29.

registration of teachers, sports and curriculum.<sup>143</sup> There were six divisions in the Ministry which dealt with these matters as described in Chart III.

After The Education Edict, 1972 was promulgated, the Ministry of Education was re-organized into five divisions to deal with the new educational system in the State, as indicated in Chart V. The day-to-day supervision, control, administration and management of educational institutions were now the responsibility of Education Boards,<sup>144</sup> but the issuing of policy guidelines from time to time to the Boards to enlighten them on how to implement the content of the Edict resided with the Commissioner for Education and the Ministry of Education:

... it is the responsibility of the Honourable Commissioner for Education and the Ministry to lay down, review, evaluate and modify those policies which constitute the guidelines which the Boards of Education have to follow.<sup>145</sup>

These guidelines were bound to affect wide and various aspects of the educational system, namely, administration, planning, personnel, bulk buying and storage, inspection,

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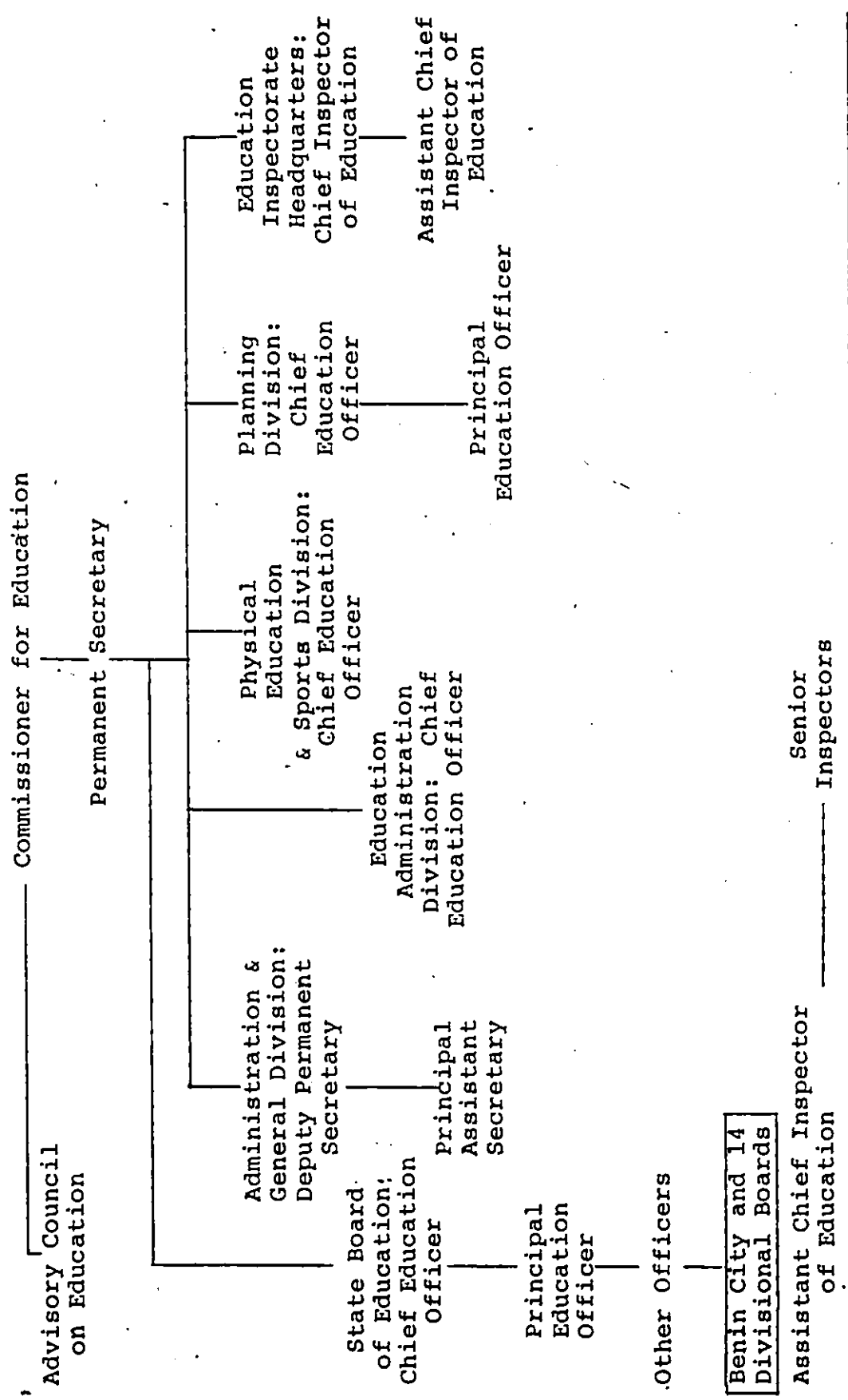
143 Ibid., p. 29.

144 F. I. Imouokhome, Permanent Secretary, "Introductory Lecture on the Educational Edict", Education, An Official Publication by the Ministry of Education, Mid-Western State, Benin City, Vol. 6, No. 2, June 1974, p. 11.

145 Ibid.

Chart V

The Ministry of Education in Bendel State of Nigeria, 1973-1976



Source: Mid-Western State of Nigeria, Ministry of Finance, Estimates, 1975-76 (including Memorandum and Budget Speech), Benin City, The Government Printer, 1975, p. 170-188.

sports and physical education.<sup>146</sup> The Ministry was not prepared to surrender its responsibility in these and many other areas.<sup>147</sup> It seems evident that the members of Boards of Education, and the principals of educational institutions had little room to manoeuvre or to use their initiative. Civil servants themselves could not function save within the guidelines of the Commissioner who was the political head of the Ministry.

The immense power exercised by the Commissioner was evident in curriculum approval. According to Imouokhome, "the Commissioner of Education is the sole Arbitrator of what may or may not be taught in our schools".<sup>148</sup> This meant that the curriculum used in schools must be approved by the Commissioner. If the Commissioner for Education had to decide what pupils and students should learn, efforts at curriculum innovations by individual educational institutions were bound to be frustrated. Curriculum innovations, initiated and developed by individual schools in Nigeria, had been strongly recommended by educators in the Country because they believed that successful curriculum development required a "grass roots"

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146 Ibid., p. 11.

147 Ibid.

148 Ibid., p. 10.

approach.<sup>149</sup>

It is worth remarking, however, that the curriculum approved for schools in Bendel State between 1968 and 1976 reflected the needs of the State. Science and mathematics were taught in addition to the literary subjects, and materials were prepared for teaching at primary level in the Edo language.<sup>150</sup> Scientific knowledge was required for the scientific and technological development of the State and the country, while instruction in a native language was designed to facilitate learning in primary schools.

Apart from issuing policy guidelines to Boards of Education, the Commissioner for Education and the Ministry of Education were also responsible for, "determining broad educational objectives and fashioning policy instruments, aimed at achieving these objectives".<sup>151</sup> The Ministry was also responsible for raising the competence of inspectors, education officers, and planners through training. The co-ordination and assistance of the Federal Ministry of Education in this regard and in other areas such as the "supply

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149 Fafunwa and Adaralegbe, Eds., "Towards Better Administration and Supervision of Instruction", p. 48-74.

150 UNESCO: International Institute for Educational Planning, Nigeria: Educational Planning, p. 35; Also see Chapter V.

151 Mid-Western State of Nigeria, Ministry of Education, "Education in the Mid-West", p. 29.

of high-level inspectors to assist in subject teaching" and "the supply of teachers for post-primary institutions"<sup>152</sup> had been recommended. It may be noted that the idea that the Federal Ministry of Education should co-ordinate the educational activities of the States or assist them in major educational projects was not new. At the end of the Civil War, the Federal Government had decided to take commanding heights in national development.

The ascendancy of the Federal Government in national development, especially in educational development, could be seen in the determination of educational policies for the whole country, the adoption of the policy of free primary education and revenue allocation formulae, favourable to Federal Government initiatives.<sup>153</sup> The Federal Government had also set up a planning unit in each State Ministry of Education and the Federal Ministry of Education had assisted with the training of educational planners and administrators.<sup>154</sup> The establishment of a Federal Inspectorate of Education in all the States in the country had established

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<sup>152</sup> UNESCO: International Institute for Educational Planning, Nigeria: Educational Planning, p. 29.

<sup>153</sup> David N. Wilson, "Educational Planning Influenced by Military Government: Nigeria", Educational Planning, Journal of the International Society of Educational Planners, Vol. 2, No. 4, March 1976, p. 81.

<sup>154</sup> Ibid., p. 82.

new links between the Federal and State Governments.<sup>155</sup> This increasingly dominant role the Federal Government had begun to play in educational development was meant to provide ample opportunities to Nigerians to benefit from one of the country's social services, and to use education as an instrument for national development and unity.

#### The College of Education

The College of Education, Abraka, was under the direct control of the Ministry of Education from 1969, when the college was founded, up to the year 1971. The control meant that the institution depended upon the Ministry for policy-decisions, directives, and initiation of development plans.

In order to explore innovative ideas and to embark upon independent development projects, the institution decided to ask for autonomy which was granted in 1971, with effect from the year it was founded.<sup>156</sup> The Government constituted for the college a governing council which consisted of a chairman and three full-time members, appointed by the Military Governor for a three-year period, but eligible for

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155 Ibid., p. 82.

156 Mid-Western State of Nigeria, State Government, Edict No. 11 of 1971, Benin City, The Government Printer, (no date), p. 1.

reappointment.<sup>157</sup> The functions of the council were to raise funds from the Government and other sources for capital and recurrent expenditures, to recruit and develop staff, and to deliberate and take decisions on such matters as were in the best interest of the institution.<sup>158</sup>

The council was supposed to keep in constant touch with the Ministry whose accumulated experience in educational management could be found to be highly invaluable. The Ministry itself was responsible for obtaining grants from the Government for the institution and for assisting in the recruitment of staff, especially from overseas. Thus, the administration of the institution can be seen as a co-operative endeavour between two bodies in the interest of teacher education.

To sum up, the creation of School Boards in 1968 marked a turning point in the administration of teacher education in Bendel State in that proprietors of Voluntary Agency teacher training colleges were henceforth required by law to share their administrative responsibility with the School Boards. In fact, the Boards were senior partners in the new administrative set-up, exercising powers over the appointment and discipline of teachers and over budgets.

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157 Ibid., p. 2.

158 Ibid., p. 3.

However, the Ministry of Education retained its role as the chief adviser on education to the State Government and general controller of the Boards and the training colleges.

The new administrative arrangement, however, did not end the disparity in pay between teachers in Government training colleges and those in Voluntary Agency colleges, and, besides, financial waste continued without any effective check. The urgent need to tackle these and related problems led to the reorganization of teacher education administration in 1973 to enable the Government to exercise greater control over teacher training colleges through new bodies. Thus, new Boards of Education were created and vested with wide powers and responsibilities to deal with the problems and to carry out other functions outlined in the Education Edict of 1972. The Ministry of Education remained as the chief advisory body to the State Government on policy-matters, regarding education and interpreter of the contents of the Edict in spite of the major administrative reforms. However, the Ministry was assisted by the Federal Ministry of Education with the supply of instructors in educational planning and administration, and with the training of school inspectors. The presence of the Federal Ministry of Education in the State as elsewhere in the country was designed to co-ordinate the administration of the expanded educational system, to assist in educational planning and to

promote national unity.

As the form of teacher education administration just analysed was inherited from the former Western Region in 1963 before it was reformed, so was the method of financing teacher education. The method of financing teacher education was modified after 1967, when major administrative reforms were carried out in the State. The main features of this inherited financial method and its subsequent reforms to meet the changing needs of Bendel State in particular and Nigeria in general are analysed in the following chapter, so as to complete the present study of the overall development and change of teacher education in Bendel State from 1963 to 1976.

## CHAPTER IX

### FINANCING OF TEACHER EDUCATION, 1963-1976: REFORMS OF THE INHERITED METHOD

The method of financing teacher training institutions in Bendel State during the 1963-1968 period was inherited from the former Western Region of Nigeria. It was a method that was conceived and designed in the colonial era, long before the State was created, but by 1968 it was due for reforms.

Any apparatus that has been used for a long period of time ought to be re-examined to see whether it can still face the test of time or whether it requires reforms to meet the changing needs and aspirations of the user. The user can decide to make major changes in the apparatus without discarding it altogether. It is in this light that the reforms of the system of financing teacher education in Bendel State in the period between 1968-1976 should be viewed. Teacher education had become a major item of public expenditure, especially as more and more teachers had to be trained for schools, and, as such, newer sources of funds had to be explored and found. Besides, the method by which money was expended had to be rationalized; if financial waste and mismanagement were to be avoided, hence the take-over of the financial management of education by the State

Government.

This take-over confirms once more Coleman's statement that Governments of independent African countries took over the control of education from Voluntary Agencies in order to make its administration and financial management more efficient. Reformers of the method in Bendel State, Nigeria, however, did retain some important and useful aspects of it, contrary to Coleman's view that the whole inherited administrative and financial system was jettisoned. For example, the State Government remained the principal source of money for recurrent and capital expenditures, and external aid also remained a source, though a relatively small source.

In this chapter, the main features of the inherited method of financing teacher education (Government grants for recurrent and capital expenditures and external aid) are surveyed. The reforms of the method during the years 1968-1976 are also considered. These reforms included the collection of fees, the adoption of a new method of making grants, increased recurrent and capital expenditure, and the use of wider forms of external aid. The Federal Government's assumption of full financial responsibility for all Grade Two Teacher Training Colleges in 1974 is also discussed.

## 1. The Inherited Method, 1963-1968.

The main sources of financing teacher education in the State, in fact in the entire country, during the period under review were Government grants and external aid, but the former were the principal source. Government grants were made for recurrent and capital expenditures.

Annual grants for recurrent expenditure

Annual grants for recurrent expenditures were made by the Minister to the Governors of a training college or any other higher institution, of which an approved Voluntary Agency or Local Education Authority or Local Authority was the proprietor.<sup>1</sup> The institution was required to satisfy additional conditions without which grants would be withheld.

These other conditions included the following:

- (a) the institution shall be in the interest of the community to be served and shall not be conducted for profit
- (b) it shall be kept efficient and be open to inspection by an Inspector
- (c) the proprietor shall have a valid title to or interest in the land on which the institution is situated
- (d) the premises shall be suitable for an institution and accommodation provided shall be adequate and suitable

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<sup>1</sup> The Education Laws (CAP. 34), p. 186.

- (e) the instruction shall be in accordance with a suitable curriculum and syllabus
- (f) proper accounts shall be kept of the revenue and expenditure of the institution whose accounts shall be available for inspection by an auditor approved by the Minister
- (g) teachers whose salaries are part of the recognized expenses of the institution shall be paid at the prescribed scales of salary
- (h) the number of teachers shall be proportionate to the number of students and the composition and qualifications of the staff shall comply with the maximum and minimum requirements specified by the Minister
- (i) no teacher in the institution whose salaries are part of the recognized expenses of the institution shall be permitted to engage in a vocation or occupation which interferes with the proper conduct of his institutional duties
- (j) the course of training provided shall be in preparation for an examination for a teacher's certificate approved by the Minister.<sup>2</sup>

The teacher training colleges which fulfilled all the above conditions were given annual grants to pay staff salaries in full without any deduction of assumed local contribution as was done in secondary schools. In addition, allowances were paid to members of the staff with special responsibilities in accordance with the prescribed scales of allowance<sup>3</sup> and grants to proprietors of training institutions in aid of their administrative and supervisory expenses.

The Government paid for each trainee the sum of £22 in respect of general training expenses and £2 in respect of

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2 Ibid., p. 187-188.

3 Ibid., p. 189.

books.<sup>4</sup> The rate in respect of tuition fees was higher than Phillipson's rate of £18 which was in force up to the year 1955.<sup>5</sup> The Phillipson's rate remained unchanged in the East, but in the North the rate for tuition was increased to £30 and for books to £3.<sup>6</sup> Trainees were given free tuition and book allowances in a practical effort to encourage people to train as teachers for Nigeria's perennial educational needs.

In fact, fees were not to be charged in teacher training institutions throughout the country.<sup>7</sup> However, college proprietors, especially in the Eastern, Western and Mid-Western Regions (now States) charged fees for boarding and other expenses, but the total amount of fees paid was comparatively lower than in secondary schools.<sup>8</sup> In Bendel State such fees were refunded or prepaid by the Government in the form of training expenses and book allowances called "students' personal allowances".<sup>9</sup> This meant that costs were

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4 Ibid., p. 189.

5 S. Phillipson, Assisted by W. E. Holt, Grants in Aid of Education in Nigeria: A Review with Recommendations, Lagos, The Government Printer, 1948, p. 83. The rate for books in Western Nigeria (including Bendel State) remained at £2.

6 UNESCO: International Institute for Educational Planning, Financing of Education in Nigeria, A. Callaway and A. Musone, Authors, Louvain, Ceuterick, 1968, p. 57.

7 Ibid., p. 58.

8 Ibid.

9 Ibid.

borne by the Government directly or indirectly--one through grants-in-aid, and the other, through provisions for students in colleges.

Each proprietor of a teacher training college was required to prepare a budget in respect of the institution and submit it to the Ministry of Education for scrutiny and consideration. After the budget was approved, the Accounts Branch of the Ministry released necessary funds to the proprietor, subject to the consent of the Permanent Secretary, the Accounting Officer of the Ministry.

It is clear, therefore, that the financing of teacher education in Bendel State came from the State Government. During the period under review, teacher education in Nigeria was the responsibility of Regional (now State) Governments, though a relatively small amount of money was still expended by the Federal Government and by private sources.<sup>10</sup> Higher education of a professional character, such as teacher education, was on the concurrent legislative list in the Constitution of Nigeria;<sup>11</sup> therefore, both the Federal and State

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<sup>10</sup> Education and World Affairs, Committee on Education and Human Resource Development, Nigerian Human Resource Development and Utilization, New York, Education and World Affairs, 1967, p. 94.

<sup>11</sup> Federal Republic of Nigeria, Federal Government, The Constitution of the Federal Republic of Nigeria, Lagos, Federal Ministry of Information, Printing Division, 1963, p. 80.

Governments could open and run teacher training institutions. However, the educational responsibility of the Federal Government was almost wholly limited to the Federal Territory of Lagos and the universities in the country.<sup>12</sup> This meant that the establishment and development of teacher training institutions in the States were left almost entirely in the hands of Governments in the respective States.

Table XIX presents the distribution of recurrent expenditure on education in Bendel State during the financial year 1967-68. Approximately 4 per cent of the total recurrent expenditure of £3,859,835 was spent on teacher education and it consisted largely of teachers' salaries and students' allowances. The expenditure on teacher education was low mainly because the student population in training institutions had decreased from 3647 in 1966 to 2220 in 1968, resulting in the reduction of the numerical strength of staff from 188 in 1966 to 105 in 1968.<sup>13</sup> Attention seemed to be concentrated more on the development of primary and secondary

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12 Education and World Affairs, Committee on Education and Human Resource Development, Nigerian Human Resource Development and Utilization, p. 95.

13 Mid-Western Nigeria, Ministry of Economic Development, Annual Education Statistics 1966, Benin City, The Government Printer, (no date), p. 43 and 46; Mid-Western State of Nigeria, Ministry of Economic Development and Reconstruction, Annual Education Statistics, 1967-68, Benin City, The Government Printer, (no date), Tables 69 and 72.

Table XIX

Annual Recurrent Expenditure on Education in the  
Mid-Western State of Nigeria, 1967-1968

Item of Expenditure	Amount in £	% of Total
General Administration Cost	388,461	10
Grant-in-aid: Primary	2,933,658	76
Secondary	281,287	7
Teacher Training	144,545	4
Special Purposes	4,140	0
Equipment	458	0
Scholarships	107,286	3
Total	3,859,835	100

Source: Mid-Western State of Nigeria, Ministry of Economic Development and Reconstruction, Annual Education Statistics, 1967-68, Benin City, The Government Printer, (no date), Table 85.

education and less on the supply of qualified teachers for the school system.

In Table XX which shows the annual recurrent expenditure on teacher education in the period between 1963 and 1968, one can see that the average annual rate of increase was 65.5 per cent between 1963 and 1966. This substantial rate of increase was due to the appointment of more qualified teachers in 1965,<sup>14</sup> but much more important were the salary increases recommended by the Morgan Commission in 1964.<sup>15</sup> The average annual rate of decrease of 38.5 per cent between 1966 and 1968 was due to the reduction in the number of teachers in the training institutions. It seemed there was no firm policy as to whether or not teacher training institutions should be expanded during this period under review.

Teacher education unit costs, that is, costs per student included students personal allowances which were part of the grants received from the Government of Bendel State. Unfortunately, there is no information to distinguish the amount paid as personal allowances from the total grants and

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14 Mid-Western Nigeria, Ministry of Finance and Economic Development, Annual Education Statistical Bulletin 1965, Number 2, Benin City, (no publisher), (no date), p. 32.

15 Federal Republic of Nigeria, Federal Government, Report of the Salary and Wages Commission, J. A. Morgan, Chairman, Lagos, The Government Printer, (no date), p. 16. Henceforth, this document will be referred to as The Morgan Report.

Table XX

Recurrent Expenditure on Teacher Training Institutions  
in the Mid-Western State of Nigeria, 1963-1968

Year	Amount in £	Annual rate of increase or decrease in %
1963-64	147,760	increase 65.5
1964-65	274,949	
1965-66	397,225	
1966-67	294,602	decrease 38.5
1967-68	144,545	

Sources: Western Nigeria, Annual Abstract of Education Statistics, 1962 and 1963 Combined, p. 10 and 12; Mid-Western State of Nigeria, Ministry of Economic Development and Reconstruction, Annual Education Statistics 1967-68, Benin City, The Government Printer, (no date), Table 89.

it is impossible, therefore, to give unit costs limited to only the costs of operation.

Estimates of average annual recurrent costs per student for 1965 and 1967 in the training institutions in the State as given in Table XXI show that the average cost per student in 1965 was ₦86 but in 1967 it decreased to ₦74 as a result of a decrease in grants made to the institutions for recurrent expenditure. Much more interesting and significant was the unit cost, which was much higher in Government institutions than in Voluntary Agency institutions. In 1965, the average cost per student in Government institutions was ₦887, whereas the average cost per student in Voluntary Agency institutions was ₦57.<sup>16</sup> Differences between costs at Government educational institutions and costs at assisted schools were observable not only for Bendel State but for Nigeria as a whole.

Callaway and Musone have given reasons for these differences:

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<sup>16</sup> Mid-Western Nigeria, Ministry of Finance and Economic Development, Annual Education Statistical Bulletin, 1965, Number 2, Benin City, (no publisher), (no date), p. 30 and 31; Mid-Western Nigeria Ministry of Internal Affairs, Estimates, 1965-66 (including Memorandum and Budget Speech), Benin City, Ministry of Internal Affairs, Printing Division, 1965. p. 62.

Table XXI

Estimates of Average Annual Recurrent Costs Per Student in Teacher Training Colleges in Mid-Western Nigeria, 1965 and 1967

Year	No. of Students	Amount in £	Cost per Student
1965	4,623	397,225	£86
1967	1,949	144,545	£74

Sources: Mid-Western Nigeria, Ministry of Finance and Economic Development, Annual Education Statistical Bulletin 1965, Number 2, Benin City, (no publisher), (no date), p. 30 and 31; Mid-Western State of Nigeria, Ministry of Economic Development and Reconstruction, Annual Education Statistics, 1967-68, Benin City, The Government Printer, (no date), Tables 66 and 89.

1. Governments generally maintained their schools as a show-case of the regional (now State) achievements and high standard buildings and facilities such as halls, libraries, laboratories, playgrounds were usually provided.
2. Government institutions employed a high number of expatriate staff.
3. The majority of the staff in Government institutions were graduates.
4. The whole staff in Government schools were on Government salary scales which were not only higher than those for teachers in Voluntary Agency schools, but included a number of allowances such as automobile allowance.<sup>17</sup>

It could be suggested from the above analysis that unit costs may have reflected operational efficiency. In training institutions, such as the Government's training institutions, where conditions of service were attractive, teachers may have devoted much of their time and energy to teaching. However, the teacher/student ratio at teacher training institutions in Bendel State, in fact, throughout Nigeria was generally very low, it was as low as 1:15.3.<sup>18</sup> The result was that savings in unit costs could not be effected, savings which could have been applied toward, "expansion at considerably lower recurrent unit costs or

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17 UNESCO: International Institute for Educational Planning, Financing of Education in Nigeria, p. 50.

18 Education and World Affairs, Committee on Education and Human Resource Development, Nigerian Human Resource Development and Utilization, p. 114.

toward upgrading the quality of the existing system ...".<sup>19</sup>  
Besides, the staff in the institutions could not be fully utilized, especially when a teacher had to teach a number of different subjects because the small size of staff did not encourage specialization.

It has been suggested that to utilize unused teacher capacity, there has to be a sufficient number of qualified students, sufficient funds to meet teaching recurrent costs and facilities to accommodate the increased enrolments.<sup>20</sup> As has been said earlier, the average size of each of the teacher training institutions in Bendel State was strikingly small, and therefore, it was uneconomical to run these institutions compared with large ones.<sup>21</sup> It was uneconomical to provide school supplies such as library books and sports equipment, when few students were available to use them for a few hours each day. Thus, it seems reasonable to suggest that the small, scattered teacher training institutions in Bendel State were run at low financial efficiency. They may have increased the burden of inspection and hampered development efforts in the State and in the entire country.

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19 Ibid., p. 114.

20 Ibid.

21 See Chapter III.

Grants for Capital Expenditure

Apart from grants for recurrent expenditures, the laws also made provision for the payment of grants to training institutions for major development projects and special purposes. Grants could be made to an approved Voluntary Agency, Local Education Authority or Local Authority for the building of institutions and the purchase of supplies such as books for libraries, maps and sports equipment.<sup>22</sup>

During the period under review, grants-in-aid for capital expenditure were modest, because most of the training colleges had been built and developed before Bendel State was created. For example, the Rural Training Centre at Asaba had been constructed with a Federal Government grant of over £65,000.<sup>23</sup>

The distribution of educational expenditure in Bendel State between 1963 and 1968 is shown in Table XXII. It is clearly indicated that the Regional (now State) Government's grant for capital expenditure on teacher education was only £12,000, that is, about 2.2 per cent of the total expenditure of £580,089 on education. It is quite obvious that investment priority was on technical and trade education, with the

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22 The Education Laws (CAP. 34), p. 193.

23 UNESCO: International Institute for Educational Planning, Financing of Education in Nigeria, p. 61.

Table XXII

Distribution of Capital Expenditure on Education  
in Mid-Western Nigeria, 1963-1968.

Type of Education	Amount in £	% of Total
Primary		
Secondary G. School	36,104	6.2
Teacher Training	12,000	2.2
Technical and Trade Schools	496,945	85.6
Unclassified	35,040	6.0
Total	580,089	100.0

Source: Mid-Western State of Nigeria, Ministry of Economic Development and Reconstruction, Annual Education Statistics 1967-68, Benin City, The Government Printer, (no date), Table 90.

lowest priority on teacher education. The Government did not embark on a big capital development programme of teacher training institutions apparently because it wanted to reorganize the system of teacher education inherited from the former Western Region. Full scale reorganization did not begin immediately after the creation of the State, partly because of indecision on the part of the Government and partly because of the political instability which followed the coup d'état of January 1966.<sup>24</sup>

Government capital expenditure on education is compared with recurrent expenditure in Table XXIII. Two significant facts emerge from the Table. First, capital expenditure which accounted for just 0.9 per cent had received very low priority in the expenditure for teacher education. As has been said earlier, it would appear that the Government was not anxious to embark on a huge capital development programme of teacher training institutions. Secondly, the considerable recurrent expenditure incurred by the Government showed that top priority at this time was the payment of teachers' salaries and students' allowances, and the maintenance of existing facilities.

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<sup>24</sup> See Chapter VIII.

Table XXIII

Comparison of Capital Expenditure with Recurrent Expenditure  
for Teacher Training Colleges in Mid-Western Nigeria,  
1963-1968.

Type of Expenditure	Amount in £	% of Total
Capital	12,000	0.9
Recurrent	1,259,081	99.1
Total	1,271,081	100.0

Source: Mid-Western State of Nigeria, Ministry of Economic Development and Reconstruction, Annual Education Statistics 1967-68, Benin City, The Government Printer, (no date), Tables 89 and 90.

Capital expenditure, as has been observed, was mainly financed by the Government of Bendel State. The average cost of a teacher training building, or of student place cannot be calculated or even roughly estimated because of inadequate statistical information.

#### Forms of External Aid<sup>25</sup>

External aid represents one of the main educational inputs in a developing country such as Nigeria. However, it is difficult to ascertain the amount of foreign aid to the country. Cerych<sup>26</sup> has given three main difficulties involved in assessing the amount of foreign aid. First, there is a general lack of data, especially in Nigeria where several recipients--the Federal Government, Regional (now State) Governments and within each Region several ministries and institutions--are involved. There is no common accounting centre for the registration of all external contributors. The second difficulty is that most of the external aid is made in the form of block grants or loans for a period of several

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<sup>25</sup> External aid to education is defined as all grants and loans (including the supply of personnel and equipment, the training of Nigerians abroad) which are specifically meant for use by the educational system.

<sup>26</sup> UNESCO: International Institute for Educational Planning, The Integration of External Assistance with Educational Planning in Nigeria, L. Cerych, Author, Louvain, Ceuterick, 1968, p. 17-18.

years, and, in most cases, the accounting system of both donors and recipients do not provide annual breakdowns. The third and perhaps the greatest difficulty is that it is not easy to decide whether to base the value of any item of external aid on the cost to the donor, on the benefit to the recipient, or on Nigeria's replacement cost. According to Cerych, the "cost to the donor concept is technically the most convenient one because the relevant data are the most easily available".<sup>27</sup>

Cerych has attempted to estimate the volume of aid to education in Nigeria, based on the "cost to the donor" concept. He estimated the aid at between £6 and £7.5 million in 1964.<sup>28</sup>

Teacher education, with which this study is primarily concerned, benefited from external aid in the form of financial support for Advanced Teacher Training Colleges during the period between 1963 and 1968. Each of the Regions of Nigeria--the North, East and West (including the Mid-West)--received 20 to 25 per cent of the total assistance of between £1,200 and £1,400 devoted to teacher education and the rest went to federal institutions.<sup>29</sup> It seems that aid was

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27 Ibid., p. 18.

28 Ibid., p. 8.

29 Ibid., p. 21.

distributed equally among the Regions without any consideration for the differences in size, population, and particular needs between these Regions.

Bendel State had no Advanced Teacher Training College during this period, and, as such, it did not benefit directly from the aid but indirectly through use, by students from the State, of the facilities provided in Western Nigeria. Since Bendel State was not given any separate financial aid, it is not possible to ascertain the unit cost or cost per student per annum.

The only direct way in which Bendel State benefited from external aid was through the supply of expatriate teachers for its training institutions. For Nigeria as a whole, the supply of teachers from external sources had been of considerable importance.<sup>30</sup> In 1965, 657 or 34 per cent of the 1925 teachers in the country's teacher training colleges were expatriates.<sup>31</sup> Forty-eight or 7 per cent of these expatriate teachers were in Bendel State.<sup>32</sup> Even though the number of these expatriate teachers in Bendel State was

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30 Segun Adesina, "The Place of Foreign Aid in Nigeria's Educational Finance, 1960-1968", The Quarterly Journal of Administration, Vol. 7, No. 4, July 1973, p. 468.

31 Ibid., p. 469-470.

32 Mid-Western Nigeria, Ministry of Finance and Economic Development, Annual Education Statistical Bulletin, 1965, Number 2, p. 32.

relatively small, when compared with the total number of teachers in teacher training institutions in the State, the forty-eight teachers constituted approximately 23 per cent of the 212 teachers.<sup>33</sup> A very significant fact which has emerged from this analysis is that Bendel State, like any other State in Nigeria, attached considerable importance to the services of expatriate teachers in a period when there was a perennial shortage of well qualified teachers.

In summation, recurrent investment in teacher education in Bendel State during the period under review had decreased by 1968 because of the decrease in student population and teaching staff in the teacher training institutions. Much more serious was the limited capital expenditure which did not permit the expansion of teacher education facilities. Steps which were taken to reform the method of financing teacher education in order to meet increasing costs and to expand facilities are considered in the following paragraphs.

## 2. Reforms of the Inherited Method, 1968-1976.

The inherited method of financing teacher education was reformed, when fundamental administrative reforms were carried out in the period between 1968-1976. New sources of funds had to be utilized to meet the increasing costs of

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<sup>33</sup> Ibid., p. 32.

teacher education, and financial management of training institutions had to be entrusted to new bodies, accountable to the Ministry of Education. Capital expenditure needed to be increased, so that laboratory and new physical facilities could be provided for the development of teacher education. There was also the need to obtain increased external aid to replenish Government's grants required for building facilities and developing teaching personnel. The reforms, in fact, were absolutely necessary.

#### New Sources of Financing Teacher Education

In 1968, the Government of Bendel State introduced the payment of fees into all the Grade Two Teacher Training Colleges in the State to supplement Government grants. The Government gave instructions to Local School Boards and principals of the colleges that the fees levied should be along the same line as those charged in secondary grammar schools. Thus, the following approved fees were chargeable in the Colleges:

- (a) Boarding - £30 per annum
- (b) Tuition - £20 (boys); £15 (girls)
- (c) Games - £1 p.a. (boys); 10s. p. a. (girls)
- (d) Library - £1 per annum.<sup>34</sup>

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<sup>34</sup> E. K. Clark, Commissioner for Education, An Address to the Staff and Students of Anglican Women Teacher Training College and Benin/Delta Teacher Training College, Benin City, on the 6th of November, 1968, p. 3. (Mimeographed from the Ministry of Education, Benin City).

The Grade Two Colleges began to run a five-year course on the same line as most secondary schools, and they needed facilities for the rapidly increasing student population. What seems clear is that the government could no longer bear the full cost of providing and expanding facilities for teacher education, and consequently, fees had to be charged.

When fees and other monies (except boarding fees) were collected, they were deposited into the appropriate funds of Local School Boards, but a portion of them was paid into the funds of the Ministry of Education as an assumed local contribution.

In 1973, the Government of Bendel State assumed direct responsibility for the financing of teacher education, because teacher education was too complex and expensive to be left in the hands of private interests. However, part of this financial responsibility was delegated to the Divisional Boards of Education and the State Board of Education which was responsible for co-ordinating the activities of the Divisional Boards. Changes were made in the fees introduced in 1968 and in government grants to training institutions, and new sources of income were prescribed for the Divisional Boards.

When the Government took over all the teacher training colleges in 1973, tuition fees were increased and

development fees introduced because of the escalating cost of teacher education. The total cost of education had increased from N3.22 million in 1963/64 to N19.12 million in 1971/72, an increase of about 494 per cent.<sup>35</sup> The approved fees charged in all the Grade Two Teacher Training Colleges in 1973 are given in Table XXIV. Boarding fees were charged by individual Divisional Boards, subject to the approval of the Commissioner for Education or his accredited representative.<sup>36</sup> Boarding fees chargeable were left to the discretion of the individual Divisional Boards, apparently because the costs of living varied from one Division to another, a vitally important point not taken into consideration in the 1968 fee schedule.

There was a noticeable change in Government's grant to teacher training colleges, apart from the changes identified with respect to the payment of school fees. Government grants were no longer fixed at a general annual rate, but at the rate of £15 (fifteen pounds) per student in attendance at the training colleges in the area of authority of a

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35 Tayo Akpata, Commissioner for Education, Mid-Western State of Nigeria, "Educational Policy and the Establishment of the Unified Service for Teachers", in Tayo Akpata, The Principles and Practice of Education in Mid-West Nigeria, Benin City, Mid-West Newspapers Corporation, (no date), p. 31.

36 The Education Edict, 1972, p. A44.

Table XXIV

Approved Fees Chargeable in Grade Two Teacher Training  
Colleges in the Mid-Western State of Nigeria, 1973.

Items	Boys £*	Girls £
Tuition fees	30	30
Development fees	5	5
Games fees	1	1
Library	1	1
Total	37	37

\* Nigeria changed to the decimal currency system on January 1, 1973. The units of the currency now used are the Naira and the Kobo. One hundred Kobo is equal to one Naira. In this chapter, units of the old Nigerian currency are used so as to maintain consistency with those used in the previous chapters. Two Naira is equal to £1 (one old Nigerian pound) and thus, the sum of N74.00 (seventy-four Naira) is equal to £37 (thirty-seven pounds).

Sources: Mid-Western State of Nigeria, State Government, Gazette, Edict No. 5 of 1973 - The Education Edict, 1972, Benin City, The Government Printer, 1973, p. A44; Federal Republic of Nigeria, Central Bank of Nigeria, Nigeria's Decimal Notes and Coins: "D" Day, 1st January, 1973, Specimens, Lagos, (no publisher), (no date), p. 1.

Divisional Board.<sup>37</sup>

Other funds and sources upon which a Divisional Board could draw upon for the support of a teacher training college within its area of jurisdiction consisted of;

- (a) any fees payable for services rendered by the Divisional Board
- (b) Voluntary grants and other subventions and endowments from local authorities, bodies or individuals
- (c) any monies which may accrue to the Divisional Board from any other sources.<sup>38</sup>

The Military Governor could require Local Authorities or other bodies and taxable adults to make monetary or other contributions towards the cost of teacher and other forms of education in the State.<sup>39</sup> He could ask that contributions be made to augment the income of a Divisional Board, so that it could meet its financial obligations or carry out major development or expansion programmes. There was need to get Local Authorities involved in the financing of education because, as noted earlier, the financial burden of education had increased enormously. Thus, parents of pupils in primary schools were asked to pay £1 for the promotion examination and

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37 Ibid., p. A31.

38 Ibid., p. A32.

39 Ibid., p. A33.

£1 for the primary six final examination of their children.<sup>40</sup>

The idea that Local Authorities should be encouraged to spend money for education and to keep self accounts had been recommended long before 1973.<sup>41</sup> The failure of the State Government and, in fact, of all other Governments in Nigeria to take prompt steps to implement the recommendation was another example of the inadequate attention given to recommendations made by educators and educational planners.

Any fees or revenue the Divisional Board collected or received were paid into an account and disbursed in a manner that was prescribed by the Commissioner for Education by circulars and in the Financial Memoranda.<sup>42</sup> This procedure was adopted to enable the Government to have a firm control over all sources of income for every Divisional Board and over the manner in which money was expended on teacher education:

Students in the Headmasters' Institute paid a consolidated fee of £100 (one hundred pounds) for boarding and

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40 Akpota, Commissioner for Education, Mid-Western State of Nigeria, "Educational Policy and the Establishment of the Unified Service for Teacher", p. 31.

41 Education and World Affairs, Committee on Education and Human Resource Development, Nigerian Human Resource Development and Utilization, New York, Education and World Affairs, 1967, p. 120; The Somade Report, p. 40.

42 The Education Edict, 1972, p. A32.

tuition for the one year course.<sup>43</sup> The Federal Government, in co-operation with the State Governments, launched, in 1968, a crash teacher training programme which provided bursaries for students who were admitted to Universities and Advanced Teacher Training Colleges, and wished to enter teaching on completion of studies.<sup>44</sup> Thus, students in the College of Education, Abraka, acquired free education largely because of the financial assistance they received from the Federal Government of Nigeria.

#### New Trends in Recurrent Expenditure

In the period between 1968 and 1973, the Government of Bendel State remained as the main source of recurrent expenditure for teacher training in the State. Before 1968, grants for Voluntary Agency teacher training colleges were made directly to proprietors of the respective colleges; but in the years 1968 to 1972, grants for general expenses were made to the proprietors through Local School Boards, and teachers' personal emoluments were paid by the Local School

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43 Rev. Fr. J. A. Planagan, Director of the Headmasters' Institute, "The Headmasters' Institute, Benin City", Education, An Official Publication by the Ministry of Education, Mid-Western State, Benin City, Vol. 6, No. 1, January 1974, p. 33.

44. See Chapter VI.

Boards.<sup>45</sup> Government, through the Ministry of Education, financed its own teacher training colleges.

Table XXV shows the total recurrent expenditure for teacher training institutions compared with other items of educational expenditure in 1970-1971. The sum of £248,391 spent for teacher training institutions represented 4 per cent of the total recurrent expenditure. Although this expenditure had increased significantly over the 1967-68 costs, the percentage point had not changed. This meant that the teacher education share of the total recurrent expenditure was small. The decrease in the number of teachers in teacher training institutions from 145 in 1969<sup>46</sup> to 144 in 1970<sup>47</sup> and lack of major salary increases accounted for the small share.

As Table XXVI shows, the average annual rate of increase in the recurrent expenditure for teacher training institutions in Bendel State between 1968 and 1973 was

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45 G. N. I. Enobakhare, Permanent Secretary, "The Ministry of Education and the School Boards", Education, An Official Publication by the Ministry of Education, Mid-Western State, Benin City, Vol. 2, No. 1, March 1969, p. 6.

46 Mid-Western State of Nigeria, Ministry of Economic Development, Annual Education Statistics 1969, Benin City, Mid-West Newspapers Corporation, (no date), p. 51.

47 Mid-Western State of Nigeria, Ministry of Economic Development and Reconstruction, Annual Education Statistics 1970, Vol. VI, Benin City, The Government Printer, (no date), p. 41.

Table XXV

Annual Recurrent Expenditure for Education in the  
Mid-Western State of Nigeria, 1970-1971.

Item of Expenditure	Amount in £	% of Total
General Administration Cost	733,028	13
Grant-in-aid Primary Schools	3,602,543	61
Grant-in-aid Secondary Schools	1,049,783	18
Grant-in-aid Teacher Training	248,391	4
Physical Education	4,544	0
Special Purposes	274	0
Domestic Science Equipment	2,332	0
Scholarships	244,178	4
Total	5,885,073	100

Sources: Mid-Western State of Nigeria, Ministry of Economic Development and Reconstruction, Annual Education Statistics 1970, Vol. VI, Benin City, The Government Printer, (no date), p. 54; Mid-Western State of Nigeria, Ministry of Home Affairs, Approved Estimate of the Government of Mid-Western State of Nigeria, 1970-71, including Memorandum, Benin City, Ministry of Home Affairs, Printing and Stationery Division, 1970, p. 59-63.

Table XXVI

Recurrent Expenditure for Teacher Training Institutions  
in the Mid-Western State of Nigeria, 1968-1973.

Year	Amount in £	Annual rate of increase in %
1968-69	151,709	
1969-70	165,820	20.86
1970-71	248,391	
1971-72	339,000	
1972-73	352,560	

Sources: Mid-Western State of Nigeria, Department of Internal Affairs and Information, Estimates 1969-70 (including Memorandum), Benin City, Department of Internal Affairs and Information, Printing Division, 1969, p. 49-54; Mid-Western State of Nigeria, Ministry of Home Affairs, Approved Estimates of the Government of Mid-Western State of Nigeria, 1970-71, including Memorandum, Benin City, Ministry of Home Affairs, Printing and Stationery Division, 1970, p. 59-63; Mid-Western State of Nigeria, Ministry of Finance, Estimates 1972-73 (including Memorandum and Military Governor's Statement), Benin City, The Government Printer, (no date), p. 61-74.

20.86 per cent. The increase between 1970-1972 was particularly high partly because of the increase in the number of teachers from 144 in 1970 to 211 in 1972<sup>48</sup> and partly because of the increase in salaries paid on the recommendations of the Wages and Salaries Review Commission.<sup>49</sup>

Students in Grade Two Teacher Training Colleges were no longer paid allowances as from 1969.<sup>50</sup> Consequently teacher education unit costs represented just Government grants and bursaries paid directly to the College of Education.<sup>51</sup> The average annual grant per trainee made by the Government of Bendel State in 1968 and 1971 is shown in Table XXVII. The increase in the unit cost from £68 in 1968 to £73 in 1971 was as a result of the appointment of highly qualified teachers (mostly university graduates) for the new Government institutions--the Headmasters' Institute and the College of

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48 Mid-Western State of Nigeria, Ministry of Education, Educational Statistics of the Mid-Western State of Nigeria, 1972, Benin City, Mid-West Mass Communication Corporation, (no date), p. 77.

49 Federal Republic of Nigeria, Federal Government, White Paper on the Second and Final Report of the Wages and Salaries Review Commission, 1970-71, Lagos, Federal Ministry of Information, 1971, p. 5.

50 Teacher education in Grade Two Teacher Training Colleges was no longer free; students were required to pay fees with effect from 1969.

51 J. W. Hanson, Ed. Secondary Level Teachers: Supply and Demand in Nigeria, East Lansing, Michigan State University, 1973, App. D. p. 3.

Table XXVII

Estimates of Average Annual Recurrent Costs Per Student  
in Teacher Training Institutions, Mid-Western State  
of Nigeria, 1968 and 1971

Year	No. of Students	Total Cost in £	Cost Per Student in £
1968	2,220	151,709	68
1971	3,461	248,391	73

Sources: Mid-Western State of Nigeria, Ministry of Education, Educational Statistics of the Mid-Western State of Nigeria, 1972, Benin City, Mid-West Mass Communication Corporation, (no date), p. 73; Mid-Western State of Nigeria, Department of Internal Affairs and Information, Estimates 1969-1970 (including Memorandum), Benin City, Department of Internal Affairs and Information, Printing Division, 1969, p. 49-54; Mid-Western State of Nigeria, Ministry of Home Affairs, Approved Estimates of the Government of Mid-Western State of Nigeria, 1970-1971, including Memorandum, Benin City, Ministry of Home Affairs, Printing and Stationery Division, 1970, p. 59-63.

Education--bringing the total number of teachers on strength to 192 in all the teacher training institutions.

Although the numerical strength of the staff had increased in response to the enlarged enrolment in the institutions, the teacher/student ratio of 1:18 had not yet met the accepted standard of 1:20.<sup>52</sup> If the enlarged student population was accompanied by an increased teacher/student ratio, savings and efficient utilization of staff and facilities could have been achieved.

Government teacher training institutions were, as noted earlier, operated at a much higher cost than the assisted institutions. The costs were very high and not related to the number of students. In 1971, the average cost per student in Government institutions was £175, but the cost per student in assisted institutions was £64.<sup>53</sup>

In 1974, the Federal Military Government took over the financial responsibility of all the Grade Two Teacher Training Colleges in Bendel State and in other parts of the

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52 See Chapter III.

53 Mid-Western State of Nigeria, Ministry of Education, Educational Statistics of the Mid-Western State of Nigeria, 1972, Benin City, Mid-West Mass Communication Corporation, (no date), p. 73; Mid-Western State of Nigeria, Ministry of Home Affairs, Approved Estimates of the Government of Mid-Western State of Nigeria, 1970-71, including Memorandum, Benin City, Ministry of Home Affairs, Printing and Stationery Division, 1970, p. 59-63.

country.<sup>54</sup> The Federal Government assumed this responsibility, having realized that the supply of trained teachers in adequate numbers was crucial to the success of the U.P.E. scheme, scheduled for inauguration in September 1976.

This is very crucial to the U.P.E. scheme in particular and the whole educational system in general. The Federal Government will assume full financial responsibility for the scheme both on capital and recurrent accounts.<sup>55</sup>

The Federal Government did not assume full financial responsibility for the Advanced Teacher Training Colleges, built by the State Governments, ostensibly because of the huge capital and recurrent expenditure implications of the U.P.E. scheme and the Federal Government's full responsibility for all Grade Two Teacher Training Colleges in the country and its Advanced Teacher Training Colleges.

Information is not available for the calculation of the recurrent unit costs in the Grade Two Teacher Training

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54 Colonel George Agbazika Innih, Military Governor of Bendel State of Nigeria, "An Address to Principals of Post-Primary Educational Institutions in the State at the Festival Hall, Military Governor's Office, on Friday, 12th December, 1975", Education, An Official Publication by the Ministry of Education, Mid-Western State, Benin City, Vol. 8, No. 1, April 1976, p. 5; Federal Republic of Nigeria, Federal Ministry of Information, Recurrent and Capital Estimates of the Government of the Federal Republic of Nigeria, 1975-76, Lagos, Federal Ministry of Information, Printing Division, 1975, p. 128.

55 Federal Republic of Nigeria, Federal Ministry of Economic Development, Third National Development Plan, 1975-80, Lagos, Federal Ministry of Information, (no date) p. 248.

Institutions in Bendel State. Although this calculation is not possible, there is no doubt that the cost per student in the institutions increased in 1975/76 as a result of the number of teachers (N.C.E. and graduate teachers), which had increased from 154 in 1973/74 to 232 in 1975/76,<sup>56</sup> and salary increases which had been recommended by the Udoji Commission.<sup>57</sup>

Recurrent expenditure for the Headmasters' Institute, Benin City and the College of Education, Abraka, was borne by the State Government. Table XXVIII shows that the recurrent expenditure for the two types of institutions in the period between 1973 and 1976 was £1,583,300 out of which £1,030,660 or 65 per cent was spent in 1975/76. The expenditure included teachers' emoluments and allowances, such as vehicle and transport allowances. The average rate of increase was 172 per cent, and the average cost per student

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56 Bendel State of Nigeria, Ministry of Education, Summary of Educational Statistics of Bendel State of Nigeria, 1963-1976/77, Benin City, Ministry of Education, (no date), p. 46.

57 Federal Republic of Nigeria, Federal Ministry of Information, Report of the Wages and Salaries Review Commission, J. F. Udoji, Chairman, Lagos, Federal Ministry of Information, (no date), p. 11-18. Henceforth, this Report will be called The Udoji Report.

Table XXVIII

Recurrent Expenditure for the Headmasters' Institute and the College of Education, Bendel State of Nigeria, 1973-1976.

Year	Amount in £ <sup>58</sup>	Annual Rate of Increase in %
1973-74	140,210	
1974-75	412,430	172
1975-76	1,030,660	
Total	1,583,300	

Sources: Mid-Western State of Nigeria, Ministry of Finance, Estimates 1974-75, (including Memorandum and Budget Speech), Benin City, The Government Printer, (no date), p. 94 and 293; Mid-Western State of Nigeria, Ministry of Finance, Estimates, 1975-76, (including Memorandum and Budget Speech); Benin City, The Government Printer, 1975, p. 188 and 395.

<sup>58</sup> All sums of money shown on this and on subsequent pages have been converted from Naira to pounds. Two Naira is equal to one pound.

had increased from £33 in 1973 to £90 in 1975/76.<sup>59</sup> One of the reasons for this remarkable rate of increase was the impact of salary increases recommended by the Udoji Commission. Another major reason was the increase in the number of teachers (especially university graduates) from 594 in 1973 to 1123 in 1976.<sup>60</sup>

It is clear from the above analysis that the Government of Bendel State had significantly increased its recurrent expenditure for the two institutions in the period between 1974 and 1976. It would appear that the Government was anxious to increase the supply of headmasters and headmistresses for the U.P.E. scheme and to provide highly qualified non-graduate teachers for secondary schools and teacher training institutions in the State and in other parts of Nigeria.

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<sup>59</sup> Mid-Western State of Nigeria, Ministry of Finance, Estimates, 1974-75 including Memorandum and Budget Speech, Benin City, The Government Printer, (no date), p. 94; Mid-Western State of Nigeria, Ministry of Finance, Estimates, 1975-76, including Memorandum and Budget Speech, Benin City, The Government Printer, 1975, p. 188; Bendel State of Nigeria, Ministry of Education, College of Education, Abraka: Student Enrolment and Number of Teachers, 1969-1976, Benin City, (no publisher), (no date), p. 1.

<sup>60</sup> The figures were calculated from the following documents: (1) The Director of Studies' Report, Headmasters' Institute, 1976 (2) The Provost's Report, College of Education, Abraka, 1975 (3) Mid-Western State of Nigeria Government Estimates, 1973-1976.

Increased Capital Expenditure

The grant for capital expenditure was small before 1968 because of the political crisis which slowed down development efforts in Nigeria. After that year, the desire to increase the supply of qualified teachers for the school system forced Governments in the Federation to begin to expand the existing teacher education facilities and to establish new ones.

In Bendel State, the Government made grants for building projects and the provision of facilities in teacher training colleges. Table XXIX shows that Grade Two Teacher Training Colleges had the largest share of the capital investment (£5,013,790) in three levels of teacher training institutions during the period under review.

There were several reasons for the capital expenditure for Grade Two Teacher Training Institutions to be so high. First of all, repairs, at a cost of £12,000,<sup>61</sup> were carried out on the institutions' buildings which were damaged during the Civil War in Nigeria.

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<sup>61</sup> Mid-Western State of Nigeria, Department of Internal Affairs and Information, Estimates, 1969-70, (including Memorandum), Benin City, Department of Internal Affairs and Information, Printing Division, 1969, p. 161; Mid-Western State of Nigeria, Ministry of Home Affairs, Approved Estimates of the Government of Mid-Western State of Nigeria, 1970-71, (including Memorandum), p. 185.

Table XXIX

Capital Expenditure for Teacher Training Institutions  
in Bendel State of Nigeria, 1968-1976.

Level of Institution	Amount in £	% of Total
Grade Two Teacher Training Colleges		
(a) Repairs and Expansion (1968-1975) = £1,959,330		
(b) Federal Government's Grant (1974-1976) = £1,550,000	3,509,330	70.0
Headmasters' Institute	30,000	0.6
College of Education	1,474,460	29.4
Total	5,013,790	100.0

Sources: These figures were compiled from the following documents: (a) Mid-Western State of Nigeria Government Estimates, 1969-1976; (b) Mid-Western State of Nigeria Development Plans, 1970-1974 and 1975-1980.

A more important reason for the large volume of capital investment was the general expansion of educational facilities in Nigeria between 1970 and 1974. In its Second Development Plan, the Federal Government had expressed its determination to develop and expand "education at various levels in order to achieve higher enrolment ratios as well as improved quality ...".<sup>62</sup> The Government of Bendel State also indicated its intention to expand all levels of education in order "to meet the manpower needs of both the State and the Federation".<sup>63</sup>

Thus, the teacher training projects outlined in the Bendel State Plan were aimed at "a quantitative and qualitative expansion, commensurate with the increasing needs of the educational system". The expansion included the provision of science laboratory facilities in all the Grade Two Teacher Training Colleges at an estimated cost of £100,000 and the restoration (at a sum of £6,000) of five teacher training colleges which were damaged during the Civil War.<sup>65</sup>

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62 Federal Republic of Nigeria, Federal Government, Second National Development Plan, 1970-74, Lagos, Federal Ministry of Information, Printing Division, 1970, p. 237.

63 Mid-Western State of Nigeria, Ministry of Economic Development and Reconstruction, Development Plan 1970-74, Benin City, The Government Printer, (no date), p. 49.

64 Ibid., p. 52.

65 Ibid.

These sums of money did not adequately cover the envisaged expansion; consequently the policy-makers in the State were forced to revise markedly the estimate upward to £1,897,330.<sup>66</sup>

The third major reason why the capital investment in Grade Two teacher education was so huge was that the Federal Government made a grant to the Government of Bendel State for the development and expansion of the colleges in the State. In fact, since 1974, the Federal Government had assumed full financial responsibility for the recurrent and capital expenditure for all these colleges throughout the country, the aim being to increase the supply of trained teachers for the U.P.E. scheme inaugurated in September 1976. The capital expenditure required for the expansion of the training institutions was enormous:

The capital expenditure required to adequately equip teacher training institutions in terms of providing the physical facilities necessary to permit the enrolment of the large number of trainees envisaged is considerable. A bulk allocation of N200 million has been earmarked for this vital programme.<sup>67</sup>

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<sup>66</sup> Mid-Western State of Nigeria, Ministry of Finance, Estimates 1974-75 including Memorandum and Budget Speech, Benin City, The Government Printer, (no date), p. 321.

<sup>67</sup> Federal Republic of Nigeria, Federal Ministry of Economic Development, Third National Development Plan, 1975-80, Lagos, Federal Ministry of Information, (no date), p. 251.

The initial amount of £500,000<sup>68</sup> allocated to the Grade Two Teacher Training Colleges in Bendel State in 1974/75 was inadequate and had to be augmented with £50,000<sup>69</sup> by the Government of Bendel State. The inability of the Federal Government to know the precise amount to be allocated to the institutions was, as has been said, the result of inadequate attention given to the warning of economic advisers and educational planners. Having realized its mistake in its initial capital allocation, the Federal Government increased the subsequent allocation substantially to a sum of £1,050,000 in 1975/76.<sup>70</sup>

The Federal Government's source of financing teacher education and the U.P.E. schemes was its 50 per cent share of all excise duties but, more importantly, was its control of all off-shore revenues.<sup>71</sup> The Mid-Western and Rivers States had argued for two years about who should get these

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68 Mid-Western State of Nigeria, Ministry of Finance, Estimates 1974-75, including Memorandum and Budget Speech, p. 299.

69 Ibid., p. 321.

70 Mid-Western State of Nigeria, Ministry of Finance, Estimates, 1975-76 (including Memorandum and Budget Speech), Benin City, The Government Printer, 1975, p. 399.

71 David G. Offensend, "Centralization and Fiscal Arrangements in Nigeria", The Journal of Modern African Studies, Vol. 14, No. 3, September 1976, p. 510-511.

off-shore revenues.<sup>72</sup> In 1971, the Federal Government declared all off-shore revenues to be federal retroactive to 1969, when the argument began.<sup>73</sup> In fact, since 1970, fiscal power had shifted from the States to the Federal Military Government. The Federal Government used this power not only to implement its educational plans, but also "to alleviate inter-state economic disparities and thus to promote national harmony and unity".<sup>74</sup>

The Headmasters' Institute, with a grant of £30,000, had the lowest capital allocation. When the Institute was founded in 1969, there was no capital expenditure on it, because it occupied the premises and used the facilities of the then Benin/Delta Teacher Training College, Benin City. In fact, it did not require additional buildings in the years 1969 to 1974 because student enrolment was small.<sup>75</sup> When plans were made to increase the enrolment so that the Institute could produce about 1,067 additional headmasters, the Government of Bendel State made an initial grant of £30,000 in 1975/76 to the Institute to begin an expansion programme which consisted of the building of additional

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72 Ibid., p. 510-511.

73 Ibid.

74 Ibid., p. 513.

75 See Chapter III.

classrooms, students' hostels, an assembly hall, a library and an administration block.<sup>76</sup> The Government of Bendel State was fully responsible for the capital expenditure as the Institute was one of the educational institutions in the State, to which the Federal Government did not extend its jurisdiction.

Capital expenditure for the College of Education, Abraka, was second, in volume, to the expenditure for Grade Two Teacher Training Colleges in the State as Table XXIX illustrates. The College, like the Headmasters' Institute, was founded in 1969, and it temporarily occupied the premises of the defunct Government College Abraka; consequently it did not require more than £66,570 to start work on its permanent site.<sup>77</sup> In the years 1970-74, the institution received a bigger grant of £1,207,890<sup>78</sup> for the construction of staff quarters, new buildings and science laboratory for in-service training and for the provision of equipment on

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<sup>76</sup> Mid-Western State of Nigeria, Ministry of Economic Development, Mid-Western State Programme 1975-80 of the Third National Development Plan, 1975-80, Benin City, Mid-West Mass Communication Corporation, (no date), p. 57.

<sup>77</sup> Mid-Western State of Nigeria, Department of Internal Affairs and Information, Estimates, 1969-70 (including Memorandum), p. 161.

<sup>78</sup> Mid-Western State of Nigeria, Ministry of Finance, Estimates 1974-75, (including Memorandum and Budget Speech), p. 321.

the permanent site. In 1975/76, the State Government made a further grant of £200,000<sup>79</sup> for the expansion of building facilities, required for an expected increase in enrolment.<sup>80</sup> It is worth noting that the Federal Government had no full financial responsibility for all Colleges of Education in Nigeria except that it made a grant of £13,750,000 to all of them for expansion purposes.<sup>81</sup>

It is not possible to compare capital expenditure for all levels of teacher training institutions with the recurrent expenditure for these institutions in Bendel State, because detailed information is not available. However, a comparison of capital expenditure for the Headmasters' Institute and the College of Education with recurrent expenditure for these two institutions reveals two vitally important facts. First, the capital expenditure for the Headmasters' Institute was proportionately far greater than the institution's share of recurrent expenditure as Table XXX shows.

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79 Mid-Western State of Nigeria, Ministry of Finance, Estimates 1975-76, (including Memorandum and Budget Speech), p. 414.

80 Mid-Western State of Nigeria, Ministry of Economic Development, Mid-Western State Programme 1975-80 of the Third National Development Plan, 1975-80, p. 59.

81 Federal Republic of Nigeria, Federal Ministry of Economic Development, Third National Development Plan 1975-80, p. 256.

Table XXX

Comparison of Capital Expenditure with Recurrent Expenditure for the Headmasters' Institute and the College of Education in Bendel State of Nigeria, 1975-1976.

Name of Institution	Recurrent Expenditure	% of Total	Capital Expenditure	% of Total
Headmasters' Institute	£ 30,660	3	£ 30,000	13
College of Education	£ 1,000,000	97	£ 200,000	87
Total	£ 1,030,660	100	£ 230,000	100

Source: Mid-Western State of Nigeria, Ministry of Finance, Estimates, 1975-76 (including Memorandum and Budget Speech), Benin City, The Government Printer, 1975, p. 188, 395 and 414.

The development and expansion projects carried out in the Institute appeared to have consumed a large volume of capital grant. Second, the College of Education undoubtedly had a commanding share of both capital and recurrent costs. The College was more expensive to run largely because of its size. In 1974/75, for example, the College had an enrolment of 300 students,<sup>82</sup> whereas the Headmasters' Institute had just 121 on roll.<sup>83</sup> Thus, the College required not only a larger number of teachers but also bigger buildings and more numerous facilities. Besides, it would appear that the in-service training centre and the science curriculum development centre built at Abraka and the services provided there contributed to the huge capital and recurrent costs of the College.

The breakdown of capital costs according to items of expenditure is not available and as such, it is not possible to assess the capital unit costs or an average cost of a teacher training building. What can be said is that much

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82 Bendel State of Nigeria, Ministry of Education, College of Education, Abraka: Student Enrolment and Number of Teachers, 1969-1976, Benin City, (no publisher), (no date), p. 1.

83 V. C. Ukponu, Director of Studies at the Headmasters' Institute, Progress Report on the Headmasters' Institute at the Congregation for the Award of the Associateship Certificate in Education of the University of Ibadan to the 1975 Class of the Headmasters' Institute, Benin City, on the 11th of June 1976, p. 2. (Mimeographed from the Headmasters' Institute, Benin City).

attention was paid to the construction of new classrooms and students' hostels during the period under review.

#### Wider Forms of External Aid

In the years 1963 to 1968, as has been mentioned, one of the main parts of external aid to education in Bendel State took the form of instructional services provided by teachers from England (VSO and GVSO), Canada (CUSO), the United States of America (PCV) and other countries of the world. The number of these expatriate teachers decreased, after some training colleges in the State had been closed or merged, as part of the reorganization and reforms of teacher education.

In the period between 1969 and 1976, external aid to education in the State once again increased and it took various forms. The first Director of the Headmasters' Institute, Rev. Fr. J. A. Flanagan, was an expatriate. Also, a number of expatriate teachers were recruited for Grade Two Teacher Training Institutions. For example, in 1970, nine or 6.9 per cent of the 131 teachers in these institutions were expatriates.<sup>84</sup>

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<sup>84</sup> Mid-Western State of Nigeria, Ministry of Economic Development and Reconstruction, Annual Education Statistics, 1970, Vol. VI, p. 40.

The biggest beneficiary of external assistance in the period under review was the College of Education. The earliest form of aid was given for the establishment and operation of the College. The United Nations Development Programme (UNDP) assisted the construction project of the institution with £32,000 worth of equipment.<sup>85</sup> The unit cost or average cost of each item of the equipment cannot be calculated or even roughly estimated because the breakdown of the total cost is not available. The UNDP also provided £311,000 for the cost of specialist teachers for over a five year period.<sup>86</sup> Again, the average cost per student per annum cannot be estimated because the annual breakdown of the total cost is not available.

The University of London, under a technical assistance programme, gave assistance in the form of moderation of examinations for the award of the Nigeria Certificate in Education (N.C.E.), while the French Government and the British Council provided lecturers in French and English

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85 Mid-Western State of Nigeria, Ministry of Economic Development and Reconstruction, Development Plan, 1970-74, p. 52.

86 Ibid.

respectively.<sup>87</sup> As mentioned earlier, the United Nations Educational, Scientific and Cultural Organization (UNESCO) supplied eight specialists in English, French, Mathematics, Physics, Chemistry and Biology, and a Chief Technical Adviser.

Another kind of assistance which the UNESCO gave to the college took the form of retraining members of the staff of the institution abroad to enable them to keep abreast of modern educational trends. For this purpose, seven UNESCO fellowship awards had been utilized by some staff members between 1971 and 1975, and five more awards were made before the end of 1976 to study subjects such as institutional administration, languages and science.<sup>88</sup>

Accounts of the costs borne by the external aid donors in respect of some of their schemes were not published. Therefore, it is not possible to calculate or even roughly estimate the value of these awards or other forms of assistance to which price tags were not specifically attached.

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87 Tayo Akpata, Commissioner for Education, "The History of Abraka and the Need for Dedication to Teaching", in Tayo Akpata, The Principles and Practice of Education in Mid-West Nigeria, Benin City, Mid-West Newspapers Corporation, (no date), p. 4.

88 G. O. Messiri, Provost's Report on the Occasion of the 3rd Graduation Ceremony of the College of Education, Abraka, on 18th April, 1975, p. 8. (Mimeographed from the Bendel State Library, Benin City).

However, it seems clear from the above analysis that most of the external aid to teacher education in the State since 1969 has been absorbed by the College of Education. It would appear that foreign aid was greatly sought for the development and expansion of Colleges of Education in Nigeria in order to increase the supply of secondary school teachers. There was the fervent desire to meet the Ashby target--that the ratio of Grade One teachers to graduate teachers in secondary schools and in teacher training colleges should be 1:1.<sup>89</sup> Also, Governments were anxious to eventually reduce the country's dependence on foreign teachers for post-primary institutions.<sup>90</sup> Unfortunately, primary teachers' colleges were not given as much attention.

In conclusion, the involvement of the Government of Bendel State in teacher education in 1963-68 included the provision of grants-in-aid of Voluntary Agency and Local Education Authority colleges and the expenditure in respect of its own institutions. The comparatively limited external aid to teacher education during this period took the form of supply of expatriate teachers. Besides, the State benefited from the supply of teachers, trained in the Advanced Teachers' Colleges which were built with external aid in some other

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89 See Chapter III.

90 See Chapter VI.

parts of the country.

In the period between 1968 and 1976, the method of financing teacher education was reformed in order to meet the rising costs of teacher education. In 1969, fees were introduced into Grade Two Teacher Training Institutions and charged in the Headmasters' Institute opened in that year. The State Government's grants were vastly increased to meet the increased recurrent and capital costs of teacher education. In 1974, the Federal Government's assumption of full financial responsibility for all Grade Two Teacher Training Colleges in Nigeria was aimed at producing teachers for the U.P.E. scheme which was going to be launched two years later. Primary teachers' colleges now began to receive the de facto attention which the secondary school teachers' colleges had already begun to receive.

The Government of Bendel State, however, remained as the principal source of grants for recurrent and capital expenditure in the Headmasters' Institute and in the College of Education. These grants were made through the Ministry of Education which was responsible for the overall financial management of all education.

## SUMMARY AND CONCLUSIONS

The foregoing was an analysis of the system of teacher education followed in Bendel State, Nigeria, from 1963 to 1967 inclusive, and an examination of the major reforms effected in it between 1968 and 1976. However, a survey of the forms of education in Nigeria prior to 1963 was deemed necessary to situate this recent period in relation to the past.

Chapter I, a historical survey prior to 1963, showed that the earliest form of education in Nigeria was the traditional education, followed by Islamic education, introduced by Muslim scholars and traders from North Africa. The effectiveness of these forms of education was soon weakened by the Western type of education, introduced into Nigeria by Christian missionaries in the 19th century. This Western education, including teacher education, gained ascendancy very fast because it enabled people to secure jobs in churches, in government, or in commerce. In fact, it became the very basis of modern education in Nigeria.

When Bendel State was created in 1963, it inherited from the former Western Region of Nigeria a formal system of teacher education, introduced during the colonial era. The analysis presented in Chapters II to IX inclusive aimed at providing proper understanding of the nature of this system and its reforms. During the course of this analysis,

an attempt was made to answer the following four main questions: What were the changes and modifications carried out in the system of teacher education inherited by Bendel State, Nigeria? Why were these reforms carried out? What forces made the reforms possible? What aspects of the system were retained after the changes and modifications were made?

The survey of relevant sources showed that there was an expansion of facilities in the first phase of the development of teacher education. After the creation of the State, the teachers supplied from the inherited training institutions--Grades Three, Two and One Colleges--were grossly inadequate for the school system. The closure of Grade Three Colleges in 1963 and the only Grade One College, in 1967, because of the poor quality of the teachers trained in them, compounded the teacher supply problem. One of the major steps taken to solve this problem was the expansion of the existing Grade Two Colleges in 1968, aimed at coming to grips with the chronic shortage of trained teachers in primary schools. The establishment, in 1969, of the Headmasters' Institute to produce competent headmasters and headmistresses for primary schools, and of the College of Education to supply N.C.E. teachers for post-primary institutions was also part of the wider effort to tackle the teacher supply problem.

The survey has also shown that the second phase of development was concerned with the modernization of the

inherited curriculum. Before its modernization, the curriculum consisted of academic and professional subjects, but the academic subjects had predominantly literary content, except Grade One College subjects which had practical and agricultural content. The predominantly literary content served a useful purpose in that it was used to prepare teachers for schools, where much emphasis was placed upon literary subjects.

After 1967, it became necessary to enlarge and diversify the curriculum to meet the changing needs of a State that was anxious to catch up with the developed world. As has been shown in this study, reforms were carried out in 1968, so as to give due importance to science and agricultural subjects without sacrificing literary and professional subjects in the curriculum. The reforms reflected Government's determination to supply highly educated teachers for the preparation of men and women for an industrial and agricultural revolution.

Initially, most of the teachers who taught the content of the curriculum possessed qualifications which were lower than those of university graduates, and some possessed no teaching qualifications at all. If teachers required for the scientific and economic revolution were to be adequately trained, their instructors had to have strong academic and professional qualifications. The establishment of the College of Education in 1969, and the subsequent expansion of

university facilities enabled training institutions to have a regular and increased supply of these teacher trainers.

Finally, the third phase in the development of teacher education was concerned with an analysis of the reforms of the administration and financing of teacher education. It was pointed out that no reform of the inherited system was undertaken during the civilian regime (1963-1966) in Bendel State. The administration of teacher education which was then based upon a partnership between the State Government and Local Government Authorities and Voluntary Agencies was neither modified nor changed when the Military came to power in 1966. The need to encourage the participation of local people in the administration of Voluntary Agency educational institutions, and to improve the salaries and conditions of service of teachers who taught in them made the Military Government create State and Local School Boards in 1968 to run all Voluntary Agency educational institutions.

Although there was evident improvement in the conditions of service of Voluntary Agency teachers, the Government felt that the reforms were not far-reaching enough; teachers' salaries and conditions of service had to be further improved, and more local people asked to get actively involved in the administration of all education. Thus, in 1973, the Government took over all training and other educational institutions, and placed them under the administration of newly

constituted State and Divisional Boards of Education. The Ministry of Education, however, remained as the highest administrative and supervisory authority for all educational institutions, the role it had played since the colonial era.

Apart from the administrative changes, the Government carried out some financial reforms. Before 1968, the Government was the principal source of financing teacher education, although a relatively small amount of external aid was also utilized. The introduction of fees into training colleges in 1968 was due largely to the rising costs of teacher education, which were consuming a large proportion of Government's annual budget. The provision made in the Education Edict, 1972 for the utilization of voluntary grants and other subventions was further recognition by the Government of the need to explore newer sources of financing the increasingly expensive teacher education.

It is worth emphasizing that, while necessary reforms and changes were effected, some of the features of the inherited system of teacher education, such as the provision for Grade Two teachers, the literary content of the curriculum, and college administration by the Ministry of Education were not discarded, because they were considered to be essential to societal stability and the development process itself. Besides, the plans made by the former civilian regime, such as the plans to build the College of Education, Abraka, and

to create School Boards, were not discarded by the Military regime which came to power in 1966, but were executed with modifications which did not cause major ruptures to teacher education. Thus, the history of teacher education in the State can be seen as the history of continuity and change, reflecting inherited values and emerging needs.

The Federal Government's increased, in fact, commanding role in the planning, administration and financing of education throughout the country immediately after the civil war was designed to co-ordinate an integrated and balanced development of education. It was also a deliberate attempt to provide ample educational opportunities for Nigerians and thus, to foster national harmony and unity.

However, it would appear that experienced proprietors of former Voluntary Agency educational institutions were not given a major rôle to play in the new educational administration established in 1973, except to participate in the preparation of a syllabus for religious and moral instruction. A successful teacher education development requires sound managerial experience and intimate knowledge of the people for whom development programmes are designed. Besides, local interest should be vigorously aroused, and support, actively sought, if development efforts are to produce concrete results. The accumulated experience of the proprietors in these areas should have been tapped and utilized in spite of their

limitations.

Within the scope of this study, the development and change of teacher education in non-university institutions have been discussed. It should be remembered, however, that the Faculty of Education, University of Benin, Benin City, has not been considered, as it was created in the 1975/76 academic year which was the terminal point of this study. When the Faculty grows to maturity and its departments become properly organized, it may well become a worthwhile subject of research.

Finally, it is hoped that this study will provide a basis for further research by students interested in the development of teacher education. It would appear that the training institutions reported in this study have not been developed at the same pace. Thus, further research could be pursued by collecting, compiling and analysing data in respect of the institutions whose facilities, curriculum and internal administration have been greatly developed. The study should verify and analyse the factors which have exerted and will continue to exert powerful influence upon the development. Findings from the study could be utilized by educational authorities in genuine efforts to accelerate the development of the other training institutions.

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Federal Republic of Nigeria, Federal Government, White Paper on the Second and Final Report of the Wages and Salaries Review Commission, 1970-71, Lagos, Federal Ministry of Information, 1971, 15 p.

The paper outlines Federal Government's decisions on the report of the Wages and Salaries Review Commission. It was used selectively.

-----, Federal Ministry of Economic Development and Reconstruction, Second National Development Plan, 1970-74: First Progress Report, Lagos, The Government Printer, 1972, 312 p.

A progress report on the execution of Nigeria's five-year development plan. This source illustrates the practical efforts made by the Governments in Nigeria to increase the supply of teachers for the production of manpower.

-----, Federal Ministry of Economic Development, First National Development Plan, 1962-68, Lagos, Federal Ministry of Information, (no date), 285 p.

A description of plans for industrial, commercial, agricultural and social development of Nigeria. The source also indicates the plans of Regional (now State) Governments to close Grade Three Teachers' Colleges, and to upgrade the quality of Grade Three teachers.

-----, Federal Ministry of Economic Development, Third National Development Plan, 1975-80, Lagos, Federal Ministry of Information, (no date), 354 p.

This plan includes the expansion of teacher education facilities and the award of scholarships to people who are interested in training for the teaching profession.

-----, Federal Ministry of Education, "Education for National Mobilization", Report of the Study Committee on Education, B. Somade, Chairman, (no place), (no publisher), October 1970, iii-363 p.

A review of the educational system in Nigeria and an analysis of its defects. The report makes detailed recommendations for reforms, emphasizing the need to improve the quality of teachers produced for the school system. It was a very valuable source.

-----, Federal Ministry of Education, Statistics of Education in Nigeria, 1965, Lagos, Federal Ministry of Information, (no date), 132 p.

Tabulated statistical data on enrolment and number of teachers in all levels of educational institutions throughout the country. This source was used selectively.

Federal Republic of Nigeria, Federal Ministry of Education, "Teacher Education and National Development", Report of the First National Conference of Principals of Teachers' Colleges, August 8-13, 1971, Volume One: Conference Proceedings, Lagos, The Nigerian National Press, 1971, 58 p.

A summary of discussions and recommendations on the content of teacher education, teacher evaluation and the role of Teachers' Unions in the development of teacher education.

-----, Federal Ministry of Information, Recurrent and Capital Estimates of the Government of the Federal Republic of Nigeria, 1974-75, Lagos, Federal Ministry of Information, Printing Division, 1974, xxxvi-411 p.

This document contains approved estimates of the recurrent and capital expenditure of the Federal Government of Nigeria in the 1974-75 financial year. It was used selectively.

-----, Federal Ministry of Information, Recurrent and Capital Estimates of the Government of the Federal Republic of Nigeria, 1975-76, Lagos, Federal Ministry of Information, Printing Division, 1975, xxxviii-469 p.

This document contains approved estimates of the recurrent and capital expenditure of the Federal Government of Nigeria in the 1975-76 financial year. The table of capital expenditure on teacher education was very useful for this study.

-----, Federal Ministry of Information, Report of the Wages and Salaries Review Commission, J. F. Udoji, Chairman, Lagos, Federal Ministry of Information, (no date), 54 p.

The Commission recommended substantial wage and salary increases for all categories of workers (including teachers) in Nigeria's public service. The document was used selectively.

-----, Federal Ministry of Information, Second National Development Plan, 1970-74, Lagos, The Federal Government Printer, 1970, 344 p.

This is concerned with five-year development plans for economic, scientific and social development of Nigeria, and the expansion of teacher training colleges.

-----, Federal Ministry of Information, The Struggle for One Nigeria, Lagos, The Nigerian National Press, 1967, ii-59 p.

An account of the two coup d'états in Nigeria in 1966, the creation of 12 States and the Military Campaign to

preserve the country. A very useful source for this study.

Federal Republic of Nigeria, Ministers of Education, Press Release, Lagos, 8th October 1964, 1 p.

This was a decision to set up a Negotiating Council to consider the gradings, remuneration and conditions of service of teachers throughout the country.

-----, Parliament, House of Representatives, Conclusion of the Federal Government on the Report of the Morgan Commission, Sessional Paper No. 5, 1964, Lagos, Federal Ministry of Information, Printing Division, 1964, 9 p.

This was issued as official comment on the report of the Morgan Commission. The Federal Government accepted, in principle, the recommendation that teachers' salary scales ought to be revised.

Federation of Nigeria, Federal Government, The Mid-Western Region (Transitional Provisions) Act, 1963, Lagos, Ministry of Information, 1963, p. A85-A90.

This was the instrument with which Bendel State was created and a provisional administrative machinery set up. It was used to determine the appropriate date that should mark the beginning of this study.

Nigeria, Education Department, Memorandum on Educational Policy in Nigeria, Lagos, The Government Printer, 1947, 61 p.

A plan for the development of primary, secondary and higher education, and for the supply of trained teachers for the school system.

-----, Federal Ministry of Education, "Investment in Education", The Report of the Commission on Post-School Certificate and Higher Education in Nigeria, Sir Eric Ashby, Chairman, Lagos, The Federal Government Printer, 1960, v-140 p.

This report contains recommendations for the reform and development of post-secondary education in Nigeria. The recommendations with regard to pre-service and in-service training of teachers were very relevant to the study of the problem of teacher education in Bendel State.

Phillipson, S., Assisted by W. E. Holt, Grants in Aid of Education in Nigeria: A Review with Recommendations, Lagos, The Government Printer, 1948, 159 p.

The first comprehensive review of the method of financing education, with recommendations for reforms.

Recommendations concerning the financing of teacher education were very useful.

Miscellany: Publications, Reports,  
Memoranda, Memorials and Articles

Africa, All Africa. Churches Conferences, Christian Education in Africa, London, Oxford University Press, 1963, 11 p.

This publication contains conditions under which Christian churches in Africa could co-operate with governments in educational matters. It was used selectively.

Douglas, J. W. B., The Home and the School: A Study of Ability and Attainment in the Primary School, London, Macgibbon and Kee, 1964, xxv-190 p.

A report on children in primary schools, this document provides an insight into the abilities of children and the causes of inequality of educational opportunity. Contrary to Lovell's findings in Africa, this report shows that boys are not intellectually superior to girls.

Education and World Affairs, Committee on Education and Human Resource Development, Nigerian Human Resource Development and Utilization, New York, Education and World Affairs, 1967, 200 p.

A discussion of manpower needs of Nigeria and how education can be geared to meet these needs. Ways of improving the quality of teachers trained for the educational system are also recommended.

Fafunwa, A. Babs and Adeniji Adaralegbe, Eds., "Education in Nigeria: Towards Better Administration and Supervision of Instruction", Proceedings of the First Seminar on School Administration and Supervision, Ile-Ife, Institute of Education, University of Ife, July 1971, x-198 p.

Discussions of how administration and supervision in schools could be improved in the interest of educational development. This document was used selectively.

Federal Republic of Nigeria, Nigeria Educational Research Council, "A Philosophy for Nigerian Education", Proceedings of the Nigeria National Curriculum Conference, 8-22 September, 1969, Ibadan, Heinemann Educational Books (Nigeria), 1972, xxxiv-347 p.

This is a report on the method of developing curriculum for Nigeria's educational system. It contains useful suggestions for the training and supply of teachers so badly

needed in the country.

Federal Republic of Nigeria, Nigeria Educational Research Council, "Guidelines on Grade Two Teacher Education Curriculum", Report of the National Workshop on Teacher Education Curriculum, 8-22 April, 1972, (no place), (no publisher), (no date), 452 p.

This report outlines the principles and objectives which should guide educators in preparing a curriculum for Grade Two Teacher Training Colleges in the country.

Great Britain, Colonial Office, Advisory Committee on Native Education in the British Tropical African Dependencies, Education Policy in British Tropical Africa, London, H.M.S.O., 1925, 8 p.

The first, most comprehensive colonial education policy which emphasized the need to provide education for all categories of people in British African colonies. It formed the basis of the development of modern education, including teacher education, in Nigeria.

-----, Colonial Office, Report of the Commission on Higher Education in West Africa, London, H.M.S.O., 1945, viii-190 p.

In this report the higher educational institutions which existed before 1945 are examined and new directions in future development of higher education, suggested. The chapter on the training and supply of teachers was very valuable for this research.

-----, Department of Education and Science, "Children and their Primary Schools", A Report of the Central Advisory Council for Education (England), Vol. 2; Research and Surveys, London, H.M.S.O., 1967, v-633 p.

This volume contains detailed studies of the health and development of school children, the organization and management of primary schools in England. Appendix 10 which describes educational abilities between the sexes is very useful for this study.

Hinderer, Anna, Seventeen Years in the Yoruba Country, (1837-1870). Memorials of Anna Hinderer, with an Introduction by Richard B. Hone, London, The Religious Tract Society, 1877, viii-343 p.

A vivid account of the life and educational work of Mrs. Hinderer in Yoruba land. It was part of the material used for the background to this study.

Kenya, Institute of Education, "New Directions in Teacher Education", Proceedings of the Second Kenya Conference, 1948, Nairobi, East African Publishing House, (no date), xviii-141 p.

Report and recommendations on the development of teacher education curriculum, provision of physical facilities, supply of teachers for training institutions, and the organization and administration of teacher education. This document is worth reading.

Lewis, L. J. Ed., Phelps-Stokes Reports on Education in Africa, London, Oxford University Press, 1962, 213 p.

Reports which emphasize the adaptation of education to African needs. They were a reliable and informative source for the background to this study.

Lieber, J. W., Efik and Ibibio Villages, Occasional Publication, Number 13, Ibadan, Institute of Education, University of Ibadan, 1971, 69 p.

A documentation of the cultural life of Efik and Ibibio people, and the various forms of socialization in their villages. The system of socialization followed by the people exemplifies the traditional form of education given to children in Nigeria as discussed in the first chapter of this report.

-----, Ibo Village Communities, Occasional Publication, Number 12, Ibadan, Institute of Education, University of Ibadan, 1971, 92 p.

A concise document on Ibo culture, based upon first-hand study of their communities and traditional forms of education. A fairly useful source for the background to this study.

Lugard and the Amalgamation of Nigeria: A Documentary Record, being a Reprint of the Report by Sir F. D. Lugard on the Amalgamation of Northern and Southern Nigeria, and Administration, 1912-1919, Compiled and Introduced by Kirk-Greene, London, Frank Cass & Co. Ltd., 1968, 281 p.

A comprehensive report on the amalgamation of Northern and Southern Nigeria, and the system of administration after the amalgamation. Sections relevant to education were used in the first chapter of this study.

Solarin Tai, "The Nation's School", Daily Times, Lagos, March 31, 1969, p. 9.

This article is an argument in favour of State control of all educational institutions in Nigeria. The argument influenced the reform of teacher education administration in

Bendel State in 1973.

UNESCO, Conference of African States on the Development of Education in Africa, Addis Ababa, 15-25 May, 1961, Final Report, Paris, UNESCO, (no date), v-127 p.

A discussion of the urgent educational needs in Africa, and a suggestion that international co-operation should be sought for the supply of teachers required for the production of scientific and technological experts.

-----, Education in Nigeria, Educational Projects for External Aid, Vol. II, No. 2, Paris, UNESCO, September 1971, 180 p.

This document describes the types of educational institutions in Nigeria and tabulates statistical data on enrolment in, and expenditures for, the institutions. The relevant portions on teacher education were used to advantage.

-----, International Institute for Educational Planning, Financing of Education in Nigeria, A. Callaway and A. Musone, Authors, Louvain, Ceuterick, 1968, 150 p.

This report discusses, with deep perspective, the method of financing education, including teacher education, in Nigeria.

-----, International Institute for Educational Planning, Nigeria: Educational Planning, Paris, UNESCO, May 1972, 61 p.

An examination of the role of the Federal and State Governments in educational planning and recommendations for reforms. It was used selectively.

-----, The Integration of External Assistance with Educational Planning in Nigeria, L. Cerych, Author, Louvain, Ceuterick, 1968, 78 p.

A detailed, analytical study of the sources and value of external aid to education in Nigeria. Data on external aid to training institutions were particularly valuable.

-----, The Organization of Educational Planning in Nigeria, A. C. R. Wheeler, Author, Louvain, Ceuterick, 1968, 68 p.

This is a survey and a discussion of the method of planning education for a developing country such as Nigeria. It was used selectively.

Interviews

Daudu, S. A., Senior Statistician, Ministry of Economic Development, Benin City, July 14, 1976.

This statistician told me that educational statistics, like other statistics for Bendel State, were not kept up-to-date because of a shortage of field officers and the fact that some institutions did not keep proper records.

Eboreimeh, Rev., Education Secretary, Anglican Diocese of Benin, Benin City, July 21, 1976.

Rev. Eboreimeh discussed at length the role of Christian Missions in the provision and development of teacher education in Bendel State from 1963 to 1972 inclusive.

Egwaoje, B. N., Principal Accountant, Ministry of Education, Benin City, July 22, 1976.

He explained how the accounts of teacher training colleges in Bendel State were kept and audited since the promulgation of the Education Edict, 1972.

Esimaje, E. K., Principal Education Officer, Ministry of Education, Benin City, July 16, 1976.

This officer made statistical records available to me. He, like Mr. Daudu, complained that there was a shortage of personnel and machinery required for collecting statistical information on teacher training colleges in Bendel State.

Ihejirika, E. O., Director of Education, Ministry of Education, Benin City, July 13, 1976.

He gave me the names of officers I could consult for relevant data on training institutions in the State. He, however, told me, with regret, that some records were burnt because there was no space for them in the office.

Musa, E., Planning Officer, Ministry of Economic Development, Benin City, July 14, 1976.

He outlined the role of the Ministry of Economic Development in the recruitment of expatriate teachers for training institutions in Bendel State.

Ojo, S. E., Former Student, Advanced Teachers' College, Lagos, July 6, 1976.

Mr. Ojo described very briefly the curriculum followed in his former college. The curriculum seems to be similar to the one followed in the College of Education, Abraka, Bendel State.

Olayebi, E. O., (Mr.), Former Tutor, Esigie College, Abudu, July 21, 1976.

Mr. Olayebi said that some of the reasons for the instability of teachers in Esigie College, like in any other college, were poor working conditions, low salaries and lack of promotion prospects. On the question of science courses in teacher training colleges, he was of the view that science should not be a compulsory subject because some students were not science inclined.

Olayebi, E. O. (Mrs.), Former Student, Headmasters' Institute, Benin City, July 21, 1976.

As one of the pioneer students at the Headmasters' Institute, Mrs. Olayebi was able to identify some of the problems the Institute had to contend with during the first year of its coming into existence.

Omoregie, S. B., Principal Education Officer, Ministry of Education, Benin City, July 16, 1976.

He explained briefly that the Planning Division of the Ministry of Education was responsible for preparing the kinds of external aid, required by teacher training colleges in Bendel State.

Thomas, M. O., Bursar, Headmasters' Institute, Benin City, July 15, 1976.

The main sources of financing the Headmasters' Institute were discussed with Mr. Thomas. He made it clear that the Government of Bendel State was the principal source.

Waribugo, R. E. F., Tutor, Imaguero College, Benin City, July 15, 1976.

After reviewing the administrative system of Imaguero College, Mr. Waribugo was of the view that the administration of teacher training colleges in Bendel State should be further decentralized to enable teachers to take active part in the running of an institution of which they were part.

## 2. Secondary Sources.

### Books

Ajayi, J. F. Ade and Ian Espie, Eds., A Thousand Years in West African History, Ibadan, Ibadan University Press and Nelson, 1969, xiii-549 p.

A collection of articles written by specialists on

different aspects of West African history. Hunwick's article was used in this study to determine the date when Islam was brought to Nigeria.

Ajayi, J. F. Ade, Christian Missions in Nigeria, 1841-1891: The Making of a New Elite, London, Longmans, 1965, xvi-317 p.

Ajayi gives a detailed account of the role of Christian Missions in the christianization and education of Nigerians. He draws attention to the civilizing influence of the Mission House. His book was a reliable source for the background to this study.

Ayandele, E. A., The Missionary Impact on Modern Nigeria, 1842-1914: A Political and Social Analysis, London, Longmans, 1966, xx-393 p.

An analysis and a critique of the influence of Christian Missions on the development of Nigerian nationalism, and on the social and educational activities of Nigerians. A very reliable background source.

Clignet, Remi and Philip Foster, The Fortunate Few: A Study of Secondary Schools and Students in the Ivory Coast, Northwestern, Northwestern University Press, 1966, xv-242 p.

This study shows that few boys and girls have opportunities for secondary education in the Ivory Coast. It was cited in the Introduction to this study.

Coleman, James S., Ed., Education and Political Development, Princeton, Princeton University Press, 1965, 620 p.

The articles in this book deal with subjects such as the patterns and problems of educational underdevelopment and planning in developing countries. Introduction to Part I of this book was used in the formulation of a theory for this research.

Cowan, L. Gray, et al, Eds., Education and Nation-Building in Africa, New York, Frederick A. Praeger, 1965, x-403 p.

A collection of reports and articles, this book surveys education in Africa during the colonial era and discusses the role of education in political, economic and social development of African countries. The book was used selectively.

Fafunwa, A. Babs, History of Education in Nigeria, London, George Allen and Unwin, 1974, 264 p.

This contains a brief discussion of the development

of teacher education in Nigeria. It provides an insight into the origins of modern system of teacher education in the country.

Foster, Philip J., Education and Social Change in Ghana, Chicago, The University of Chicago Press, 1968, xii-322 p.

A detailed study of the educational achievement, aspirations and expectations of secondary school students in Ghana. Its usefulness for this study was however very limited.

Garraghan, S. J., Gilbert, J., A Guide to Historical Method, Westport, Greenwood Press, 1973, xvii-482 p.

In depth analysis and discussion of the method of research in history. This was an invaluable source.

Hanson, John W., Ed., Secondary Level Teachers: Supply and Demand in Nigeria, East Lansing, Michigan State University, 1973, 233 p.

A State by State study of the supply of, and demand for, secondary school teachers in Nigeria. It was a very useful source of information.

King, Edmund J. Ed., The Teacher and the Needs of Society in Evolution, Oxford, Pergamon Press, 1970, xii-319 p.

The articles in this book have given detailed analysis of educational institutions, methods of education and changing perspectives in education. Lewis's article on education in developing countries has been very useful for this study.

Leach, A. F., The Schools of Medieval England, London, Methuen & Co. Ltd., 1969, xv-349 p.

First published in 1915, this book gives an account of the management and development of schools in medieval England. As has been noted in this study, the school system in Nigeria before independence was patterned upon the medieval schools in England.

Lewis, L. J., Education and Political Independence in Africa, Westport, Greenwood Press, 1973, viii-128 p.

A fairly useful book for understanding the importance of teachers in educational development.

-----, Society, Schools and Progress in Nigeria, Oxford, Pergamon Press, 1965, xv-159 p.

A critical study of the development and problems of

education in Nigeria. The chapter on The Universities and Teacher Education is worth looking at.

Lugard, Lord, The Dual Mandate in British Tropical Africa, London, Frank Cass & Co. Ltd., 1965, xlix-643 p.

First written in 1922, the Dual Mandate examines British colonial system in Africa, and the problems of native administration and educational development. The two chapters on education were useful material for the background to this study.

Makulu, H. F., Education, Development and Nation-Building in Independent Africa, London, S.C.M. Press Ltd., 1971, xiii-111 p.

A brief survey of the history of education in Africa and a discussion of educational planning, development and organization. A fairly useful book.

Oliver, Roland, The Missionary Factor in East Africa, London, Longmans, Green & Co., 1952, xviii-302 p.

An in depth study of Christian missionary activities in East Africa, especially in the field of proselytization and education. The material was used for the consideration of educational activities of the Christian Missions in Nigeria in the 19th century.

Raum, O. F., Chaga Childhood: A Description of Indigenous Education in an East African Tribe, Oxford, Oxford University Press, 1967, xi-422 p.

A detailed analysis of the birth and development of a child up to the age of adolescence in an African tribe. A valuable source for the study of indigenous education in Nigeria.

Riggs, Fred W., Administration in Developing Countries: The Theory of Prismatic Society, Boston, Houghton Mifflin Company, 1964, xvi-477 p.

Riggs provides a theoretical model for the study of internal and external structures which influence development in developing countries. This article was fairly useful for this study.

Sasnett, Martena and Inez Sepmeyer, Educational Systems of Africa, Berkeley, University of California Press, 1966, xlv-1550 p.

A detailed analysis of the curriculum followed in every type of educational institution in each African country. The analysis presented under Nigeria has been very useful in broadening and enlightening one's knowledge of the curricula

followed in the country's educational institutions, especially in Bendel State.

Scanlon, David G., Ed., Church, State, and Education in Africa, New York, Teachers' College Press, 1966, iv-313 p.

Each of the authors in this book describes and analyzes the growth and problems of education in a selected African country, and discusses the missionary and government involvement in the education enterprise. The chapter on Nigeria was used to advantage in this study.

Solaru, T. T., Teacher Training in Nigeria, Ibadan, Ibadan University Press, 1964, xiv-109 p.

A record and a critique of the development of teacher education in Nigeria from the days of the Christian Missions up to and including the year 1962. It was a sound source for the background to this study.

Stow, D., The Training System, Glasgow, (no publisher), 1840, ix-140 p.

A survey of the first training institution in England. Some of its products were probably among the teachers in Nigeria's educational institutions in the 19th century.

Trimingham, J. Spencer, Islam in West Africa, Oxford, The Clarendon Press, 1967, ix-262 p.

A detailed study of the advent and growth of Islam in West Africa. This was fairly useful for the consideration of Islamic education in Nigeria before the advent of Christian missionaries.

Uka, Ngwobia, Growing Up in Nigerian Culture, Ibadan, University of Ibadan Press, 1969, xi-111 p.

A study of family life and methods of child-rearing in Nigeria. This was a valuable source on traditional form of education in the country.

Watson, Foster, The Old Grammar Schools, Cambridge, Cambridge University Press, 1916, vi-150 p.

A discussion of the origins and development of grammar schools in England. The curriculum followed in the schools was transferred to secondary grammar schools in Nigeria as has already been noted in this study.

Articles

Adekunle, Mobolaji A., "The N.C.E. Programme and Educational Development in Nigeria", Teacher Education in New Countries, Vol. 11, No. 1, May 1970, p. 47-57.

This is concerned with the development of the Nigeria Certificate in Education (N.C.E.) programme and its contribute to educational growth in the country.

Adesina, Segun, "Supply and Demand of Secondary Level Teachers in the Lagos State", Lagos Notes and Records, Vol. 3, No. 1, January 1971, p. 5-6.

A brief, statistical analysis of the number of secondary school teachers needed and supplied in Lagos State. This illustrates the measures that should be taken to supply qualified teachers for schools throughout Nigeria.

-----, "The Place of Foreign Aid in Nigeria's Educational Finance, 1960-68", The Quarterly Journal of Administration, Vol. 7, No. 4, July 1973, p. 463-476.

This article surveys the various sources of external aid to education in Nigeria and the procedures for costing the aid. It was a reliable and valuable source.

Adetoro, J. E., "Universal Primary Education and the Teacher Supply Problem in Nigeria", Comparative Education, Vol. 2, No. 3, June 1966, p. 206-216.

It identifies some of the problems Nigeria faces concerning the supply of teachers. A useful frame of reference for a similar study.

Ajayi, J. F. Ade, "The Development of Secondary Grammar School Education in Nigeria", Journal of the Historical Society of Nigeria, Vol. 2, No. 4, December 1963, p. 517-535.

This article considers the development of secondary education in Nigeria and defends the predominance of literary subjects in the curriculum of secondary grammar schools. It illustrates the kind of curriculum followed in most educational institutions during the colonial era.

Alkali, Hamidu, "A Note on Arabic Teaching in Northern Nigeria", Kano Studies, No. 3, 1967, p. 10-11.

This gives an overview of the history and method of Arabic teaching in Northern Nigeria. This was useful for the consideration of Islamic education in this research.

Arnold, Guy, "Courages Decision to Launch Primary Education Drive", African Development, Vol. 10, No. 12,

December 1976, p. 1285-1287.

This is an attempt to identify the financial, accommodation and teacher supply problems associated with the universal primary education launched in Nigeria in September 1976. It was an invaluable source for this study.

Babalola, Adeboye, "The Characteristic Features of Outer Form of Yoruba Ijala Chants" Odu: University of Ife Journal of African Studies, Vol. 1, No. 1, July 1964, p. 33-44.

A study and analysis of Yoruba spoken art which has rudimentary musical characteristics. It is useful for the study of traditional form of education.

Baron, G., "Training of Teachers in England and Wales", in George Z. F. Bereday and Joseph A. Lauwerys, Eds., The Year Book of Education, 1963: The Education and Training of Teachers, New York, Harcourt, Brace and World, 1963, p. 137-155.

A detailed consideration of the organization and content of teacher education. It was used for a comparative study of teacher education in Bendel State.

Burton, Leone, "Education and Development", British Journal of Educational Studies, Vol. 17, No. 2, June 1969, p. 129-145.

A survey of the types of education in developing countries and a discussion of the need for reforms in order to produce manpower required for development. This was fairly useful.

Callaway, Archibald, "Nigeria's Indigenous Education: The Apprentice System", Odu: University of Ife Journal of African Studies, Vol. 1, No. 1, July 1964, p. 63-79.

An in depth study of the often neglected aspect of traditional education in Nigeria--the apprenticeship system. A reliable source for the background to this research.

Clignet, Remi P. and Philip J. Foster, "French and British Colonial Education", Comparative Education Review, Vol. 8, No. 3, October 1964, p. 191-198.

This article attempts to show that the divergencies between French and British colonial policies towards education may be interpreted more in terms of degree than of nature. It provided an insight into the nature of colonial education in Nigeria, discussed in Chapter I of this report.

Cox, Robert W. "Education for Development", International Organization, Vol. 22, No. 1, Winter 1968, p. 310-331.

This article is concerned with the educational problems which have to be overcome in the process of modernization in developing countries. It was a fairly useful source for the introduction to this study.

el-Tayib, Abdullah, "The Teaching of Arabic in Nigeria", Kano Studies, No. 2, July 1966, p. 11-14.

A concise discussion of the problems facing Arabic teaching in Nigeria. A valuable source for the background to this study.

Fafunwa, A. Babs, "Teacher Education in Nigeria", West African Journal of Education, Vol. 14, No. 1, February 1970, p. 20-26.

A study and analysis of the different types of teacher training institutions in Nigeria and suggestions for increasing the number and improving the quality of teachers supplied for the school system. It was a valuable source for this study.

Fajana, A., "Educational Policy in Nigerian Traditional Society", Phylon, Vol. 33, No. 1, Spring 1972, p. 33-48.

This is a lucid analysis of the traditional form of education in Nigeria. It was particularly useful for the background to this study.

Harrigan, Peter, "Education for All: 18 Million Behind School Desks?", African Development, Vol. 9, No. 3, 1975, p. N17 and N19.

Harrigan considers the demographic, financial and teacher supply problems associated with the U.P.E. scheme in Nigeria. This article was used to advantage in this study.

Harris, Richard L., "The Role of the Civil Servant in West Africa", Public Administration Review, Vol. 25, No. 4, December 1965, p. 308-313.

This is a detailed consideration of the factors which have limited and reduced the role of the civil servant in the government of West Africa. It was a useful material for this study.

Holland, S. W. C., "Recent Developments in Local Government in Eastern Nigeria", Journal of Local Administration Overseas, Vol. 11, No. 1, January 1963, p. 3-15.

In this article, Holland has attempted to highlight some of the important trends in the organization and practice of local government in Eastern Nigeria. It was of limited use.

Keleher, John, "Primary and Teacher Education in the Kano State of Nigeria", West African Journal of Education, Vol. 19, No. 2, June 1975, p. 247-254.

A discussion of enrolment in primary schools in Kano State of Nigeria and the expansion of teacher education facilities to meet the demand of teachers in these schools. A valuable frame of reference for this study.

Lewis, W. Arthur, "Education and Economic Development", International Social Science Journal, Vol. 14, No. 4, 1962, p. 685-699.

An analysis of the types of education in Africa and of the capacity of African economies to absorb the products of the educational system. It was fairly useful.

Lovell, K., "Psychological Aspects of Research in Education", in Richard Jolly, Ed., Education in Africa: Research and Action, Nairobi, East African Publishing House, 1969, p. 219-230.

A study of the influence of environment on the intellectual performance of African children. It was used with reserve.

Obanya, Pai, "Getting Teachers for French in Nigerian Schools", Teacher Education in New Countries, Vol. 12, No. 2, November 1971, p. 175-182.

This article identifies the problem of inadequate supply of French teachers. A reliable source which once again emphasizes the need to provide facilities for producing qualified teachers for schools in Bendel State and in other parts of Nigeria.

Offensend, David G., "Centralisation and Fiscal Arrangements in Nigeria", The Journal of Modern African Studies, Vol. 14, No. 3, September 1976, p. 507-513.

Offensend considers the reforms of the Nigerian revenue system and the Federal Government's assumption of additional fiscal responsibilities. This material was used selectively.

Ogunsola, A. F., "Teacher Education Programme in Nigeria", West African Journal of Education, Vol. 19, No. 2, June 1975, p. 229-238.

An historical survey of teacher education in Nigeria since the period of experimentation (1890-1925) to and including the period of consolidation (1948-present). A reliable material.

Onwuka, Uga, "Teachers and Teaching in Nigeria--Subjective Viewpoints", Teacher Education in New Countries,

Vol. 9, No. 1, May 1968, p. 27-39.

An article which illustrates people's attitudes to the teacher and teaching as a profession in Nigeria.

Paulston, Rolland G., "Social and Educational Change: Conceptual Frameworks", Comparative Education Review, Vol. 21, No. 2/3, June/October, 1977, p. 370-395.

This is an extensive review and discussion of several articles which deal with diverse theories of educational change. It was used selectively.

Prothero, R. Mansell, "Inquiry into People: Nigeria Loses Count", The Geographical Magazine, Vol. 47, No. 1, October 1974, p. 24-28.

A critique of Nigeria's censuses (1911-1973) and a discussion of urbanization and urban growth in the country. This was of limited use in this study.

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This is an attempt to provide a theoretical model for the study of financial administration in developing countries. It was of limited use.

Russell, Margaret, "Courses for In-Service Teachers in Northern Nigeria", Teacher Education in New Countries, Vol. 8, No. 2, November 1967, p. 110-116.

A fairly useful article to those who are interested in organizing in-service courses for teachers.

Ryder, A. F. C., "Missionary Activities in the Kingdom of Warri to the Early Nineteenth Century", Journal of the Historical Society of Nigeria, Vol. 2, No. 1, December 1960, p. 1-24.

An article which traces the history of Christian missionary activities in Warri, Nigeria, from the 16th century to the early part of the 19th century. It provided a useful insight into the educational activities of Christian Missions before the second quarter of the 19th century.

-----, "The Benin Missions", Journal of the Historical Society of Nigeria, Vol. 2, No. 2, December 1961, p. 231-257.

The author describes the many unsuccessful attempts of Christian Missions to convert the Oba of Benin and his subjects to Christianity, and to introduce Western education to them in the 16th century. The article was of limited use in this study.

Wilson, David N., "National Educational Planning Influenced by Military Government: Nigeria", Educational Planning, Journal of the International Society of Educational Planners, Vol. 2, No. 4, March 1976, p. 64-83.

This article is concerned with the role of the Military Government in educational planning and development in Nigeria. It was a very useful source.

-----, "Universal Primary Education in Nigeria: An Appraisal of Plan Implementation", Canadian and International Education, Vol. 7, No. 2, December 1978, p. 28-52.

An analysis and a critique of the implementation of U.P.E. scheme in Nigeria. A very valuable source.

## APPENDIX 1

### ABSTRACT OF

#### Development and Change in Teacher Education in Bendel State, Nigeria, 1963-1976<sup>1</sup>

Major reforms of the system of teacher education which Bendel State, Nigeria, inherited from the former Western Region of Nigeria in 1963 were begun after 1967, though the system had been under review since 1963. The purpose of this study is to analyse and discuss these reforms within the overall consideration of the development of teacher education in the State during the period between 1963 and 1976.

However, education in Nigeria prior to 1963 is first considered in Chapter I in order to provide a meaningful background to the understanding of modern education in the country.

The analysis presented in Chapter II to IX inclusive is an attempt to answer these questions: What were the main reforms of teacher education in Bendel State, Nigeria? Were these reforms necessary? What individuals or groups of individuals contributed to the reforms? To what extent were the reforms carried out without causing major ruptures?

An analysis of relevant documents shows that inherited facilities in the State were grossly inadequate for the

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<sup>1</sup> Samuel S. Obidi, doctoral thesis presented to the School of Graduate Studies of the University of Ottawa, Canada, 1979, xlvi-395.

production of well qualified teachers, especially after the closure of Grades Three and One Colleges. The need to increase the number and improve the quality of teachers led not only to a dramatic increase in enrolment in Grade Two Colleges and the lengthening of training period after 1967, but also to the establishment of higher training institutions in 1969.

The curriculum used before 1967 was designed to produce teachers for schools where pupils were taught literary subjects. The tremendous importance attached to vocational and science subjects in schools after 1967 forced authorities in teacher training institutions to place emphasis on the acquisition of agricultural and scientific skills, without undermining the usefulness of literary and professional knowledge.

The number of teachers who taught the content of the curriculum from 1963 to 1967 fluctuated largely because of lack of interest in teaching. After 1969, several highly qualified teachers were attracted to training institutions as a result of Government's determination to improve the salaries and conditions of service of teachers.

The highest body responsible for the administration of teacher education in Bendel State prior to 1968 was the Ministry of Education, but its control over Voluntary Agency educational institutions was not firm. School Boards were created

in 1968 to superintend Voluntary Agency institutions as a temporary solution to this control problem. However, the Government unified teacher education administration in 1973 so as to enable the Ministry of Education to exercise its supervisory power more effectively, and, through newly created Boards of Education, to protect the welfare of teachers.

Finally, it is explained that the Government of Bendel State was the principal source of financing teacher education from 1963-1968, but after 1968, new sources were explored for the development of educational facilities and the payment of teachers' emoluments.

As borne out by this study, the reforms of the inherited system of teacher education were aimed at making the system more efficient and responsive to the demand for qualified teachers. However, some features of the system which were considered important to development were retained, and in consequence, continuity was maintained amidst change.

Further research is recommended to study some of the teacher training institutions in the State, which have made the greatest progress in the development of teacher education. The study should identify the basic factors which have had powerful bearing upon their progress. Its results should be made available to the Ministry of Education for use in reforming the other training institutions which are still lagging behind in development.