

The planning of primary education in Northern Nigeria

J. F. Thornley

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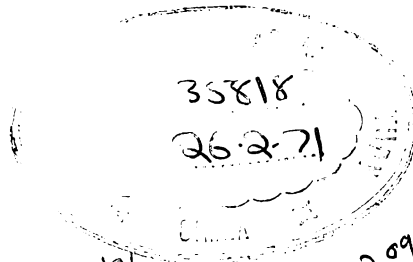
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Published in 1966 by the United Nations
Educational, Scientific and Cultural Organization
Place de Fontenoy, Paris-7^e
Printed by Ceuterick, Louvain
Cover design by Bruno Pfäffi

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Printed in Belgium

IIEP African studies

In 1965, the International Institute for Educational Planning (IIEP) embarked on a series of African case studies designed to shed light upon several major problems confronting educational planners in developing countries. These problems included the integration of educational and economic planning, the costing and financing of educational development, the supply of and demand for teachers, the effect of rapid expansion on the quality of education, the planning of adult education, the bearing of educational planning upon external aid, and the administrative aspects of planning, including implementation.

The task was undertaken in three stages. The first involved the collection and analysis of documentation on three English-speaking countries, Nigeria, Tanzania and Uganda, and two French-speaking countries, Ivory Coast and Senegal, where the studies were to be undertaken, followed by the drafting and critical review of provisional reports. The second stage consisted of field investigations by staff members and expert consultants, lasting one to three months in each case. In several instances reports were prepared by experts on the scene in accordance with outlines jointly designed and agreed to. The last stage involved the drafting, criticism, revision and final editing of the reports for publication.

Two senior staff members of the IIEP directed the studies in the English-speaking and French-speaking countries respectively, from initial design to final editing. Altogether, eighteen field studies were carried out with the help of officials and advisers of the countries concerned. To the extent possible, the same problem was examined on a similar basis in different countries so that it could later be subjected to comparative analysis. Although the IIEP intends later to synthesize certain of the studies in book form, it considers that most of the full original reports should be made available promptly in monograph form for training, operational and research purposes. It should be emphasized, however, that the intent of these reports is not to give advice to the countries studied but rather to extract from their experiences lessons which might prove useful to others and possibly to themselves.

While gratitude is expressed to the governments, organizations and many individuals whose co-operation made these studies possible, and to the Ford Foundation and the French Government for their help in financing them, it is emphasized that responsibility for the facts, analyses and interpretations presented rests with the authors. In making the decision to publish these studies, neither Unesco nor the IIEP necessarily endorses the views expressed in them, but they feel that their content is worthy of open and free discussion.

Foreword

This monograph by James Thornley, a Senior Inspector with special responsibilities for primary education in Northern Nigeria, was prepared for the Institute in mid-1965 with the kind co-operation of the Regional Ministry of Education. It contains a detailed account of the 'planning administration' which has formed the basis for the co-ordinated growth of primary education.

The author shows that the planning of primary education in Northern Nigeria was a difficult and complex problem involving not only Government finance and policy, but also questions of how to convince the ordinary people, often uneducated themselves, that their children should be educated and that they should pay their share towards the cost. While it seems possible, in Northern Nigeria, to administer secondary education from a central ministry, the expansion of primary education itself would seem to demand decentralized administration as well as centralized planning.

The author demonstrates how the Northern Region is proceeding towards the ultimate aim of universal primary education by stages which reflect administrative, educational and financial factors and possibilities.

Plans of administration were proposed, both at the ministry and local levels, for unifying the primary schools in defined areas under one control for each area, and the appropriate legislation, regulations and arrangements for the collection of statistics were undertaken. The author shows how training courses for the necessary educational administrators formed a vital part of the machinery involving the local people in the new pattern of educational administration and also in ensuring the progress and assessment of the plan at the regional level.

Dealing with educational possibilities, the author stresses particularly the view, which is of great interest in the light of recent experience in the other Regions of Nigeria, that rapid expansion in primary education can only be successful if trained teachers are available to teach the newly formed classes and that, as far as is feasible, teacher training should precede growth. He provides information on

how the school-building programme, and Unicef assistance in the form of essential school materials, have been fitted into the plan.

Perhaps the most important contribution made by James Thornley is his practical emphasis on costing as a controlling factor in formulating, programming and evaluating an educational plan. His examination of Government and local resources likely to be available for capital and recurrent expenditures on primary education shows how closely these expenditures are linked to the rate of economic growth and to the scale of external assistance. This is an argument for detailed planning and the most appropriate use of human and material resources in order to get the highest possible returns from expenditure.

A substantial contribution was made to this study by Raymond Lyons, a senior staff member of the IIEP, who co-operated closely with the author from its initial design to the final draft.

PHILIP H. COOMBS
Director, IIEP

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Introduction

Northern Nigeria is one of the self-governing Regions of Nigeria. It was granted self-government on 15 March 1959, has its own Government,¹ a House of Assembly, a House of Chiefs (upper House) and an Executive Council, which formulates policy and directs executive action in accordance with legislation. Northern Nigeria is divided into thirteen Provinces which, in their turn, are subdivided into Native Authorities. The Provincial Commissioner, who is the Government representative in the Province, presides over a council composed of representatives of the chiefs, the Native Authorities and the people of the Province. They discuss provincial affairs, propose legislation, allocate funds and control all local activities. The Native Authorities constitute a responsible and influential system of local government and now include councillors elected by the people as well as those nominated or holding office by virtue of tradition. They administer various local services and activities and operate as 'proprietors' of primary and secondary schools.

The population, composed of many tribes speaking different languages and dialects, numbered 16,835,000 in 1952 and probably over 20 million in 1963, the heaviest concentrations being in the north and the north-west. As the analysed results of the 1963 census are not yet available, all the planning figures used here are based on projections of the 1952 figures.

Northern Nigeria is an agricultural Region, some 80 per cent of its active population being engaged in farming (50 per cent in market farming and 30 per cent in subsistence farming). The Region is self-sufficient in food. The average area of land per male cultivator is some four acres and the average farm income £8.0.0 per acre per year plus subsistence.

The public revenue of Northern Nigeria rose from £1.7 million in 1938 to £13.8 million in 1957-58, of which £6.7 million was received from the Federal

1. The term 'Government' as used in this study refers to the Government of Northern Nigeria as distinct from the Federal Government.

Government. During the same period, the revenue of all Native Authorities rose from £0.8 million to £9 million. The first development plan, running from 1 April 1955 to 31 March 1960, envisaged a total capital expenditure of £27 million, i.e., an average of £5.4 million a year; its was extended for two years with a proposed additional expenditure of £19 million, i.e., £9.5 million a year. The second development plan runs from 1 April 1962 to 31 March 1968, and allows for a total capital expenditure of some £99 million, i.e., £16.5 million per year.

As far as primary education is concerned, in 1957 the majority of schools were required to have a seven-year course; however, owing to the shortage of classes and teachers, most primary schools were 'junior' schools taking classes I to IV¹ and pupils were still selected for entry to 'senior' primary schools with boarding facilities to accommodate children from remote areas. All primary schools were then owned by 'proprietors', who were the sixty-four Native Authorities, and the twenty-six missionary societies which, for the purposes of education, were designated as Voluntary Agencies. All the primary schools were classified as aided or non-aided, according to their efficiency as judged by the Government Provincial Education Officer. The proprietor of an aided school received a Government grant based largely on the salaries of the teachers at that school. The remainder of the funds necessary to maintain the school came from school fees and other sources of income, such as taxes and mission funds. As almost all areas were served by several schools owned by different proprietors, there was no single authority for the planning of primary education in any given area, except the Government. But the Government was too remote to plan primary education and, in any case, it was only too anxious to encourage schools to be opened throughout the Region.

In 1961, out of an estimated total school-age population (6 to 13) of 2,874,000 only some 316,000, or 11 per cent, were enrolled in primary schools in Northern Nigeria. The enrolments were 81,300 in class I, 48,750 in class IV, but only 25,730 in class V and 16,300 in class VII. This sharp break between 'junior' and 'senior' primary is also reflected by the fact that only one-fifth of the pupils enrolled in class I reach class VII to form the basis for the intake into second-level schools.

Of the total enrolled in 1961, slightly less than 39 per cent were in Native Authority schools, slightly over 24 per cent in Roman Catholic mission schools and some 37 per cent in Protestant mission schools.

Primary school teachers are divided into several grades. The lowest is the unqualified teacher, followed by grade IV, which requires seven years of primary education plus one year of teacher training. These two grades are no longer being produced. Grade III teachers have seven years of primary education plus three

1. The use of the word 'class' to note the steps of the educational system is in accordance with local terminology. According to Unesco terminology, however, the word 'grade' is used in such a case while the word 'class' is defined as 'a group of pupils (students) who are usually instructed together during a school term by a teacher or by several teachers'.

years of teacher training. A further two years of teacher training is required for grade II. Grade I can be reached by grade II teachers, selected by merit, through further training or by those who have completed seven years of primary education, five years of secondary education and two years at advanced teacher-training colleges.

It is against this background that educational development has to be considered, particularly the development of primary education.

1 The plan for educational development

The Ashby Commission

In April 1959, a commission under the chairmanship of Sir Eric Ashby was appointed by the Federal Government 'to conduct an investigation into the needs in the field of post-School Certificate¹ and higher education over the next twenty years' for the whole of Nigeria. In order to carry out this work the commission obviously had to consider how to develop the basis of the educational pyramid, i.e., primary education.

For the Northern Region, the Ashby Commission's recommendations can be summarized as follows:

Out of 1,000 children aged 6 or 7, 280 should enter primary schools and 250 should complete primary education. Of these, twenty-five should enter secondary schools and twenty-two should complete secondary education. Of the twenty-two, fifteen should seek employment and seven should have further education. Of the seven, four or five should seek intermediate training and two or three should enter university.

By projecting the 1952 census figures, it was calculated that, if the Ashby targets were to be achieved, 104,000 children should complete primary education in 1970 and 2,912 (7 out of 250) of these should have post-School Certificate training. But in 1964, only 92,526 children were enrolled in class I, and this is the maximum number that can complete primary education by 1970. Therefore, the maximum number that can complete a full seven-year post-School Certificate by 1977 is 2,590 (92,500 × 7 divided by 250).

The Ashby Report also dealt with the supply and training of teachers and, in this connexion, it should be noted that, in 1961, Northern Nigeria had 10,645 primary

1. The School Certificate is received following an examination normally taken after five years of secondary schooling, which corresponds to the Unesco definition of the lower stage of general education at the second level.

school teachers, of whom only ninety-five had qualifications better than grade II, while 4,407 were unqualified. Now according to the Ashby Report, one teacher in fifteen should be grade I, and classes should average thirty-five pupils. Thus if, according to the Ashby Report and the projections from the 1952 census, 842,140 children were to be enrolled in primary schools in 1970, the number of grade I teachers would have to be 1,604 (842,140 divided by 35×15), as against the ninety-five available in 1961.

The commission also stated that the main cost of teacher training should be borne by each Region, but that the Federal Government should give grants for the training of grade I teachers, whose salaries should be increased.

The Federal Joint Consultative Committee on Education endorsed the findings of the Ashby Report, except for the training of teachers in the sixth form¹ of secondary schools. It should be emphasized that the recommendations thus approved do not even envisage universal primary education in any foreseeable future. The first and most urgent need for a developing country, such as Northern Nigeria, is to produce the trained manpower necessary for its development, and the Ashby recommendations and their approval by the Government are a tacit recognition of the fact that economic development should come before the goal of universal primary education.

The next stage in the planning of educational development was the costing and phasing of the Ashby recommendations. This was the subject of the so-called Archer Report.

The Archer Report

In November 1960, Mr. J. N. Archer was seconded from the United Kingdom Treasury to the Commonwealth Relations Office to advise on the costing and phasing of the Ashby recommendations. Like the Ashby Commission, Archer, in order to accomplish the task assigned to him, had to start at the foundation of the educational pyramid and consider the expansion of primary education required to reach the Ashby targets. He therefore (a) took the estimates of the total population, of the 6 to 7 age group, the corresponding total enrolments in primary schools (28 per cent) and the number of school leavers (25 per cent) for each year between 1960 and 1970; (b) projected these enrolments year by year between the seven classes of the primary course; (c) calculated from these projections the total number of class-rooms needed and, by deducting the number of available class-rooms, calculated the number of new class-rooms required each year; (d) estimated

1. The 'sixth form' comprises the last two years of secondary education and corresponds to the Unesco definition of the higher stage of general education at the second level.

the capital cost of a class-room to the Government, taking into account the financial arrangements with the voluntary bodies; (e) calculated teacher requirements on the basis of the estimated school population year by year; (f) calculated the output of the various grades of teachers necessary to meet these requirements; (g) calculated the input into teacher-training colleges necessary to produce this output, taking into account wastage and failure; (h) on the basis of these input figures, and taking into account available buildings and staff, calculated the requirements of teacher training in terms of new buildings and additional staff.

All these calculations were made on the basis of various assumptions with regard to population, wastage of pupils, wastage of teachers, teacher qualifications, staffing ratios, building costs, grants to school proprietors, school fees, teacher's salaries, level of prices, etc.

The main conclusions reached by Archer were that some 11,000 class-rooms must be built between 1962 and 1967, at an average cost to the Government of £300 each, to catch up with requirements; and that 11,350 boarding places at £600 per place and 2,850 day places at £200 per place will have to be built for teacher training, properly allocated between grade II and grade III teacher-training colleges. The recurrent costs were calculated on the basis of the projected figures for teachers' salaries, to which were added boarding grants in the case of teacher-training colleges. The estimates of capital and recurrent expenditures and their phasing as recommended by Archer are shown in Tables 1 and 2 following. Archer warned that the greatest financial problem arising out of the Ashby recommendations would be the mounting recurrent costs which, even allowing for less generous staffing ratios than at present, would treble between 1960 and 1970.

The Government plan

The Ashby recommendations and the Archer Report were widely discussed in Government circles. The task of the Government was to ensure, first, that educational facilities were spread more evenly over the Region, and, second, that all parts of the educational system develop in harmony and as economically as possible. The ultimate goal was the achievement of universal primary education as soon as practicable, with adequate provision of secondary schools, teacher-training colleges, technical and commercial colleges, etc. But the task of achieving this goal was so huge in terms of money and trained manpower that it could only be carried out by stages. And it was agreed that the first stage should be the achievement of the Ashby targets by 1970.

As far as primary education was concerned, it was decided that the artificial division between junior and senior primary schools must disappear and that every primary school should be potentially a full seven-year school. Thus future develop-

ment must be directed to providing classes V, VI and VII for existing schools before opening new schools. And in areas where enrolment is low, both the building of new schools and the extension of existing ones to a seven-year course must be done simultaneously.

The next important step was to raise standards in primary schools by reducing the number of untrained teachers and by improving school supervision and inspection by the Ministry of Education. The purpose was to ensure an adequate flow of pupils into second-level education. The Government decided, therefore, to increase the output of teachers and, consequently, the number of places in teacher-training colleges.

The importance which the Government attaches to education, in general, and to primary education, in particular, is best illustrated by the figures for capital expenditure allowed in the current six-year development plan. Out of a total of £99 million, some £19 million, or 20 per cent, are allocated to education, and well over £9 million, or roughly half of the total allocated to education, is to be spent on primary education. The Government naturally realizes that substantial foreign aid will be needed to carry out this capital programme, and that a much greater burden than hitherto will fall on local resources to meet the increasing recurrent expenditure on education.

Tables 1 and 2 below show the capital requirements and the recurrent expenditure, actual or as stated in the Government development plan, and the corresponding Archer estimates.

As far as grants on capital account are concerned, the Government received from the Federal Government £200,000 in 1963/64 and £300,000 in 1964/65 for the expansion of primary education, and, in its return, it gave to the proprietors of primary schools £205,000 in 1962/63, £312,000 in 1963/65 and allocated £335,600

TABLE 1. Government capital requirements for education (£s)

Year	Government development plan ¹			Archer estimates ¹		
	Total	Primary	Teacher training	Total	Primary	Teacher training
1962/63	1 700 085	265 000	520 000	3 820 000	700 000	1 700 000 ²
1963/64	4 419 125	260 294	1 500 000	4 460 000	800 000	1 700 000
1964/65	3 357 355	260 294	1 439 680	4 080 000	700 000	1 500 000
1965/66	3 157 354	260 294	1 439 680	3 490 000	600 000	1 100 000
1966/67	3 157 354	260 294	1 439 680	2 900 000	500 000	650 000
1967/68	3 157 354	260 294	1 439 680	2 120 000	320 000	750 000 ³
Totals	18 948 627	1 566 470	7 778 720	20 870 000	3 620 000	7 400 000

1. The total expenditure for primary education and teacher training in the Government development plan is £9,345,190, whereas that in the Archer estimates is £11,020,000

2. Including requirements for 1961/62

3. Including requirements for 1968/69

TABLE 2. Government recurrent expenditure for education (£s)

Year	Archer estimates			Actual		
	Total	Primary	Teacher training	Total	Primary	Teacher training
1962/63	5 410 000	2 225 000	870 000	4 514 000	1 600 700	765 800
1963/64	6 500 000	2 600 000	1 200 000	5 299 670	1 736 500	539 040 ¹
1964/65	7 710 000	3 000 000	1 550 000	5 997 850	2 113 060	707 000
1965/66	8 840 000	3 400 000	1 850 000			
1966/67	10 060 000	3 950 000	2 250 000			
1967/68	11 110 000	4 450 000	2 450 000			
Totals	49 630 000	19 625 000	10 170 000			

1. This reduction is the result of the discontinuance of sandwich courses for grade III teachers to qualify as grade II

for 1964/65. The Government grants-in-aid to primary education on recurrent account are expected to amount to at least £4.5 million by 1970. At present, the Government grant to proprietors of primary schools covers approximately 61 per cent of the estimated total cost of £8.5.0 per pupil.

So much for the Government share of the total cost of primary education and teacher training. As for the proprietors—Native Authorities and Voluntary Agencies—they still have to find the remaining 39 per cent of the recurrent expenditure from fees, community collections and, in the case of Native Authorities, from local taxes. For their capital expenditure on primary schools, they receive from the Government a grant of 50 per cent of the cost of a new school or additions up to £350 per class-room, but still have to find the remaining 50 per cent. For teacher training, the recurrent grant is based on teachers' salaries with additions for boarding and day pupils, and represents about 75 per cent of the recurrent costs of each college. The capital grants vary considerably but cover a substantial proportion of the cost of a college.

It is clear that, though the Government is the largest contributor to both the capital and recurrent costs of primary education and teacher training, the proprietors make large contributions themselves. In 1962, some 150,000 pupils attended the 1,251 Native Authority primary schools and 210,000 the 1,317 Voluntary Agency primary schools, the higher number of pupils per school in Voluntary Agency schools being due to the fact that Voluntary Agencies have a higher proportion of schools providing a full seven-year course. Of the fifty-four teacher-training colleges in existence in 1963, only twenty-five were Government colleges; twenty-eight were Voluntary Agency colleges, and there was one non-aided college.

Clearly, the proprietors must be consulted and considered in any programme for expansion, which in fact could not proceed without their wholehearted co-operation. However, the diversity of proprietors—in religion, area of operation,

size and financial resources—made a common policy difficult to achieve even in one area. A scheme had, therefore, to be devised with a view to embracing all proprietors in a given area under a single co-ordinating authority. This was the subject of the so-called Oldman Report.

The Oldman Report—the Education Authorities

In 1961, Mr. H. Oldman was asked by the Government to undertake an inquiry into the problems of administration and finance raised by the development of primary education in Northern Nigeria. He produced his report in 1962.

Oldman recommended the separation of administrative and inspectorial duties, the consequent establishment of Education Authorities and the setting up of a course to train educational administrators to staff the new Education Authorities. The Education Law of 1962 established a partnership between the Government and the proprietors in order to develop a public system of primary education in which the Government is the leading partner and the Minister of Education has the over-all responsibility for the promotion of primary education. But the Minister may permit the formation of Education Authorities to whom he delegates this responsibility for a given area. Voluntary Agencies may transfer their schools to the Education Authority established in their area. The Education Authority must establish an education committee to consider all matters related to primary education and this committee must include all primary school proprietors who had transferred their schools to the Education Authority.

The formation of these Education Authorities was an entirely new development in Northern Nigeria, and its logical corollary was the setting up of a course to train educational administrators. Such administrative officers were needed in the Ministry of Education, in the Provincial Education Offices to relieve the Inspectorate of administrative duties, and above all in the Native Authorities, where they were expected to prepare Native Authorities to become Education Authorities and to become themselves the Education Officers of those authorities. (All Education Officers have their salaries paid entirely out of a Government grant, and an Education Authority cannot appoint, dismiss or reduce the salary of its Education Officer without the permission of the Minister.)

The training of such officers was by no means an easy task, as suitable candidates were very difficult to find. It was useless to look for university graduates with teaching experience, because almost all of them go into politics and higher administration. Finally, the candidates selected were headmasters of senior primary schools, Native Authority councillors for education, school managers and supervisors, and visiting teachers, the minimum qualification being a grade II Teachers' Certificate and successful teaching experience. All candidates were given an entrance

examination to test their powers of reasoning, their practical knowledge of education in Northern Nigeria, and their command of English. They were then interviewed by the two officers responsible for the course. From eighty applicants, twenty-eight were eventually selected, all from different Native Authorities. The class thus formed spoke twenty-four different indigeneous languages, but the course was conducted in English. It lasted approximately twelve months.

A syllabus for the course was suggested in the Oldman Report, but it was modified and extended so as to give the students knowledge not only of the techniques of administration, but also of the essential functions of local Government as laid down in the Nigerian Constitution. Special stress was laid on English usage, written and spoken, in all lectures, discussions and tutorials, and remedial teaching and exercises in English were devised on the basis of the students' mistakes in their work. The plan and syllabus of the course are shown in Appendix A.

The first class, 1962/63, had the advantage of helping to formulate the schemes, delegation of duties to committees, standing orders, etc. and also in suggesting amendements to the 1962 Education Law. (In 1963, the House of Assembly amended the law, which became the 1964 Education Law.) The participants' experience and knowledge of Northern Nigeria's primary school system were invaluable, and the students came to think of the regulations of the Education Law and of administrative schemes as something closely connected with themselves and something which they were determined to operate successfully.

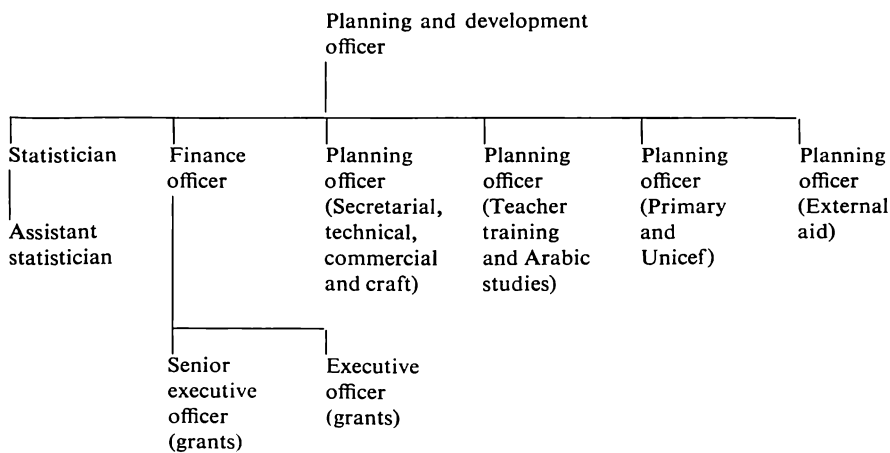
A useful task which the students performed was the collection of school statistics from their Native Authorities on special staff and organization cards as shown in Appendix B. From these cards the development plans for each Native Authority were prepared and later submitted to the Ministry of Education for the preparation of the over-all primary education plan. Four copies of the staff and organization card were completed for each school, one to be retained in the school, one to be kept by the Native Authority, one for the Provincial Education Secretary, and one for the Ministry of Education.

This then was the framework within which the development plan for primary education was to be implemented at Government and local levels. But let us first consider how it was elaborated.

2 Elaborating the plan for primary education

Elaboration at Government level

The need for planning at Government level obviously made it necessary to create a planning division within the Ministry of Education. This was organized as shown schematically:



It is expected that, as the development of Education Authorities progresses, the Planning and Development Division will grow under its four planning officers.

The Division began its work by calculating the rate of expansion of primary education from 1952 to 1962. It found that the rate was on an average 11.8 per cent per year, as against an assumed annual increase in the number of children of school age of 2 per cent. In absolute figures, primary school enrolments rose from 122,000 in 1952 to just under 360,000 in 1962. But even this rate of increase is

35/1
26/2/71

insufficient to achieve the Ashby targets, which now imply some 829,000 children (revised figure) in schools by 1970.

Projections of school enrolments to achieve the Ashby targets had been made for the Provinces, but the wide variations in actual enrolments between the various Native Authorities in any one Province made it necessary to have projections for each Native Authority, showing enrolment targets and the teacher requirements necessary to meet the targets. In Ilorin Province, for instance, Ilorin Native Authority had an enrolment of 47 per cent, whilst Borgu Native Authority had only an enrolment of 5.8 per cent.

The collection of statistics from schools was in itself a problem, owing to the remoteness of some schools coupled with bad communications and to the lack of experience of headmasters in compiling even simple statistics. Often a whole Native Authority area had no one with knowledge of what the Ashby targets meant and what information was required from a district to enable the Ministry of Education to get a correct picture of primary education in the area as a whole. Forms were then devised which, when completed, gave the necessary basic information, in particular, details of enrolments and teachers. (See Appendix C.)

A second form was then devised to summarize the statistics for each Native Authority area, each Province, and the Region as a whole, showing for each year from 1962 to 1970 the projected numbers of children, classes and teachers necessary to achieve the Ashby targets. From these projections it was possible to calculate the number of new classes, from I to VII, and the number of grade II and grade III teachers required to staff these new classes for each year. (See Appendix D.)

Next came the costing of this programme on both capital and recurrent account, and this again was done for each Native Authority area, each Province, and the Region as a whole. For capital expenditure, the actual cost of building and furnishing one class-room was put at £700, of which half would be covered by the Government grant and half by the proprietor.

In order to assess recurrent costs, the Ministry of Education carried out investigations to determine the minimum cost of efficient primary education per child and per year. The cost of staffing a seven-class primary school was determined on the basis of two grade II teachers, three grade III teachers and two less well qualified teachers on the staff. Taking into account the salaries and the allowance of the headmaster, the annual teachers' salary bill for a school of 245 children was estimated at £1,650. The cost of books, stationery, equipment and materials was determined by listing all the essential items and dividing them into three categories: those that require renewal every year, those that must be renewed every two years, and those which last for five years. It was found to be £33.15.0 per year per class for classes I to IV, and £45.0.0 per year per class for classes V to VII. For a seven-class school, therefore, the total cost of equipment, etc. is £270 ($4 \times £33.15.0 + 3 \times £45$).

The cost of maintaining the buildings was put at £7.3.0 per class per year, and the cost of administration and inspection was put at the same amount. Thus the total recurrent costs for a seven-class school with 245 pupils on a yearly basis is £2,020.2.0; i.e., £1,650.0.0 for teachers' salaries; £270.0.0. for books, equipment, etc.; £50.1.0 for maintenance; and £50.1.0 for administration and inspection. The total of £2,020.2.0 divided by 245 gives £8.5.0 as the average cost per pupil per year.

As mentioned previously, the Government grant covers 61 per cent of these recurrent costs, i.e., £5.0.0, the remaining £3.5.0 being covered by the proprietor. The total of recurrent costs could therefore be apportioned between the Government and the proprietors for each Native Authority area, Province and the Region as a whole.

In financial matters, however, the Native Authorities are under the Ministry of Local Government. The latter took the figures of the Ministry of Education for capital expenditure, but calculated the recurrent expenditure on the basis of actual costs incurred by the Native Authorities in previous years, and not on the basis of the estimate of £8.5.0. Now the recurrent cost per pupil varies widely from one Native Authority area to another, because of the differences in the standards of equipment, the qualifications of the teachers, and the average number of pupils per class. But the average cost per pupil came to £12. This the Ministry of Local Government considered to be too high a figure and, consequently, required the Native Authorities to bring it down to £10 as a first step towards bringing it down to the level of £8.5.0 as estimated by the Ministry of Education.

The Ministry of Education produced for each Native Authority tables showing the number of streams and classes that had to be added annually to achieve an enrolment of 28 per cent of the 6 to 7 age group in class I by 1970. The enrolment in class VII as related to the 12-year group was also given in each case. (All this was naturally related to the subsequent levels and kinds of education in accordance with the Ashby targets.) It was thus possible to calculate the capital and recurrent costs for each Native Authority and the necessary increase in the tax levied by Native Authorities on education.

The Government gave all this information required to achieve the Ashby targets to the school proprietors, but the realization of the programme naturally depended on the extent to which the proprietors themselves could and would supply their share of the finance required. This share, in fact, comes from the local population in the form of local taxes, school fees, community collections and mission funds. It was also necessary to plan primary schools in a given area so as to achieve maximum efficiency and not have proprietors competing with each other in building small uneconomic schools in one area, while leaving another area without any primary school. These problems could obviously be solved only at the local level.

Elaboration at the local level

The plans of the Native Authorities were determined by the available resources. The Ministry of Local Government, which is responsible for the finances of the Native Authorities, decided to fix a ceiling for all capital expenditure by the Native Authorities. In 1962, a Native Authority could spend a maximum of 30 per cent of the previous year's savings on capital expenditure on education, two-thirds of it on primary education and one-third on secondary education. In areas which have no secondary schools, the whole of the 30 per cent savings could be spent on primary schools.

This ceiling figure, when divided by the cost of one class-room to the Native Authority, i.e., the full cost less the Government share, gives the maximum number of class-rooms which the Native Authority can build in that year. Subsequently, the Ministry of Local Government changed the calculation so as to include in it the Government grant of £350 per class-room and to take into account the financial reserves of the Native Authority, the ceiling being given as a total for the six years of the development plan. Thus, in order to find the number of class-rooms a Native Authority can build in one year at the present time, the ceiling figure is first divided by six and then by the full cost of a class-room. This figure can then be compared with that necessary to achieve the Ashby targets. Such a comparison has been established in Table 3 for seven Native Authorities.

Some areas, Borgu and Muri, for instance, have no secondary schools and could thus spend the whole 30 per cent on primary education, thereby increasing the number of class-rooms they could build. Others could increase them by reducing building costs through community building.

As far as Voluntary Agencies were concerned, their capital and recurrent costs could not always be ascertained with the necessary accuracy, and it was therefore assumed that these costs would be similar to those estimated by the Ministry of Local Government for the same area. If the Native Authority became an Education Authority and the Voluntary Agency schools were transferred to it, then clearly both the capital and recurrent costs of the Native Authority would be correspondingly increased; that is, if the Ashby targets were to be met. It is because of this

TABLE 3. Number of class-rooms to be built per year according to Ashby targets and Ministry of Local Government ceilings

Native Authority	Ashby targets	Ministry ceilings	Native Authority	Ashby targets	Ministry ceilings
Adamawa	15-16	12	Katsina	132	78
Borgu	4	2	Muri	14	10-11
Daura	6	10	Numan	7	5-6
Ilorin	34	14			

contingency that the building of new class-rooms in Voluntary Agency schools was reduced.

In any event, the total number of class-rooms which a Native Authority was allowed to build in any year from 1962 to 1968 could be estimated and the maximum allowable growth of primary school places could thus be projected. A plan could then be prepared for the expansion of each school necessary to ensure for all children now in school a seven-year primary education either in a three-class-room school, a four-class-room school, a seven-class-room school, or a school with a multiple of seven class-rooms to take several streams. To this end, a table was prepared for each school, showing the number of classes and of class-rooms for each year from 1962 to 1968. As the years pass, additional classes are added to extend the school to a full seven-year course. The staff and organization card shows if there is a spare class-room at any school and how many class-rooms have to be built in any one year to cope with the expected increase the following year.

Clearly, if the ceiling figures do not meet the requirements, the building programme has to be delayed, with the result that some children now in school will not be able to complete the full seven-year course. On the other hand, if the ceiling exceeds the requirements, new schools can be built in areas where there is a demand for primary education.

On the basis of the number of class-rooms, it was possible to determine the capital expenditure year by year for Native Authority and Voluntary Agency schools separately, taking into account the Government grant of £350 per class-room.

Similarly, on the basis of the estimated number of children in school each year, total recurrent costs were calculated separately for Native Authority and Voluntary Agency schools, using *per capita* costs in each case and allowing for the Government grant of £5 per head. The staff and organization cards gave the status of every teacher at every school, and it was therefore easy to calculate the number of teachers of each grade required to bring each school up to the staffing requirements of the Ministry, taking into account extensions to existing schools and new schools to be built. In this way, the yearly staffing requirements were established for the Native Authority area, considering separately Native Authority and Voluntary Agency schools. In areas where the Native Authority wished to become an Educational Authority and receive schools from the Voluntary Agency, the recurrent (and capital) costs were calculated accordingly.

It was now possible to draw up the final development plan for each Native Authority area, specifying the new schools to be built and the schools scheduled for extension, the capital costs and the recurrent expenditure. These development plans still had to receive the approval of the Native Authority Council or the Education Authority or the Voluntary Agency concerned. They were then forwarded to the Ministry of Education for comment and final approval.

Integration of local plans into the Government plan

It now remained to co-ordinate and fuse the Native Authority plans into one coherent whole—the Government development plan. The Ministry of Education, in checking the local plans, had to ensure that (a) all capital costs were within the ceiling figures of the Ministry of Local Government; (b) the Ashby targets were achieved to the fullest extent compatible with these ceiling figures; (c) the siting of class-rooms was in accordance with the Government policy of establishing seven-year primary schools; (d) the planned increase in classes did not entail the employment of untrained and unqualified teachers.

Some Native Authority plans exceeded the Ashby targets, others fell short of them owing to the lack of resources; but on the whole the plans, when adjusted, were in conformity with Government policy within the bounds of financial possibilities. As for the Voluntary Agencies, the response varied from one Agency to another, but the development of their schools was grant-aided only if it conformed with the principles laid down in the Government development plan.

Let us take, as example, the plan of the Lafia Native Authority. Under the Ministry of Local Government ceiling, the Authority could build seven and a half class-rooms per year (i.e., eight one year and seven the next year) at a cost of £ 700 per class-room. The table below shows the number of class-rooms to be built under the Lafia plan by the Native Authority (N.A.) and the Voluntary Agency (V.A.) respectively, and the number required under the Government plan.

TABLE 4. Number of class-rooms to be build in Lafia Native Authority area.

	1963			1964			1965			1963-65 total		
	N.A.	V.A.	Total	N.A.	V.A.	Total	N.A.	V.A.	Total	N.A.	V.A.	Total
Ministry plan	8	11	19	9	10	19	3	8	11	20	29	49
Lafia N.A. plan	8	9	17	7	9	16	8	9	17	23	27	50

As can be seen, by 1965 Lafia Authority will have built twenty-three class-rooms as against the Government target of twenty class-rooms. The Voluntary Agency's target as set by the Government is twenty-nine class-rooms, but the plan of the Native Authority counts only on twenty-seven Voluntary Agency class-rooms. Altogether, however, Lafia will have built one class-room in excess of the Ashby targets. The Lafia plan was therefore approved because the costs (originally set at £ 800 per class-room, but later brought down to £ 700) are within the ceiling limit of the Ministry of Local Government, the programme achieves the Ashby targets, the policy of upgrading schools to a seven-year course is being followed, and the new schools are sited in areas which lend themselves to such an upgrading.

Teacher training

The needs for teachers are derived directly from the projections of enrolments by applying the Government staffing ratios. These needs were calculated for each Native Authority, Province and for the Region as a whole; and it was decided to consider teacher-training needs on a Provincial basis.

The projections showed that the number of qualified teachers (mostly grades II and III) needed by 1970 in order to meet the Ashby targets was some 18,000. As the number of qualified teachers was only 5,215 in 1961, and as the teacher wastage amounts to 6 per cent per year, it was calculated that almost 19,000 qualified teachers would have to be produced during the period 1962-70 if the Ashby targets were to be met. The number of additional teachers required each year was as follows:

1962	1963	1964	1965	1966	1967	1968	1969	1970	Total	Average per year
2 433	2 065	2 228	1 705	1 862	1 954	2 056	2 222	2 421	18 946	2 100

The next step was to assess the necessary teacher-training facilities, taking into account those that were already available and allowing for a 5 per cent failure rate at teacher-training colleges. The fact that during the first three or five years of the expansion programme no extra teachers will be produced had also to be taken into consideration.

In 1963, there were fifty-four teacher-training colleges with an average of 110 students and a staff of eight each. Many of them were sited in areas of low population density and remained small because of their association with the missions. The Government decided, therefore, to expand existing Government colleges and build new ones, to expand Voluntary Agency colleges by giving them liberal capital and recurrent grants for the purpose, to close small uneconomic colleges, and to establish in all colleges a five-year course after primary VII for grade II Certificate, with selection at the end of the second year.

The effect of such a course would naturally be to increase even further the number of places required in teacher-training colleges. In 1961, only about 20 per cent of the students were enrolled for the five-year grade II course, the remaining 80 per cent following the three-year grade III course. The average duration of studies was, therefore, $5 \times 0.2 + 3 \times 0.8$.

If the proportion of grade II students was to be increased to 80 per cent, the average duration of studies would be $5 \times 0.8 + 3 \times 0.2$.

Now in 1961 there were 4,668 places in teacher-training colleges. With an average duration of studies of 3.4 years, this means that there were 1,373 places (4,668

TABLE 5. Number of students in teacher-training colleges

Year	1961			1962			1963			1964		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
1	966	255	1 221	1 888	529	2 417	1 989	477	2 466	1 911	515	2 426
2	1 030	217	1 247	1 052	260	1 312	1 947	495	2 442	1 982	498	2 190
3	994	175	1 169	1 044	212	1 256	1 131	252	1 383	1 802	388	2 140
4	373	97	470	580	98	678	496	112	608	733	146	879
5	323	76	399	372	90	462	539	86	625	435	107	542
	3 686	820	4 506	4 936	1 189	6 125	6 102	1 422	7 524	6 863	1 654	8 517

divided by 3.4) for intake every year. But with a duration of studies extended to 4.6 years, the number of new places required to maintain this yearly intake of 1,373 would be 1,648 ($1,373 \times 1.2$). However, as was pointed out earlier, the output of trained teachers should amount to some 2,400 in 1970 which, taking into account the 5 per cent failure rate, means that the intake in 1965 should amount to 2,520 (i.e., eighty-four streams of entry) instead of 1,373. This means an additional yearly intake of 1,147 who will be in training for an average of 4.6 years, creating the need for 5,276 extra places ($1,147 \times 4.6$). The total extra places required to cope with both expansion and lengthening of the average duration of the courses is, therefore 6,924 ($1,648 + 5,276$), i.e., an increase of almost 50 per cent over the 4,668 places available in 1961.

The Government decided to build five new training colleges and to open two others in premises already built, to expand eighteen of the nineteen Government colleges and to close the remaining one. All the Voluntary Agency colleges were to be either expanded or closed down. As a result, the increase in the number of places of 150 per cent was to be ensured as to over 100 per cent by the Government and less than 50 per cent by the Voluntary Agencies.

The first effects of this policy can be seen in Table 5.

At the end of 1966, when the increased numbers who entered training colleges in 1962 will be fully trained teachers, there should be some 2,300 additional teachers available, and the same number will become available in 1967 and 1968. Clearly, the building programme for teacher training is beginning to show results. However, the full programme is not yet being implemented. Expansion and new colleges were scheduled to produce, according to the Government plan, the following numbers of teachers:

	1961	1962	1963	1964	1965	1966	1967	1968	1969
Number of teachers	1 461	1 684	1 101	1 309	2 169	3 079	2 760	3 210	3 363

The number of teachers expected in 1969 being 3,363, the number of students entering training colleges in 1964 should have been at least 3,363 instead of 2,426. But the estimate of 2,400 teachers from 1966 onwards is being maintained.

The Wisconsin team's critical review

The development plan for primary education as formulated by the Government was submitted to a team provided by the University of Wisconsin for a critical review. In October 1962, the University of Wisconsin entered into a contract with the Agency for International Development (A I D) to provide a team of educational consultants to the Government of Northern Nigeria with a view to reviewing, advising and making recommendations on the governmental programme for the expansion of primary education and of teacher-training facilities. After a review of the enrolment projections, the team suggested (a) that the wastage of 10.7 per cent allowed over the seven-year course in accordance with Archer's assumptions was not realistic, and that it should be put at 30 per cent; (b) that it would not be possible to restrict school enrolments in Native Authorities where more than 28 per cent of children were enrolled until Native Authorities with an enrolment of less than 28 per cent made rapid progress.

When these two factors were taken into account and the 1961 enrolment figures projected accordingly, it was found that the number of children in school each year from 1962 to 1970 would be smaller than that given in the Government estimates. This in turn meant that fewer teachers would be required than forecast by the Government plan. The latter, however, allowed in its calculations for the continued employment of unqualified teachers. This the Wisconsin team did not accept, making its calculations on the basis that all teachers employed in primary schools in 1970 should be qualified. Its final estimate of the number of qualified teachers required was therefore greater than the Government estimate. To achieve this objective, the Wisconsin team proposed to expand the Government teacher-training programme and enlarge all Government colleges up to four streams of entry.

3 External assistance

Northern Nigeria has received external aid for education from many sources, but no aid had been received for primary education until the United Nations Children's Fund supplied invaluable help in the form of essential school materials.

Since Government grants on recurrent accounts are given on the basis of teachers' salaries, many Native Authorities and Voluntary Agencies found the cost of textbooks and school materials very high in comparison with their income. The equipment of a new class with essential materials, most of which have to be imported, costs approximately £60. The average rate of Native Authority tax is £2 per adult worker per year, of which the Government's share is 5 shillings. Voluntary Agencies' resources are perhaps even more limited. Thus Native Authorities are often unable to provide the right amount and kind of materials required for efficient teaching, while Voluntary Agencies require pupils to provide their own textbooks and exercise books. As the parental income is probably no more than £40-50 per annum, out of which school fees have to be paid, the extra cost of books is almost prohibitive.

Unicef is now giving assistance on a very generous scale, and its object is not only to provide the materials, but also to show what basic materials are required in each class and how they can be supplied in class units. In this way, materials can be purchased in bulk by proprietors from a contractor who will parcel orders in labelled school lots and deliver them to the Native Authority store for forwarding to the schools. The work of keeping a store stocked with all the necessary items and issuing these items to schools as required is too difficult a task for the majority of Native Authority storekeepers.

The practical implementation of the scheme was as follows. Lists of essential materials were prepared for each class from I to VII, each class list being divided into three sections: (a) items which would last for five years, (b) items which would last for two years, and (c) items which would last for one year only. Unicef packed

all materials in complete class lots correctly labelled for each class and Native Authority, and sent them in bulk to Kaduna; from there they were forwarded to the various Native Authority stores, which in turn delivered the lots packed in class units to the Native Authority and Voluntary Agency schools.

4 Implementation of the plan: achievements and failures

The progress achieved in implementing the plan can best be judged by considering the latest figures of enrolments and classes as shown in Tables 6 and 7.

As can be seen from these tables, the average number of children per class in 1964 was 35.3 (452,319 divided by 12,817), which is in accordance with the Government plan. Also, the number of newly formed classes I has fallen, while the total number of classes V, VI and VII has risen sharply year by year. This indicates that priority is being given to extending existing schools to a full seven-year course over the building of new schools, also in accordance with Government policy.

TABLE 6. Enrolments and classes in primary schools

Year		All classes	Class I	Class V	Class VI	Class VII
1961	Enrolments	316 264	81 292	25 730	19 964	16 304
	Classes	9 414	2 233	729	592	512
1962	Enrolments	359 934	87 781	33 754	25 507	19 847
	Classes	10 330	2 370	923	705	576
1963	Enrolments	410 706	91 567	42 010	33 502	24 845
	Classes	11 620	2 458	1 183	941	725
1964	Enrolments	452 319	92 526	51 114	40 292	32 698
	Classes	12 817	2 519	1 452	1 167	922

TABLE 7. Yearly increase in enrolments and classes

Year		All classes	Class I	Class V	Class VI	Class VII
1961/62	Enrolments	43 670	6 489	8 024	5 543	3 543
	Classes	916	137	194	113	64
1962/63	Enrolments	50 772	3 786	8 256	7 995	4 998
	Classes	1 290	88	260	236	149
1963/64	Enrolments	41 613	949	9 104	6 790	7 853
	Classes	1 197	61	269	226	197

However, enrolments in 1964 are 79,777 behind the Ashby target of 532,096, and the number of classes is 2,702 behind the Ashby figure of 15,519 for 1964. There was, however, a very substantial increase in enrolments and the number of classes between 1961 and 1964, as shown in Table 6.

As far as teacher supply is concerned, the situation is shown in Table 8. It should be remembered that the staffing plan allows two grade II, three grade III and two uncertificated teachers for each seven-class school.

TABLE 8. Numbers of teachers and classes

Year	Classes VI and VII	Grade II teachers ¹	Classes III, IV and V	Grade III teachers	Classes I and II	Uncertificated teachers
1961	1 104	1 529	4 082	3 832	4 228	4 407
1962	1 281	1 713	4 519	4 310	4 530	4 536
1963	1 666	2 165	5 179	5 187	4 775	4 732
1964	2 089	2 560	5 769	5 686	4 959	4 973

1. Including grade I teachers

As can be seen, the number of grade II teachers is still in excess of the number required to teach classes VI and VII, and the number of grade III teachers is almost equal to the number of classes III, IV and V. With the surplus of grade II teachers, there are enough qualified teachers for all classes from III to VII, though naturally they are not equally distributed over the Region. The number of uncertificated teachers in 1964 was almost equal to the number of classes I and II, and has shown an increase, as was only to be expected. However, there has been a decrease in the relative number of these teachers between 1961 and 1964, since the number of classes I and II has increased by 731, while that of uncertificated teachers has risen by 566 only.

These figures, encouraging as they are, still do not come up to the Ashby targets, which, for 1964, were 15,519 class-rooms and 10,663 qualified teachers, as against 12,817 class-rooms and 8,246 qualified teachers available in 1964. However, with the expected output of well over 2,000 grade II teachers from 1966 onwards, the number of new primary class-rooms can be increased without unduly affecting the quality of the staff—provided that Native Authorities can find the necessary resources. The greatest deficiency is in classes V, VI and VII, indicating that there is still much to be done in upgrading schools to a full seven-year course.

A survey is also being made of the wastage of pupils, and preliminary results are indicated in Table 9.

Here again there is an improvement, especially in the loss from class IV to class V, indicating that more classes V have been created, according to the plan.

The reform of the administration of primary education has been progressing since the enactment of the 1962 Education Law. In 1963, three Native Authorities,

TABLE 9. Wastage of pupils in primary schools (in percentage)

Year	Class I to Class II	Class II to Class III	Class III to Class IV	Class IV to Class V	Class V to Class VI	Class VI to Class VII
1959/60	9.4	8.4	0.9	48.2	1.1	2.6
1960/61	8.2	7.4	1.7	44.6	5.4	6.2
1961/62	6.8	7.8	2.8	30.8	0.9	0.6
1962/63	5.4	3.0	0.9	22.8	0.8	2.6
1963/64	5.7	5.2	3.9	17.9	4.1	2.3
Annual average percentage reduction	7.1	6.4	2.0	32.9	2.0	2.9

Bornu, Katsina and Abuja, were selected to become Education Authorities on 1 April 1964. All three areas had Native Authority and Voluntary Agency schools, and all had men trained as Education Officers on the first Zaria course. In addition, a Provincial Education Secretary, also trained in Zaria, was available for help and advice. In October, 1963, officers of the Ministry of Education visited the three Native Authorities and explained the whole scheme in detail, advising on the constitution of the kind of Education Authority that would be acceptable to the Minister. As the result of discussions with Voluntary Agency proprietors, a majority of the latter agreed to hand over their schools to the Education Authority.

The Education Authority system, when introduced in the whole of the Region, will ease the administrative burden of the Ministry of Education and facilitate the planning of primary education. Three planning officers, trained on the first Zaria course and now in the Ministry of Education, are responsible for the formation of Education Authorities and for dealing with them administratively. They form the core of the Primary Education Section which is now being built within the Ministry of Education.

Conclusions

The financial limitations restricting the expansion of primary education in Northern Nigeria are not confined to the Government sphere; half of the capital costs and 39 per cent of the recurrent costs have to be covered from local resources, in the case of the recurrent costs, slightly less than one-third from Native Authority rates and taxes, and over two-thirds from school fees and Voluntary Agency funds. Thus even if the Government could increase its grants-in-aid to primary schools, the ability of the local population to contribute its share would set a limit to the expansion. Recurrent costs tend to rise with the expansion of primary education, and the justified insistence on more and better qualified teachers is another factor in raising costs. Native Authority tax, of which 12.5 per cent goes to the Government, amounts to £2 per working adult per year, and this sum may represent as much as 5 per cent of the earnings of an agricultural worker. In addition, parents who send their children to Voluntary Agency schools have to pay schools fees of at least £2 per pupil per year, but sometimes as much as £5 or £6. This is a heavy burden which cannot but severely restrict access to primary education.

The economic growth of Nigeria is estimated at 4 per cent per annum, but the latest census figures show that the population is increasing at almost the same rate, i.e., 3.5 per cent per annum. There is thus little left for raising the standards of the population. As in most developing countries, universal primary education is a long way from being achieved in Northern Nigeria, where only 15 per cent of children of school age actually are in school. Without external aid—and an increase in the rate of economic growth—it may not be possible even to maintain present educational standards, let alone achieve the goal of universal primary education.

Appendixes

- A Plan and syllabus of the course in educational administration in Northern Nigeria
- B Staff and organization card
- C Individual report of primary schools
- D Statistical record

Plan and syllabus of the course in educational administration in Northern Nigeria

The course is divided into two parts. The introductory part will last four months approximately, at the end of which there will be an examination and unsuccessful students will be returned to their Native Authorities. The main part of the course will last eight months approximately. Between the two parts there will be a break of four weeks to coincide with Ramadan.

SCHEME OF WORK AND TIMETABLE

October 1963 (1st week): Introduction, allocation of books, timetables, syllabuses and discussions of general arrangements (pay, lodging and the like).

November-December 1963 (2nd-9th week): Course of lectures and discussions according to the syllabus specified for the introductory part of the course.

January 1964 (10th week): Revision.

January 1964 (11th week): Examinations and announcement of results and break.

February-August 1964 (16th-43rd week): Course of lectures, visits and practical work according to the syllabus for the main part of the course.

September 1964 (44th-45th week): Revision.

September 1964 (46th-48th week): Examinations, marking, announcement of results and dispersal.

SYLLABUS

A. *How Nigeria is governed*

1. Federal Government:
 - (a) Federal legislature (Parliament and Senate);
 - (b) Executive Council.
2. Regional Government (with particular reference to Northern Nigeria):
 - (a) Regional legislature (Houses of Assembly and Chiefs);
 - (b) Executive Council;
 - (c) Judiciary.
3. Local Government (with particular reference to Northern Nigeria):
 - (a) Provincial Administration;

- (b) Native Authorities: the internal organization of Native Authorities; joint services between Native Authorities; the services provided by Native Authorities; local Government finance; local Government elections; control of Native Lands.

B. *Northern Nigeria Education Law 1956*

1. The existing pattern of education in Northern Nigeria:
 - (a) Primary;
 - (b) Secondary;
 - (c) Teacher training.
2. The difficulties and inefficiencies of the present patterns of education.
3. Suggestions and discussions on how the organization can be improved as an introduction to the formation of Education Authorities and an outline of their duties.

C. *Education Authorities*

The place of an Education Authority in the present pattern of Government:

1. Regional;
2. Local.

D. *Oldman Report*

The changes suggested in:

1. Education Law 1956;
2. The pattern of administration to help achieve the Ashby targets in Northern Nigeria.

E. *New Education Law 1962*

How it affects:

1. The Minister of Education;
2. The Ministry of Education;
3. Native Authorities and Voluntary Agencies;
3. Administration of education and education monies.

F. *Regulations for the Education Law 1962*

1. Reasons for regulations;
2. Preparation of regulations and study of those available;
3. The Education Law, the regulations and Administration.

G. *Formation of Education Authorities primary (education)*

1. Education Law 1962—permission to set up Education Authorities by submission of a scheme for approval.
2. Outline schemes for use by Native Authorities when submitting their own scheme.
3. The Education Committee of the Education Authority and the functions delegated by the Education Authority to the Education Committee. Specimen resolution to be passed by Education Authority.
4. Standing orders—specimens prepared.
5. Preparation of schemes by each student for his own individual Native Authority.

6. Education Committee:
 - (a) Practical use of standing orders;
 - (b) Agenda and minutes;
 - (c) Students to write agenda, hold actual meetings, and write minutes;
 - (d) Formation of sub-committees—delegation of powers;
 - (e) Schools' sub-committee;
 - (f) Finance sub-committee;
 - (g) Planning sub-committee;
 - (h) Staffing sub-committee;
 - (i) School visitors—their duties;
 - (j) Management of secondary schools: preparation of outline; instrument and articles of government for all secondary schools; application of these in particular cases;
 - (k) Emergency powers granted to Education Officers and Chairmen of Education Committees.
7. Duties of Schools' Committee.
 - (a) Supplies—books, stationery and replacement of furniture;
 - (b) Organization of schools;
 - (c) Transport of pupils and teachers;
 - (d) Reports from school visitors, and governors, Voluntary Agencies and Government inspectors;
 - (e) School meals.
8. Finance sub-committee: to supervise income and expenditure.
 - (a) *Income.* (i) Grants from Government: capital; recurrent. (ii) School fees. (iii) Contribution from Native Authority, Voluntary Agency or Education Authority—precepts;
 - (b) *Expenditure.* (i) Capital expenditure—school buildings and initial furniture. (ii) Recurrent expenditures: teachers' salaries; supplies; administration; maintenance of schools; transport; loan charges; school meals;
 - (c) *Adjustment payments.* What they are and how applied;
 - (d) *Auditing and accounting system.* A simple system to be developed by the class;
 - (e) *Estimates.*
9. Planning sub-committee:
 - (a) The planning and siting of new schools—practical work in drawing site plans and simple school-building plans;
 - (b) The planning of extensions to existing schools;
 - (c) The maintenance of schools;
 - (d) Contracts and tenders—procedures and precautions;
 - (e) Co-operation with other Native Authority departments—Works Department.
10. Education Office:
 - (a) The need for an office;
 - (b) The organization of the office and how the office serves: the committee and sub-committee; schools (and children); teachers;
 - (c) Education Officer;
 - (d) Collaboration with other departments.

11. The Administration and the Inspectorate:

- (a) Reports on schools and necessary action;
- (b) Consultation on: new school buildings; furniture; books and equipment; development plans.

H. *Material to be prepared and developed by each student*

1. Scheme for his own Education Authority.
2. Agenda and minutes for:
 - (a) Education Committee;
 - (b) A sub-committee.
3. Statistics from the students' own Native Authorities on prepared Staff and Organization Cards devised on the course.
4. Development plan for their own particular Native Authority based on collected statistics (3 above).
5. Mock estimates to be prepared for each Education Authority.
6. Building regulations to be drawn up for each area which allow the use of local materials, but which conform to over-all standards.

Number of class-rooms not in use	B Probable number of new entrants next year			C Number on roll	D Additional classes planned for 1965 for which further class-rooms are required		E FOR OFFICE USE ONLY		
	Boys	Girls	Total	1963	Class	Reason for forming new class			
				1962			Total approved salaries	£	
				1961			Total approved other expenses	£	
							Headmaster's allowance	£	
							Boarding grants and allowances	£	
							Total approved expenses	£	
							Less A.L.C.	£	
							Adjustments from previous years	£	
							Net grant payable	£	
							Interim grant paid	£	
							Adjustment grant payable	£	
CERTIFIED CORRECT							Computed by :	Checked by :	

Instructions

Do not fold this card

GENERAL	1. This card must be completed for all primary schools, Government, N.A. and V.A., whether aided or non-aided. 2. On this card the enrolment means the number of pupils on the register of a class on 31 March 1964. 3. This card should be completed in ink and must not be folded.	COLUMN 5	Enter here the month and year during which the teacher sat the examination for his last professional qualification.
		COLUMN 6	Enter here the present salary of the teacher in £s. per year.
		COLUMN 7	Each class-room must be entered in this column whether it is occupied or not. If a class-room is unoccupied, write 'unoccupied' across columns 7, 8 and 9.
CARD HEADINGS	The Province, Native Authority, the district, and town or village in which the school is situated should be clearly stated. In addition the name of the school, the school number, the name of the proprietor and whether or not the school is aided or non-aided, boarding or non-boarding should be clearly given.	COLUMN 8	Enter here the floor area of each class-room in square feet.
		COLUMN 9	The number of (a) boys, (b) girls, and (c) the total number of children in the class on 31 March 1964 should be carefully entered in this column.
COLUMN 1	Classes should be numbered and entered in order, Class I having the youngest children being at the top. If there is more than one Class I, then the classes should be designated Class IA, IB etc., and entered on the card in that order.	COLUMN 10	Enter here the average attendance in each class for the month of March 1964. These averages should be for (a) boys, (b) girls and (c) total attendances, separately.
COLUMN 2	Enter here the name of the teacher as 'registered'.	COLUMN 11	The number of (a) boys, (b) girls and (c) the total number of children in each class who will be leaving school at the end of this school year should be entered in this column against the appropriate class. In most cases school leavers will be from classes IV and VII.
COLUMN 3	Enter here the registered number of the teacher. If the teacher is <i>not</i> registered write 'nil'.	Box A	State here the number of class-rooms which are <i>not</i> occupied by a class this year (1964).
COLUMN 4	The Professional qualification of each teacher should be entered here as follows: G. I for senior teacher's certificate G. II for higher elementary certificate G. III for elementary certificate G. IV for vernacular teacher's certificate C/S for specially selected untrained teacher P.P. for probationary FG. II for failed higher elementary certificate FG. III for failed elementary certificate FG. IV for failed vernacular teacher's certificate U.S. for untrained teacher who has completed secondary school U.T. for untrained teacher who has <i>not</i> completed secondary school U.P. for untrained teacher who has completed primary school (The head teacher should put 'H' in front of his professional qualification i.e., HG. II).	Box B	Estimate as accurately as you can the number of children you expect to admit in January 1965, in the next school year.
		Box C	Enter here the total number of children on the registers (school roll) during the years 1961, 1962, and 1963.
		Box D	If you expect to establish any additional classes in 1965, enter the particulars here.
		Box E	This space is for office use only for the estimation of your grant-in-aid and you must leave it free.
		FINALLY	If you have more members of staff than classes enter their names and particulars in columns 2, 3, 4, 5, and 6 and write across columns 7, 8 and 9 what special services these teachers perform, e.g., Arabist, etc. If this card does not contain sufficient space to record the necessary details for all classes and teachers, you should use a second card to complete your record, and then pin the two cards together.

14 Roll of teachers (Attach an additional sheet, if necessary)

Teacher's name	Registered number	Sex	Nigerian *	Non-Nigerian *	Tribe (if Nigerian)

* Tick (✓) one for each teacher

15 Number of classes in school

Number of classes	Class I	Class II	Class III	Class IV	Class V	Class VI	Class VII	Total all classes

16 Indicate number of additional classes planned for next school term

Number of additional classes planned	Class I	Class II	Class III	Class IV	Class V	Class VI	Class VII	Total all classes

17 Enrolment of pupils, by age, by class, and by sex:

Age of pupils	Class I		Class II		Class III		Class IV		Class V		Class VI		Class VII		Total all classes	
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F
5 but under 6 years of age																
6 but under 7 years of age																
7 but under 8 years of age																
8 but under 9 years of age																
9 but under 10 years of age																
10 but under 11 years of age																
11 but under 12 years of age																
12 years of age and over																
TOTALS																

Date:

Headmaster's signature:

The following publications are obtainable from Unesco and its national distributors throughout the world:

Educational Planning: a Directory of Training and Research Institutions

1964. Also available in French

Educational Planning: a Bibliography

1964. Also available in French

Educational Planning: an Inventory of Major Research Needs

1965. Also available in French

Problems and Strategies of Educational Planning: Lessons from Latin America

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New Educational Media in Action: Case Studies for Planners

Three volumes. In preparation

The New Media: Memo to an Educational Planner

W. Schramm, P. H. Coombs, F. Kahnert, J. Lyle

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The Institute's aim is to expand knowledge and the supply of competent experts in educational planning in order to assist all nations to accelerate their educational development as a prime requirement for general economic and social development. In this endeavour the Institute co-operates with interested training and research organizations throughout the world.

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