A Model for the Administration and Control of Public Education in the East Central State of Nigeria

Martin Umachi Okoro
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A MODEL FOR THE ADMINISTRATION AND
CONTROL OF PUBLIC EDUCATION IN
THE EAST CENTRAL STATE OF NIGERIA

by

Martin Umachi Okoro

A Thesis Submitted to the Graduate School
of Loyola University in Partial Fulfillment
of the Requirements for the Degree of
Master of Arts

October
1974
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Special thanks must first go to my academic advisor, Dr. J. J. Valenti, who closely supervised and encouraged me during the course of this study, and secondly to Dr. R. Monks, whose patience, warmth and suggestions inspired me to complete the research.

The writer is also very grateful to Dr. N. E. Awa of Cornell University, and Mr. U. N. Umachi of Wayne State University, for co-ordinating the research effort, in the New York and Michigan axis, respectively.

Finally, the Ministry of Education, East Central State of Nigeria, deserves special thanks for the official documents and records made available to the author on request.
VITA

The author, Martin Umachi Okoro, is the son of Okoro Okwara and Mgbeke (Okwun) Okoro. He was born on February 25, 1942, in Umuchiakuma, Ihechiowa, Arochuku, Nigeria.

He obtained his elementary and professional education in Catholic Mission schools in his home Diocese, attending St. Peters and St. Mary's Teacher Training Colleges at Ututu and Abak, respectively.

In October, 1967, he entered Fourah Bay College, the University of Sierra Leone, having earned the University of London, General Certificate of Education at the subsidiary and advanced levels. He graduated in November 1970/71 with a Bachelor of Arts degree and a Post-Graduate Diploma in Education. During his four year course at the University of Sierra Leone, he was active in the soccer club, the "Siren Club" -- a literary society; and also served as secretary to his community group.

In February, 1972 he began his graduate studies with a Loyola University Scholarship, and was awarded the Master of Arts in Education in February, 1975.
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CHAPTER I

A. INTRODUCTION AND STATEMENT OF THE PROBLEM

The East Central State of Nigeria is one of the twelve states that constitute the Federation of Nigeria. It is the nucleus of the former Eastern Region of Nigeria (Biafra from May 30, 1967 to January 15, 1970), from which two other states -- the South Eastern and the Rivers State -- respectively have been carved out. With a population of "some eight million people"\(^1\) of the Ibo (Igbo) ethnic group occupying an area of 11,548 square miles,\(^2\) it is probably one of the most dynamic, closely knit, and communally oriented societies in Africa south of the Sahara. In 1963, the educational strides made by the region was spoken of in such glowing terms as these:

Eastern Nigeria with its six thousand, four hundred and fifty one primary schools, one hundred and ninety-seven secondary schools in operation and twenty-eight given approval in principle to open, one hundred and seven teacher training colleges and a University, which barring the U.A.R. leads the whole of Africa, has a right to be justly proud of its role and achievements in the essential task of educating its citizens. This pride is shared by Government

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and people alike. Almost every village in the Region has one or more primary schools, built entirely and enthusiastically by communal effort, with Government contributing nothing towards the cost of these buildings. The same applies, by and large, to the construction of secondary school buildings by Voluntary Agencies, where the bulk of the money used in the construction of such buildings is mainly found by the local people themselves. Government and other outside assistance playing a minor role. . . . Over the past five years, 1957-1962, an average of 43 per cent of the Region's Recurrent Expenditure was devoted to education. . . .

Ten years later, in spite of the disastrous civil war that rocked the area from 1967-1970, the same claim of progress and leadership in education in Nigeria has been resounded. The state reported "an enrollment of 1.3 million children in primary schools and nearly 100,000 in post-primary institutions." for 1973/74 school year. With an appropriation of N44.8 million (about $67.2 million) the investment in education represents an increase of over sixty per cent of the pre-war figures for the area, "and accounts for well over one quarter of the total enrollment for the Federation."

Admittedly, the achievements of the people of the

---


5Ibid.
East Central State in education has been tremendous if judged by the standards of other states in Nigeria as well as those of the newly independent countries in Africa. However, even in the midst of what seems to be progress in any organization, there may exist weaknesses, drawbacks or inconsistencies, that could impede further advancement, or even corrode what has been built over the years unless appropriate measures are taken promptly. This is probably true of education as it is of business, industry and politics. The educational enterprise in the East Central State has its negative aspect too.

The Administrator of the East Central State, Mr. Ukpabi Asika noted this in his Budget Speech where he conceded:

> It is not part of our claim that our system of education is now ideal and the best of all possible worlds. There are problems -- many of them -- but we can claim to be solving these and we can claim on our past performance that we shall solve them.⁶

It is on this premise that the present investigation is based. The questions to be asked, and for which answers would be attempted are (1) How is public education administered and controlled in the State? (2) What are the relative strengths and weaknesses of the system? (3) How can the

⁶Ibid.
defects in the organization be remedied? To put it in a slightly different way, the purposes for which this study is being undertaken are threefold:

1. To put on record a new educational policy and practice that went into effect in the East Central State at the end of the Civil War in Nigeria, in the hope that other governments might find some of its features attractive for inclusion in their educational systems;

2. To critically examine the new system, noting its merits and demerits, as a basis for making recommendations for improvement;

3. To provoke thought and discussion that might inevitably lead to further research, refinement of procedures, and the achievements of the declared objectives of education in the state and country as a whole.

B. METHOD AND PROCEDURE

Materials for this thesis were researched through Secondary and Primary sources.

I. Secondary Sources: The writer read extensively on the related literature in order to gain insight into the nature of the studies that had been done in the area, the procedures used, and the findings of earlier studies. The relevant portions of such investigations were noted and
critically examined in chapter II of this study.

II. Primary Sources: (a) The first part of those included official government documents in the form of records and reports as well as published materials by professionals and by other highly respected persons in Nigeria. The documents used are listed in the bibliography section of this thesis. (b) Interview/discussions and opinionnaire: The author interviewed and discussed the major problems of concern in this study with individuals and small groups of Nigerians living here in Chicago, especially those from the East Central State, familiar with both the old and the new educational systems.

Opinionnaires were mailed to other Nigerians in Detroit, Michigan; Ithaca, New York and Manhattan, Kansas, where through personal contact it had been established that many Nigerians were residing in those communities. Opinionnaires and letters of appeal for cooperation were also sent to Nigerians resident in Chicago, Illinois.

Both the interview/discussion and opinion sampling techniques, focused on the area of concern in the school system. The author's own experience as a pupil, student and teacher, under the old regime, and his informal discussions with teachers during a short visit home in 1971, was of great help in this venture.

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7 See appendix I and 2.
The data obtained from these sources are summarized in Chapter III and form the basis for the recommendations made in the form of a model and description in the concluding chapter, hence the title "A Model For The Administration And Control of Public Education In The East Central State Of Nigeria."

C. DEFINITION OF TERMS

Pre-primary or nursery schools refer to the schools which cater for children between the ages of two and six. They are mostly private schools with no grants at all from the Government.

Primary or Elementary Schools. These are public schools which admit children when they attain six years of age. They are the American equivalent of grade schools. The duration of the Primary or Elementary school course is six years.

Secondary Schools. These have the same meaning as High Schools in the United States. They admit pupils who have successfully completed primary schools, and at the same time, sat for, and passed a common selective entrance examination. The duration of the course is five years usually.

There are different kinds of Secondary Schools. 8

(a) **Secondary Grammar:** This is the earliest type of secondary school introduced in Nigeria by various missionary bodies and the British Colonial Administration. The curriculum of instruction centered around such subjects as Latin, Greek, English Language and Literature, Religious Instruction, Reading, Writing, and Arithmetic. Very little Science was taught in such schools until the era of self-government and independence (1957-1960) and thereafter.

(b) **Secondary Technical/Vocational:** This type of secondary school combines the academic type of education with practical training in other areas -- engineering, carpentry, home economics, nursing, tailoring, etc. The over-production of pure arts students with limited opportunities for jobs, makes this system imperative in a developing country like Nigeria.

(c) **Secondary Commercial:** As the name implies, the courses done in such schools have business or commercial learning. The subjects taught include English Language and Literature, Economics, Accounting, Bookkeeping, Typing, and Shorthand, Office Practice and other allied subjects. Products of Secondary Commercial Schools, usually seek employment in commercial and business houses as well as the civil service, on successful completion of their courses. Some enter the teaching profession while others pursue advanced courses in their chosen areas of specialization.
(d) **Teacher Training Colleges**: The meaning is the same as the title suggests. Teacher Training Colleges train professional teachers, who after certification are employed to teach in the state public schools. In addition to actual classroom practice, the students complete advanced courses in English Language and Literature, History, Geography, Mathematics, Physics, Biology, Chemistry, Agriculture, French and Methods of Teaching the various school subjects. The institutions attract secondary school graduates (holders of the West African School Certificate), Teachers' Grade III Certificate, and the University of London General Certificate of Education at the Ordinary Level. (G.C.E.O.L.)

**Voluntary Agencies**: Originally this term referred to the various missionary bodies who pioneered the establishment of schools in Nigeria as they spread the word of God. Prominent among them were the Roman Catholic Mission (R.C.M.), Church Missionary Society (C.M.S.), and the Church of Scotland Mission (C.S.M.). For our purpose, the term "Voluntary Agency" is used in a much broader sense; it includes not only the different missionary bodies, but also local communities, counties, and individuals who have fulfilled the conditions laid down by the state government for establishing and managing schools.

**D. DELIMITATION OF THE STUDY**

The present investigation does not include Higher
Education. It is concerned primarily with the Administration and Control of Public Education from the pre-primary level up to the teacher training stage; it does not deal with the internal organization of individual schools, but rather focuses on the relationship between the State and other agencies that play a part in decision making in the school system as a whole, with special reference to the East Central State.
CHAPTER II

REVIEW OF RELATED LITERATURE

A large body of literature has been written on the administration and control of education at various levels and in different environments; in this chapter, an attempt will be made to summarize some of the relevant literature on the subject under investigation, beginning with developments within Nigeria.

INTERNAL LITERATURE

Nigeria gained political independence from Britain on October 1, 1960 after over half a century of British rule. Three years later in October 1963, the country became a republic within the British Commonwealth of Nations. With the attainment of political independence and a republican status, it dawned on Nigerians that educational reforms were necessary in order to cope with the challenges that must of necessity be borne by an emerging nation. Before independence, much of the curriculum followed in schools at all levels, with the exception of the Koranic schools in Northern Nigeria, was designed by the Missionaries and colonial administrators along Western lines. There was overemphasis on religious studies and academic and bookish education. The feeling in official circles was that the
system produced far too many people with preparations for white collar jobs than the country needed. A developing country like Nigeria, they argued, needed skilled workers -- carpenters, masons, blacksmiths, welders, machinists, tailors, doctors, nurses and engineers, etc. All have a part to play in the social and economic development of the country. Accordingly, within three years after independence, various Regional and Federal Commissions were set up by the respective governments to investigate the problem and make recommendations for improvement. The issues involved were not just the curricula problem, but also the question of uniform conditions of service for teachers and control of the educational enterprise by a central body. For the purpose of this study, the following Regional and Federal Government Commission Reports will be cited:

(b) Report of the Committee on the Grading of Duty Posts in Voluntary Agency Educational Institutions -- Federal; (Dyewole Asabia Report)

Dr. Kenneth Dike in his report on the Review of the Educational System in Eastern Nigeria stated as follows:

We are fully conscious that the religious aspects of any attempt to co-ordinate the Voluntary Agency Schools within a more uniform system are likely to arouse con-

Controversy. Controversies of this kind have happened in other countries, and there are precedents for suggesting that sometimes the emergence of a fully efficient and comprehensive system of public education is only possible through a complicated pattern of partnership between central Government, local authorities and Church and other voluntary foundations, accompanied by mutual understanding and goodwill. If experience elsewhere is any guide, it may take years of trial and error to achieve such partnership, and much hard bargaining before it is achieved. It might, however, suit Eastern Nigerian individualism and the strength of communal feeling which characterizes the Region better than a highly centralized administration which is the only present alternative to the existing lack of system.10

A few points should be noted here: firstly, the report anticipated controversy should central control of education be initiated; secondly, the existing order represented a "lack of system;" thirdly, it was no easy task to work out a partnership acceptable to all the agencies involved in education in every community; fourthly, a unified system would suit Eastern Nigeria, with its individualistic character and strong sense of belonging to a community; finally, in spite of the problems envisaged, the report concludes that with goodwill and understanding, central control of education could work.

In supporting a public education system, S. Oyewole Asabia, Chairman of the Committee set up by the Federal

10 Ibid., p. 5.
Government to look into the Grading of Duty Posts in
Voluntary Agency Educational Institutions, had this to say:

... it seems to us desirable that steps should
be taken to bring into some organized relation,
various aspects of education administration,
particularly in so far as these relate to the
role of Voluntary Agencies regarding the man¬
gement of staff and disbursement of grants
at a time when Government is putting such a
tremendous amount of money into public educa¬
tion. Ideally, a Public/State System would
be the answer and virtually all representa¬
tives of teachers organizations have expressed
themselves strongly as favoring this system. 11

Undoubtedly, the reports cited above indicate to some
extent, a desire to move towards a centralized system of
administration in education; a step that was considered
necessary in order to achieve uniform conditions of service
for teachers as well as give effective leadership in planning
for educational change. However, the fact that the recommen-
dations were never implemented, until recently in the East
Central State, shows the stiff opposition the measures faced
from the Voluntary Agencies and private school owners. It
is even doubtful whether the changes could have taken place
under a civilian regime, where a bill authorizing the change
would have had to pass through various stages in Parliament
before becoming law. The change over from the old order to

11Ibid., p. 6.
the present public school system, therefore, occurred at a psychological moment -- during a period of reconstruction, after nearly four years of bloodshed and catastrophe, that shook the very foundations of the federation and threatened to break it up as a political entity. With the great majority of the people of the state disillusioned and exhausted; with the presence of the military throughout the length and breadth of what was until January 15, 1970\textsuperscript{12} the "heart of Biafra," for which the people fought and died; all that compounded by the miseries of war; the time for organized opposition was over. Naturally, the question of survival was uppermost in the minds of the survivors.

It is interesting to note how much of the literature which appeared on the subject of this thesis at the end of the war generally were in favor of a public education system. Ikoku, Odokara and Nduka wrote on the "Role of Education in our Post-War Reconstruction" while Enemo and Achiugo wrote on "Education for Nation Building" and the "Role of Education in National Unity"\textsuperscript{13} respectively. Although the authors wrote under different titles, basically, their message was the same: education is an instrument for social, political, economic and cultural change;

\textsuperscript{12} "Biafra" formally renounced cessation from the Federation of Nigeria on January 15, 1970. On May 26 of the same year, the Public Education Edict, 1970, took effect. (See Public Education Edict No. 2 of 1971) p. 2.

its organization and control, in a post-war Nigeria, should reflect national aspirations. The creation of the Public Education System in the East Central State is therefore, a step in the right direction. Dr. Ikoku probably summarises the general mood of the rest in these words:

... We must resist secularization of primary, secondary and teacher training education in the bad sense of that word. We must do all in our power to eradicate denominational bitterness and bigotry. Our children must no longer be indoctrinated with separation and the "I am holier than thou" attitude towards one another. Our educational services should have no mental state boundaries. Children from other states should receive fair and equal treatment with the children of our state. Indeed the interflow of pupils and ideas has an incalculable value of its own. Every child in Elementary 4, 5 and 6 should be required to have a working knowledge, on a conversational basis, of the vernaculars of, say two adjoining states, in addition to a mastery of a full language curriculum of his own mother tongue. In the secondary school, one at least of the big Nigerian languages (Hausa and Yoruba) should be taken in addition to the native Ibo. It is not difficult to see where such a liberal language curriculum is leading to, and those who might be tempted to complain of overloading the language side of the curriculum should reflect both on the ease with which children acquire neighboring vernaculars and on the social and cultural value of such acquisition, to say nothing of their psychological cementing influence. 14

Chief A. Y. Eke, Federal Commissioner for Education in an address at the Conference of the National Council on

14 Ibid., p. 10.
Education, Maiduguri, 1971, called for a "National Policy on Education, acceptable to the different Governments and peoples of this country, a policy which would meet her needs." Chief Eke outlined the four main principles that should govern a national education system, as "academic consideration, character training, nation building and manpower resources."

Following that conference, a committee headed by Chief S. O. Adebo, and made up of representatives of the ministries of education, universities, national association of University women, the national union of teachers, religious organizations and some employers of labour, was set up to consider the draft policy on education, handed to them by the federal and state ministries of education. Representatives of primary, secondary, technical and teacher training institutions, the Commonwealth Secretariat, London and the UNESCO participated in the discussions. Although the debate is still in progress on the nature of the national education structure that would best suit Nigeria, one can conclude from pronouncements made by the country's leaders, that nothing short of a national educational system will satisfy the powers that be.


16 Ibid., pp. 10-11

The Head of the Federal Military Government, General Yakubu Gowan, speaking about the attitude of his government towards the takeover of schools by various state governments, emphasized that while such a policy was in the national interest, it need not result in the removal of religious and moral instructions from the school curricula.18

INTERNATIONAL PERSPECTIVE — SPECIFIC STUDIES

Outside Nigeria, specific studies with a bearing on the topic under investigation have been done. Adam Curle, 1969, in a section of his studies entitled "Education and National Goals in Africa,"19 argued that since many of the newly independent African countries are not yet nations with problems, but rather geographical and administrative units, in the process of becoming nations, central planning and control of education, is a necessity.20 With reference to the rise of nationalism in other parts of the world and the part education played in it, Curle noted:

... It is interesting that the rise of European nationalism during the 19th century was also associated with this emphasis on education, indeed before this period, there was no such thing as a national education system. In France until 1880 the classes on Religion and Morals constituted a central part of the curriculum. In Japan the periods known as repairing the Heart were equally important: Contemporary

18 Ibid., p. 5.


20 Ibid., p. 81.
Soviet education too, is well spiced with moral and political indoctrination aimed at the creation of the "New Soviet Man" who will further the aims of the U.S.S.R. In this context, the nationalistic use of education in Africa is to be expected. Indeed it is only surprising that ideological teaching is not more rigorous and more widespread. This is a tribute to the essentially non-dictatorial character even of most authoritarian of one-party regimes. Moreover, personality cults, while not uncommon and probably serving an integrative function, normally stop short of prescribed adulation of the hero. On the whole the employment of education for nationalistic ends is qualified more by its quantity than its quality. It has been felt that there was virtue simply in the wide diffusion of knowledge rather than the precise context of that knowledge. 21

W. L. Austin, 1970, carried out a comparative study of decentralization in selected schools and industries. The school systems and industries used had at one time been centralized; the problem was to investigate the reasons for decentralization. By means of interviews and extensive background reading on related topics, Austin found overwhelming evidence in favour of decentralization. Although decentralization was found to be more expensive than centralization, it was preferred to centralization principally on the grounds that it improved the relationship of employers and employees, and cut bureaucracy and red tape to a minimum. The study, however, noted the need for maintaining central control for certain segments of

21 Ibid., pp. 81-82.

J. C. Flora, 1971, investigated the historical origins of bureaucratic organization in education. In a documentary study focusing on New York, 1882-1902, where a form of decentralized, lay controlled administration, was replaced by an earlier version of a centralized system; Flora concluded that pressure both in New York City and in the State Legislature, influenced developments for change into either direction -- centralization or decentralization, in every instance of change. The deciding factor in every case had been the position taken on the issues by the most powerful individuals or organizations in the community. The study also confirmed the findings of similar researches that the two organizational approaches have their merits and drawbacks.23

K. Huang, 1971, researched the "Historical Development of the Educational Administration System in the Republic of China 1905-1970." The material for the study was gathered by means of interviews, personal observation and the examination of official records. The evidence from the above sources, suggested that nationalistic


sentiments, coupled with clashes between professionals and civil authorities over educational policies and the distribution of funds, constituted the greatest problems that plagued the Republic during the 70-year period. These problems in turn led to frequent administrative changes that did not make for stability. While conceding that centralization of administration in education had its weaknesses, Huang recommended it as an "appropriate form of educational leadership." 24

The contributors to the educational literature reviewed above, fall into two main categories: (1) those in favour of centralization of administration in education, and (2) those against such a development. It is interesting to note that the evidence shows that neither of the two systems is immune from problems, or can be expected to last for too long. It would seem reasonable, therefore, to assume that whichever policy that is adopted in any community, would depend on the history, cultural setting, political realities and the economic organization of the group. These factors should serve as a guide to Nigeria.

The purpose of the present study, is to describe, criticize and make recommendations for improving the educational administration system in the East Central

State of Nigeria. The investigation differs from previous studies because it deals mostly with problems that are peculiar to Nigeria, specifically the East Central State.
CHAPTER III

SUMMARY AND INTERPRETATION OF DATA

The techniques of investigating the present problem as noted in chapter one, included opinion sampling, supplemented by interview and discussion with citizens of Nigeria, now resident in the United States on the key areas of the study. About sixty Nigerians were identified in four cities in the United States -- Chicago, Illinois; Detroit, Michigan; Ithaca, New York; and Manhattan, Kansas. Of the number identified and to whom opinionnaires were mailed, thirty-five samples were returned. The returns showed that five of those sampled were University Professors, eighteen were graduates and more than half that number had teaching experience, while the rest had had related experience in the civil service, business and industry; eleven were undergraduates, and about half of them had some exposure in practical teaching. All but one out of the whole sample had completed at least secondary education before migrating to the United States.

Undoubtedly, the group represents a cross section of an intellectual and professional educators -- the cream of society, whose opinion on an investigation such as this, should count.
The data obtained from the two principal sources are summarized below, beginning with the opinionnaire.

**Opinionnaire Data and Interpretation**

Following is a summary of the research findings.

5. Every state or country should solve its educational problems in its own way.

### Table 1

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<td>2</td>
<td>Completely Agree</td>
<td>Percentage of Total</td>
<td>Partly Agree</td>
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<td>Disagree</td>
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<td>No Opinion</td>
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<td></td>
<td>16</td>
<td>46%</td>
<td>10</td>
<td>26%</td>
<td>9</td>
<td>26%</td>
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Nearly half of those sampled agreed completely with the statement while a little less than one third of the people partly agreed. This is in contrast with about twenty six percent of the total who disagreed completely. There is no way of knowing why the respondents responded the way they did, one can only speculate. Probably, the negative responses were made to point out the need for incorporating features in other cultures that might satisfy some of the educational needs in Nigeria.

6. The aims and objectives of the educational enterprise in the East Central State of Nigeria, should reflect
state and national aspirations.

Table 2
N=35

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<tr>
<td>Completely Agree</td>
<td>Percentage of Total</td>
<td>Partly Agree</td>
<td>Percentage of Total</td>
<td>Disagree</td>
<td>Percentage of Total</td>
<td>No opinion</td>
<td>Percent of Total</td>
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<tr>
<td>22</td>
<td>63%</td>
<td>9</td>
<td>26%</td>
<td>3</td>
<td>9%</td>
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<td>6%</td>
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More than half of the respondents completely agreed with the statement, as against only 19% who completely disagreed. Any realistic system of education must make adequate provisions for state or local needs that should add up to the national goal.

7. State-wide public school systems as opposed to voluntary agency management of schools, are the answer to the educational problems in Nigeria.

Table 3
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<tr>
<td>Completely Agree</td>
<td>Percentage of Total</td>
<td>Partly Agree</td>
<td>Percentage of Total</td>
<td>Disagree</td>
<td>Percentage of Total</td>
<td>No opinion</td>
<td>Percent of Total</td>
</tr>
<tr>
<td>6</td>
<td>17%</td>
<td>15</td>
<td>43%</td>
<td>15</td>
<td>43%</td>
<td>1</td>
<td>3%</td>
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This statement is clearly a controversial one. A sizable number of people (43%) did not support the statement, as against 17%
who supported it without reservations; another 43% partly agreed with the statement while one respondent expressed no opinion at all. This indicates the need for some kind of flexibility or compromise.

8. "Inter-Denominational rivalries and the dissipation of community effort and resources," are the principal reasons for the government take-over of all schools in the East Central State of Nigeria.

Table 4

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<tr>
<td>1</td>
<td>Completely Agree</td>
<td>Percentage of Total</td>
<td>3%</td>
<td>8</td>
<td>23%</td>
<td>17</td>
<td>49%</td>
<td>8</td>
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The problem here is both sensitive and controversial. About half the samples (49%) rejected the suggestion that "inter-denominational rivalries and the dissipation of community effort," were the principal reasons for the far reaching educational policy change that occurred in the state at the end of the civil war. Twenty-three percent, partly agreed with the statement; and another twenty three percent expressed no opinion of the matter, while only one respondent completely agreed with the proposition. It can be inferred from the
responses that other reasons probably political, psychological and economic, determined the action taken by the Government at that crucial time.

9. Unless Nigeria is moving toward totalitarianism, there is no reason why the missionary bodies, reputed educationists or agencies, should not establish and manage their own schools at different levels.

Table 5
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<tr>
<th>Completely Agree</th>
<th>Percentage of Total</th>
<th>Partly Agree</th>
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<th>Percentage of Total</th>
<th>No Opinion</th>
<th>Percentage of Total</th>
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<tbody>
<tr>
<td>10</td>
<td>29%</td>
<td>14</td>
<td>40%</td>
<td>8</td>
<td>23%</td>
<td>3</td>
<td>9%</td>
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</table>

Less than a third of the sample (29%) agreed without reservations, while 40% percent partly agreed. Twenty three percent disagreed that the change had anything to do with political ideology, while the remaining nine percent expressed no opinion. Here again is another controversial item which only through frank and open discussions, can the public get to understand the intentions of the Government and become partners instead of obstructionists in the arduous task of organizing and sponsoring public education in the state.
10. Officials in the Ministry of Education know what the educational problems facing the state are, and how to solve them.

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<td></td>
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<tr>
<td></td>
<td>4</td>
<td>11%</td>
<td>21</td>
<td>60%</td>
<td>7</td>
<td>20%</td>
<td>3</td>
<td>9%</td>
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</table>

Sixty percent of the responses indicated a partial agreement, as against twenty percent that disagreed outright. Eleven percent, totally agreed with the position, while another nine percent expressed no opinion. One can conclude that although the officials in the ministry may know some of the educational problems facing the state, they cannot always provide the solution to them. Therefore, they need the services of professional educators, agencies, politicians, community groups, parents and even foreign assistance, in order to cope with the educational problems of the state.

11. The place of the professional teacher is in the classroom; he/she should provide no input in the decision making process as it affects educational policy, theory and practice.
Eighty six percent of the sample disagreed with the statement, which is a positive response in favour of the professional teacher being part of the decision making process as it relates to the theory and practice of education. Three percent completely rejected the idea of teacher participation in deciding how to do his work, while the scores were even six percent -- for those partly agreeing to keep teachers away from participating in decision making and those expressing no opinion on the matter. The negative responses or lack of response could be attributed to inexperience on the part of the respondents because there is no justifiable reason for barring teachers from deciding how to get on with the job they have been trained to do.

12. Communities should do no more than provide funds and labour for the support of the schools in their localities.
Table 8

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<tbody>
<tr>
<td><strong>Completely Agree</strong></td>
<td><strong>Percentage of Total</strong></td>
<td><strong>Partly Agree</strong></td>
<td><strong>Percentage of Total</strong></td>
<td><strong>Disagree</strong></td>
<td><strong>Percentage of Total</strong></td>
<td><strong>No Opinion</strong></td>
<td><strong>Percentage of Total</strong></td>
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<tr>
<td>4</td>
<td>11%</td>
<td>6</td>
<td>17%</td>
<td>25</td>
<td>71%</td>
<td>0</td>
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</table>

About seventy one percent of the sample disagreed totally with the idea of communities for merely providing funds and being used as laborers instead of them contributing ideas and being an essential part of the total school system. About eleven percent opposed community participation in any other aspect of the school system except providing financial support and labour; while about seventeen percent partly agreed with this group. Everyone expressed an opinion on this item. Community involvement and active participation in schools should be the rule rather than the exception to ensure the attainment of educational objectives of every locality.

13. There are areas in the school system in which the learners, parents, teachers and the entire community should get actively involved in decision making, if education in the state is to be meaningful.
Table 9
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<tbody>
<tr>
<td>31</td>
<td>Completely Agree</td>
<td>Percentage of Total</td>
<td>89%</td>
<td>4</td>
<td>11%</td>
<td>0</td>
<td>0%</td>
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About eighty nine percent of the respondents agreed with this position without reservations. Eleven percent partly agreed; no respondent completely disagreed, nor did anyone fail to express an opinion on the question. This represents a trend of what the organization and management of an ideal school system should be in the future.

14. Professional organizations such as the Nigerian Union of Teachers, should provide leadership in planning for change in education up to the teacher training level.

Table 10
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<tbody>
<tr>
<td>17</td>
<td>Completely Agree</td>
<td>Percentage of Total</td>
<td>49%</td>
<td>16</td>
<td>46%</td>
<td>0</td>
<td>0</td>
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</table>
About half the samples (49%) upheld the viewpoint, while approximately forty-six percent partly agreed with the proposition; the remaining ones, six percent expressed no opinion. The overall indication is in favour of the suggestion that professional organizations be more actively involved in organizing for change in education up to a level that is possesses the knowledge and ability to do so.

15. Education without character training is empty.

Religious instruction is the principal way of preparing an individual for a sound moral leadership; therefore, one class period a week for religious instruction, is not enough.

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<tbody>
<tr>
<td>Completely Agree</td>
<td>Percentage of Total</td>
<td>Partly Agree</td>
<td>Percentage of Total</td>
<td>Disagree</td>
<td>Percentage of Total</td>
<td>No Opinion</td>
<td>Percentage of Total</td>
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<tr>
<td>8</td>
<td>23%</td>
<td>13</td>
<td>37%</td>
<td>10</td>
<td>29%</td>
<td>4</td>
<td>11%</td>
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This is a highly controversial question as the responses indicate. Thirty-seven percent of the respondents expressed degrees of agreement with the position, while twenty-nine
percent, expressed complete disagreement as against twenty three percent who agreed totally with it and another eleven percent who expressed no opinion at all. There is no way of knowing why the respondents answered the way they did. It might be interesting to carry out a separate investigation on "Religious Instruction as a Factor in Character Training in a Developing Society." The findings of such a research topic could throw more light on the subject. It seems reasonable to conclude that depending on family background, religious instruction, short of indoctrination, could contribute to good character training and sound moral leadership.

16. As in every centralized organization, the Public Education System in the East Central State of Nigeria, will also be plagued by their most latent maladies -- bureaucracy and red tape.

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<tbody>
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<td>Completely Agree</td>
<td>Percentage of Total</td>
<td>Partly Agree</td>
<td>Percentage of Total</td>
<td>Disagree</td>
<td>Percentage of Total</td>
<td>No Opinion</td>
<td>Percent of Total</td>
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<tr>
<td></td>
<td>17</td>
<td>49%</td>
<td>7</td>
<td>20%</td>
<td>1</td>
<td>3%</td>
<td>10</td>
<td>29%</td>
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Approximately half (49%) of the respondents agreed with the statement without reservations; twenty percent partly agreed;
twenty nine percent expressed no opinion, while only three percent disagreed with it. The literature on related studies, confirms the opinion that centralized organizations always fall victim to "bureaucracy and red tape."

There is no guarantee that the system in the East Central State of Nigeria, will be any different from those of other states or countries of the world.

17. I favour a return to the system of education as it existed in the region prior to June, 1970.

Table 13

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<tr>
<td>Completely Agree</td>
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<tr>
<td>Partly Agree</td>
<td>14</td>
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<tr>
<td>Disagree</td>
<td>5</td>
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<td>No Opinion</td>
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Forty percent of the samples indicated partial agreement with the statement; twenty three percent completely agreed with it, while another twenty three percent expressed no opinion. About fourteen percent completely rejected the idea of a return to the voluntary agency system. This indicates that the old system was faulty to some extent.
18. Give the new Public School System a chance; it might succeed.

Table 14

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<tbody>
<tr>
<td>Completely Agree</td>
<td>10</td>
<td>29%</td>
<td>19</td>
<td>54%</td>
<td>3</td>
<td>9%</td>
<td>3</td>
<td>9%</td>
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Nearly fifty four percent of those sampled partly agreed with the suggestion. Twenty nine percent completely agreed with it. Nine percent disagreed and expressed no opinion respectively on the matter. The picture is not quite clear on this crucial and very complicated problem.

19. A completely new system, that will bridge the gap between the two extremes, should be designed.

Table 15

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</thead>
<tbody>
<tr>
<td>Completely Agree</td>
<td>16</td>
<td>46%</td>
<td>15</td>
<td>43%</td>
<td>0</td>
<td>0</td>
<td>4</td>
<td>11%</td>
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</table>
Forty six percent completely support the idea of designing a new system that could bridge the gap between the old and the new systems of organizing and controlling education in the area. Forty three percent partly agreed with that suggestion. Eleven percent did not express any opinion and no one disagreed with the suggestion for a compromise position that could be acceptable to a great majority of the people. The over all result is, therefore, in favour of a new system that could remove the mistakes of the past.

**INTERVIEWS AND DISCUSSIONS**

During the interviews and discussions with fellow Nigerians, on the basic questions as to the merits and drawbacks of both the Voluntary Agency System and the present Public School system, and how the defects could be removed or minimized, to bring about an ideal administrative structure and practice in the management and control of public education in the East Central State, and if possible in most parts of Nigeria, the author had the distinct impression from the views expressed by participants, that there was need for a synthesis between the old and the new.\(^{26}\)

\(^{26}\)For more detailed arguments, see next chapter -- the section on the strengths and weaknesses of both the Voluntary Agency System and the present Public School System.
CHAPTER IV

CONCLUSIONS AND RECOMMENDATIONS

The data summarized in the last chapter strongly indicate the need for designing a new system of administering public education in the East Central State -- a system that would bridge the gap between the Voluntary Agency System of the former civilian regime, and the present public school system of the post-war era. This indication, is, in itself an admission that the two systems have their relative strengths and drawbacks, and it seems proper, therefore, to steer a middle course, in trying to develop a new model to supersede the past and present structures. In order to do this effectively, a critical examination of the present arrangement will be quite helpful in understanding the recommendations to be made.

The central questions to be asked and for which answers would be attempted here are (1) How is public education organized and controlled in the East Central State today? (2) What are the relative strengths and weaknesses of this arrangement? (3) How can the weaknesses, drawbacks or defects be rectified?
Following is a chart showing the organizational structure of the present public school system in the state. A description of the chart, its criticism, as well as the recommended model, follow.
EAST CENTRAL STATE SCHOOL SYSTEM:

ORGANIZATION CHART SHOWING THE SCHOOL BOARD AND THE MINISTRY OF EDUCATION

EAST CENTRAL STATE EXECUTIVE COUNCIL

**

A

B

C

D

E

F

G H I J

1

2

3 4

5 6

7

8 9 10

11

##

Source: E. C. S. Ministry of Education
A - Sole Administrator

B - State School Board with Headquarters at Enugu

C - Divisional School Board - sited in each of the 35 divisions of the state

D - Secretary to the State School Board

E - Chairman to the Divisional School Board

F - Secretary to the Divisional School Board

G - Deputy Secretary to the Divisional School Board, responsible for Administration

H - Deputy Secretary - charged with data and allied duties

I - Deputy Secretaries - special duties

J - Deputy Secretary - Technical sections - Equipment, Buildings, Books, etc.

1 - Commissioner of Education (Minister)

2 - Permanent Secretary

3 - Deputy Permanent Secretary - Administration

4 - Chief Inspector of Education (Professional and Inspectorate)

5 - Under Secretary

6 - Deputy Chief Inspector

7 - Permanent Assistant Secretary

8 - Chief Education Officer Standard

9 - Chief Education Officer - In Charge of Exams

10 - Chief Education Officer - Primary/Secondary Schools

11 - Principal Education Officer (Planning and Research)

12 - Education Officers - Field workers posted to the Divisions

13 - Principal Inspector of Education - Secondary Schools

14 - Principal Inspector of Education - Primary Schools

15 - Principal Inspector of Education - Technical Schools

16 - Inspectors of Education and Assistant Inspectors
The Government of the East Central State is vested in an Executive Council, headed by an administrator. The Council includes the Commander of the First Division Nigerian Army in Enugu, (Capital of the State); the Commander of "A" Squadron Nigerian Air Force, the Commissioner of Police, East Central State, and eleven Civil Commissioners charged with departmental responsibilities for Justice; Establishment; Information and Home Affairs; Education; Finance; Lands, Survey and Urban Development; Works, Housing and Transport; Economic Development and Reconstruction; Health and Social Welfare; Agriculture and Natural Resources; Trade and Industry. 27

THE MINISTRY OF EDUCATION

The Ministry of Education is a Department of State charged with the overall responsibility for education in the East Central State. It is headed by the Commissioner for Education who under a civilian regime would go by the title, Minister of Education. The Commissioner's principal responsibilities include:

1. The regulation of the number and kinds of schools to be established;

27 This is East Central State, op. cit., p. 1
2. Determination of the educational policy in the state;

3. Planning, co-ordination, inspection, control and management of primary and post-primary schools and institutions in the state;

4. Certification and registration of teachers; and

5. Providing funds for the payment of salaries and other allowances to teachers.

THE PERMANENT SECRETARY

To advise the Commissioner or the Minister of Education there is a permanent official -- the Permanent Secretary -- who in actual fact runs the Ministry of Education with the assistance of a hierarchy of subordinates whose functions are differentiated as shown on the chart. The permanent secretary is the administrative head of the Ministry of Education; he is an expert and usually highly experienced in matters of policy and procedures as a result of long service in various administrative capacities in government. He knows when to advise the Commissioner (Minister) for clearance from the Executive Council (Cabinet) or from the Administrator (Prime Minister) as to the policy for education.

Unlike the Commissioner/Minister who comes and goes depending on his political beliefs or affiliations, the permanent secretary, as the name implies, remains in office
irrespective of political changes. His position is thus a
unique one, since it ensures a degree of continuity in the
execution of the educational functions of the state.

THE STATE SCHOOL BOARD AND THE DIVISIONAL SCHOOL BOARDS

The State School Board and the Divisional School
Boards are creatures of the law of the State. The State
School Board operates at the state level while the Divi-
sional School Boards operate at the divisional levels, one
for each of the thirty-five administrative divisions in
the state. The functions of the State School Board include:

"(a) management of all post-primary schools or
institutions;

(b) appointment, promotion, transfer and dis-
cipline of teachers in post-primary schools
or institutions;

(c) consultation with and advising the Ministry
upon such matters connected with educational
policy, theory and practice as it thinks fit
and upon any questions referred to it by
the Ministry;

(d) co-ordination of the activities of the
Divisional Boards; and

(e) appointment of Boards of Governors in each
of the post-primary schools in the state. ..."28

---

28East Central State of Nigeria Edict No. 2 of
(1971) p. 6-7.
The State School Board is composed of a chairman and seven other members representing various interests in education. As in the case of the Ministry of Education, the Board carries out its responsibilities with the expert guidance of officials who have specific duties assigned to them or the sections they head.

The School Board and the Ministry of Education operate separately, except at the policy level where the Sole Administrator of the Board and the Commissioner of Education meet as members of the Board to co-ordinate matters.

The Functions of the Divisional School Boards are:

"(a) to appoint, promote, transfer, discipline and dismiss teachers and other staff required to be employed at or for the purpose of a State Primary School;

(b) to maintain any premises forming part of or used in connection with any such school;

(c) to acquire on behalf of the Administrator and to obtain equipment, furniture and other movable property required for the purpose of any such school;

Ibid, p. 6, Section 5 (2)."
(d) to provide recreational facilities and provide school meals;
(e) to collect school fees and other revenue."\(^{30}\)

A Divisional School Board may also appoint School Committees to see to the general welfare of Elementary or primary schools in its area. "Provided that in the case of a school transferred to the state by a private proprietor, not a missionary, church or other society, the original founder shall be a member of the school committee."\(^{31}\)

THE FUNCTIONS OF THE BOARDS OF GOVERNORS AND THE SCHOOL COMMITTEES

The boards and committees deal with local matters that affect individual schools under their jurisdiction. Their duties include:

(a) fund raising for local school projects;
(b) promoting school community relations through the Parent/Teacher Association, and
(c) communication of the views of the respective communities to the Ministry of Education and the State School Board.

In short, they act as agents of the State and Divisional School Boards respectively.

\(^{30}\) Ibid., p. 8.

\(^{31}\) Ibid., p. 8, Section 10 (1)
CRITICISM: THE RELATIVE STRENGTHS AND WEAKNESSES
OF THE PRESENT PUBLIC SCHOOL SYSTEM

As in every organization, the present system of administering and controlling public education in the East Central State, has its strengths and weaknesses. Its strength lies in the following:

1. The Democratic Set-Up of the Boards: The Administrative set-up from the State Level to the Local Level is commendable. Such an arrangement permits local initiative, participation or involvement in matters affecting schools in the various localities throughout the State. It also provides a framework for spotlighting the urgent problems and issues for onward transmission to the Divisional Representatives, the State School Board or the Ministry of Education, whichever body has jurisdiction on the matter at hand. Thus, by serving in one or other of the public bodies -- School Board, Board of Governors or the School Committee -- the communities through their representatives make their views known to the government on various aspects of the educational process. Through the Parent/Teacher Association, communities can contribute to the drawing up of the curriculum of instruction, teaching methods, or even decide who should teach a particular subject.32

32 The E.C.S. Ministry of Information and Home Affairs No. 4 "The Public Education Edict and The Rights of Parents" (Enugu, 1971) p. 2.
parents and guardians were not active participants in school administration.

2. Uniform Conditions of Service for Teachers: Central control of education has made it possible for all teachers employed by the State to receive the same scales of salaries and other benefits commensurate with their qualifications and experience. Under the former system, teachers in Government Schools and institutions received preferential treatment. Besides that, their salaries were usually paid to them on time unlike their counterparts in Mission schools and schools operated by private individuals, who had to agitate for better conditions of service and regular payment of their monthly salaries. It is a noteworthy achievement that delays in the payment of teachers salaries has now been completely eliminated with the take-over of all schools by the State Government.

This fact was repeatedly mentioned during the interviews and discussions with fellow Nigerians in the course of this study; it was lauded as the greatest achievement of the new system. Hitherto, the disparity in service conditions and the irregularity in the payment of teachers employed by proprietors other than the Government, was quite common; it was an anachronism of the most glaring kind. The author at various times, was a victim of that practice.
The present policy on education has also brought to an end the practice of barring qualified teachers from teaching in any particular school on the ground of religion. Any qualified teacher can now teach in any school, in any part of the state, irrespective of religious beliefs.

3. **The Economic Aspect:** The scarcity of resources and the competing demands made by other Departments of State on the available funds, makes it imperative, that funds be allocated and spent in a more rational way than previously was the case. One of the unfortunate experiences of the Voluntary Agency System, was the duplication of institutions in one locality where one should have served. It was a very wasteful exercise, if not planlessness, to have a Government School, a Mission School, a Community School, and sometimes a school owned by an individual, in about the same locality. Sometimes, bitter rivalries between religious denominations over spheres of influence surfaced. Naturally, that type of system tended to divide the communities affected and made schools in such areas unviable. The new Public School System apparently has removed those obstacles by consolidating and taking over the control and management of all schools throughout the state, with the exception of nursery, kindergarten and night schools for adults. The financial burden on the
average taxpayer, localities and the state, appear to have been considerably lightened by the present arrangement.

THE WEAKNESSES OF THE SYSTEM

The system is defective in a number of ways:

1. The Extreme Nature of the Policy: The total abolition of take-over of all private schools with the exception of nursery and adult night schools\(^{33}\) by the state is obnoxious. The point has already been made that many of the Elementary, Secondary and Teacher Training Colleges, were not initially established on a rational basis; this is not to say that private schools do not serve any useful purpose at all, and should be abolished. On the contrary, private schools, whether founded by Missionaries, reputed educationists, or philanthropic organizations, are noted for their dedication, discipline, and efficiency in the continued search for knowledge and answers to the many and varied problems of the modern society. Private institutions at all levels, are among the most famous in many European Countries, the U.S.A., and other parts of the world, with the exception of Communist or totalitarian states where they do not exist at all.

Researches in Nigerian Education will even show in unequi-

\(^{33}\)Nursery and Night Schools are allowed to operate under Mission, Community, individual or other organizations interested in managing such schools. However the Government does not give grants for the up-keep of such schools or institutions.
vocal terms the contribution made by private schools, particularly, Mission Schools, to the educational advancement of Nigerian citizens.

Although private schools are more expensive to attend than public schools, parents still send their children to such schools because of the reputation they have built over the years. The quality of education in, for instance, a Catholic Primary or Secondary School in some instances, is by far superior to that of most public schools. Teachers in private (Mission) Schools are generally noted for their devotion to duty and insistence on high academic and moral standards.

On the other hand, people in general have a very low opinion of public schools. Though by far better equipped and cheaper to attend, than most private schools, public schools are often times characterized by indiscipline, undue political influence and incompetence on the part of a sizeable percentage of its staff. Some staff members may not be qualified or capable of doing their job, but are retained because there is a wealthy and a powerful politician supporting them. There lies the danger when every school in any state goes public.

A recent news report from the Columbia Broadcasting Service, brought out into the open the poor standard of performance of pupils in the Chicago Public School System,
in Reading. The report noted that the scores of those tested in Chicago Public Schools were below the national standard. The same test was administered to pupils in Parochial schools in Chicago and they excelled their counterparts in the Public schools.* Although this might be a problem peculiar to Chicago, there are indications that similar problems are surfacing in the East Central State of Nigeria. A participant in one of the discussion groups narrated his personal experience of the falling academic and moral tone of a former mission school, now a public school. In his opinion, the absence of the daily religious and moral instructions, is to blame for the two aspects of the problem that he experienced. In making the above remarks, the participant seemed to be echoing the comments of Dr. Francis Ibiam, former Governor of Eastern Nigeria who has described the take-over of schools by the state government as a "very sad issue" and a "tragedy for us", because moral instruction has since ceased to be taught in schools, resulting in


34"Creation of States No Solution to Our Problem" Nigerian Sunday Times, (July 7, 1974) p. 3.
a fall in the standard of education and moral standards as well. He cited the "incessant leakages of examination papers"\textsuperscript{35} to buttress his argument. "The missionaries spent their money and time to help the country but our own people are ruining us and driving us back,"\textsuperscript{36} he lamented.

2. The Danger of Autocracy: Centralization of authority in any enterprise can lead to dictatorship from the top. It can also destroy local initiative, thus eliminating flexibility within the system.\textsuperscript{37} Admittedly, under the present public school system in the East Central State, provisions for local participation have been made; when, however, it is understood that "local participation" or "community involvement" does not mean "community control," the picture becomes clearer.

Closely associated with the question of autocracy in an undertaking, is the bureaucratic aspect of a centralized administration. Bureaucracy and red-tape, usually plague highly centralized systems. There is the danger that the East Central State will fall victim to the same

\textsuperscript{35}Ibid.
\textsuperscript{36}Ibid.
\textsuperscript{37}K. Huang, 1971, op. cit., p. 272.
force, in its effort to maintain complete control of public education in the State. Although bureaucracy is unavoidable, it could be minimized through decentralization.

3. Miscellaneous: In general, it could be said with some justification that the change-over from the Voluntary Agency System to the Public School System was a hasty exercise, if not a panic measure. In recommending Central Control of Education as an "Ideal System," Dr. Kenneth Dike in his report, had noted with great caution the delicate nature of the problem as a whole. He had envisaged a complicated pattern of partnership between the Central Government, Local Authorities, Church and other Voluntary Bodies. He had also anticipated years of trial and error, and much hard bargaining, before that goal could be achieved. The Government of the East Central State has quoted the Dike Report at length to support or justify its action for taking over schools and colleges that were not directly under its control and management before the promulgation of the Public Education Edict of 1970; in doing so, it would appear that it overlooked the foresight and vision of the reputed scholar and educator, who had warned against haste in bringing about the desirable changes.

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38 Dr. K. Dike, 1963, op. cit., p. 5.
The sweeping changes that occurred in public education in the State, shortly after the end of the war, has led to all kinds of speculation. The Government's explanation for introducing the new measures runs somewhat like this: Numerous commissions, conferences and seminars on Education in Nigeria, had repeatedly called for Central Control of Education and a Unified Teaching Service. The recommendation of the various groups had not been implemented before the outbreak of civil strife which erupted in 1966 and ended early in 1970. The extensive damages resulting from war left the different Missions and private school proprietors, counties and communities, in no position to reactivate the institutions that were formerly under their management and control in the foreseeable future. Under these circumstances, the Government considered it a duty to step in and save the educational system from complete collapse. By taking this action, it was also argued that long-felt needs were being fulfilled. 39

The reaction of the Voluntary Agencies, particularly the missions toward the government policy, was a repudiation of the principle of central control. This was done partly on the grounds that they were not fully consulted, 40 and principally, because it was"...further evidence of denial of

fundamental human rights given to man by God the Creator. It is only dictators and totalitarian states which go such lengths in the denial of human freedom and dignity,"\(^{41}\) concluded a Pastoral Letter issued by the Catholic Bishops.

Some of those interviewed during this study believe that the State Government was pressured into taking over Voluntary Agency Schools and institutions by the Federal Military Government in order to ensure a firm grip on an indispensable agency for social, economic and political growth. Those who hold this view, point to the allegations made against the missions by the Federal Government for supporting "rebellion" in the region during the civil war. In their view, the present policy was designed to punish all organizations that showed sympathy for the cause of "Biafra." It was also intended to limit the great prestige and influence which the Missions had for long enjoyed in the area as pioneers of Western education,\(^{42}\) they argued. They further point to the "Constitution Suspension and Modification Decree," which provides among other things, that all laws or edicts affecting any region or state in

\(^{41}\) Ibid.

Nigeria, must be made with the prior consent of the Federal Military Government.\textsuperscript{43} The decree further stipulates that the manner in which a decree or an edict was promulgated "...shall not be inquired into in any court of law."\textsuperscript{44} The implications of these provisions are obvious: further comment is hardly necessary. There were also other participants who felt that the move towards centralization was in the interest of the State and the nation.

It is a credit to the government, however, that a provision for the payment of compensation to former school managers whose institutions were taken over by the State, has been made. The government recognized the Property Rights of the various organizations and individuals by setting up a tribunal to evaluate their assets and pay compensation to all affected.\textsuperscript{45} It is questionable, however, whether or not those displaced will receive a fair deal under the present atmosphere.


\textsuperscript{44}Ibid., p. 1275. Section 3 - Subsections 6 and 7.

\textsuperscript{45}E.C.S. Ministry of Information and Home Affairs, Know Your Government, op. cit., p. 18.
RECOMMENDATIONS

Apparently, because of the limitations and difficulties of the present educational administration system outlined above, the State is not able to effectively and efficiently accomplish its educational goals and objectives. A model is now being proposed in an attempt to come to grips with these problems. The most essential features of the recommendations include:

1. MODIFICATION OF THE POLICY FOR EDUCATION

A Modification of the Educational Policy in the State to make provision for the establishment of a certain percentage of private schools or institutions at all levels is necessary in order to promote healthy rivalry or competition, as well as variety in approaches to education among the different managing agencies in the State. Such schools or institutions should be licensed to operate and accredited by an established unit within the Ministry of Education in accordance with set standards.

As a compromise in this regard, the State should directly control about 40% of the existing Elementary, Secondary and Teacher Training institutions in the State while allowing the
The Voluntary Agencies should receive quotas reflecting their numerical strength, their ability and past record in school administration. This is a reasonable compromise in the writer's opinion, in view of the fact that the Voluntary Agencies, especially the Missions have contributed more than the government in providing education for the citizens of the state. In 1957, for instance, the Catholic Mission alone managed and controlled about half the number of primary, secondary and teacher training institutions in Eastern Nigeria. Other missionary bodies such as the Church Missionary Society, the Church of Scotland Mission, now called the Presbyterian Church of Nigeria, the Qua Iboe Mission, the Seventh Day Adventists, and other voluntary organizations, counties and individuals controlled a very significant number of schools in the region, leaving the government with only a handful of schools under its direct administration. Even in 1971, before the new public education edict took effect, the picture was not significantly different.

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46 Anowi, op. cit., p. 50.
47 See Appendix. Distribution of Post-Primary Institutions by Denomination and Type, 1971.
But perhaps, the most important reason for recommending this change of policy is that the position which the author has taken is essentially in agreement with that of a UNESCO expert in educational planning. Dr. C. A. Anderson, while stressing the advantages of centralization of educational administration -- that it enables educational planners to see the picture as a whole, and the inter-relationship of the various parts, thereby making necessary adjustment relatively easier -- in the same vein, argues that private schools should be allowed to exist to supplement government schools. He maintains that if centralization is carried too far, the possibility of private schools making up for the deficiencies of public schools will be obliterated.\textsuperscript{48}

2. CENTRALIZED ADMINISTRATION FOR SELECTED SERVICES

In order to maintain acceptable standards, in terms of educational output on the one hand, and reward for services rendered on the other by those engaged in the educational enterprise, it is advisable if not imperative, that the State set down certain requirements that apply to the total system. This is possible only with central control of services that are essential for the educational system to succeed. The

segments of the operation which should come under central control and supervision are:

(a) registration and certification of Teachers;

(b) external examinations for first school leavers -- elementary school graduates, secondary school graduates, and teachers completing professional courses;

(c) setting of uniform service conditions for teachers -- at least the minimum salary scales, fringe benefits, pension, etc. -- for all teachers in the state irrespective of the agencies they serve;

(d) a state-wide code of conduct for disciplinary procedures for all teachers in the state.

Implicit in this recommendation, is the task of determining the core curriculum by the ministry of education, for every stage of the operation, bearing in mind the educational goals and objectives of the state and country as a whole.

3. RE-ORGANIZATION OF THE MINISTRY OF EDUCATION

A re-organization of the Ministry of Education is necessary to ensure greater direction from the top and leadership in planning for meaningful changes, as well as maintaining the central services. The State School Board as well as the Divisional School Boards should be abolished and their functions taken over by a re-organized Ministry of Education.
A chart of the suggested organization appears below, followed by the details of the recommendations. The chart is adapted from the "Organization and Management of the Ministry of Education Survey and Recommendations, Thailand." It is also basically in accord with the expert views of Drs. C. A. Anderson and W. L. Austin, both advocating degrees of centralization in the management and control of public education for the sake of leadership, effectiveness and efficiency.


51 W. L. Austin, op. cit., p. 19.
## RECOMMENDED ORGANIZATION OF THE MINISTRY OF EDUCATION

1. Minister or Commissioner for Ed.

2. Permanent Secretary

<table>
<thead>
<tr>
<th>B. Principal Assistant Secretary</th>
<th>C. Principal Assistant Secretary</th>
<th>D. Principal Assistant Secretary</th>
<th>A. Private School or Voluntary Agency Committee</th>
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<tr>
<td>Planning</td>
<td>Personnel</td>
<td>Accounting</td>
<td>Private School Administrative Unit</td>
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<td>Public Relations</td>
<td>Buildings</td>
<td>Licensing and Accrediting</td>
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<td>Evaluation</td>
<td>Legal Counseling</td>
<td>Supply</td>
<td>Private Schools</td>
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<td>Central Services</td>
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### a. Department of Curriculum and Instruction

- Director of Divisional Education Administration

### b. Teacher Education Department

### c. General Education Department

### d. Department of Vocational Education

THE NEW STRUCTURE - RECOMMENDED

THE MINISTRY OF EDUCATION

1. THE MINISTER OR COMMISSIONER FOR EDUCATION

As nearly always in a Parliamentary System of Government the Minister of Education is a political appointee. He is the political head of the Ministry of Education and is accountable to the electorate through parliament. He makes the most important decisions regarding the educational policy of the state along with other members of the Cabinet, based on data supplied to him by the Permanent Secretary. It follows then that the Minister cannot perform his duties effectively without expert advice from highly experienced personnel of the Ministry of Education. By the same token, if the Ministry of Education is not well organized, it cannot efficiently and effectively show the leadership that is expected of such an important department of state. This is why a great deal of attention should be focused on the organization of the Ministry of Education. Both the interests of the state and the national government should be taken into serious consideration before embarking upon any educational programs. Once this is done, the Ministry of Education should show the leadership necessary for the continued success of the policies that have been initiated.
This office should be strengthened in order to carry out its responsibilities. It should perform the following functions:

1. Plan the educational program for the State and serve as a link between the Ministry and other departments dealing with planning, fiscal control, economic development and welfare.

2. Maintain ties with national and international educational organizations.

3. Develop a budget consistent with formulated educational policies.

4. Assess the effectiveness of the individual programs as well as the whole educational organizations.

5. Provide the various components with central staff and technical management support services -- supply and property control, accounting, administration of personnel, architectural design and construction, public information and legal counsel.

6. License and accredit private or voluntary agency schools, review their performances and inspect their facilities in accordance with standards established by the Ministry of Education.
The organization of the permanent secretary's office no doubt calls for deputies to whom the responsibilities for assisting in these very important duties can be assigned. One deputy principal assistant secretary, should be concerned with the functions of educational planning, evaluation, research and with budgeting for the ministry. Another should be responsible for accounting, architecture, supply and central services. A third deputy should assist in the management of personnel, public relations and legal services. Each of the deputies should of course be assisted by supporting staff -- subordinates, executives, secretaries, etc. -- with specializations or experience in the areas to which they have been assigned.

A. Committee for Licensing and Accrediting Private Schools

The permission to operate schools and the subsequent approval of the activities undertaken in such schools, falls within the powers of the Ministry of Education. It is proper that a committee whose duties will be to authorize the opening and approval of new schools be assigned to the office of the permanent secretary. Such a committee should be composed of the permanent secretary as chairman, heads of the principal departments -- general education, teacher education, vocational education, curriculum and instruction -- representatives of private schools, and the director of provincial education administration.
The committee should help the permanent secretary to establish policies for the licensing and accrediting of private schools. Licenses to operate private schools should be granted upon the recommendation of field officers in the various divisions as well as recommendations from appropriate departmental authorities. Only those schools which after a probationary period, have demonstrated that they are competent with regards to standards and other requirements, should be accredited. Such criteria as qualification of teachers, the curricula, adequacy of classrooms and other physical structures should be used as a yard stick for determining the eligibility for final approval of the institutions. The unit should also administer grants-in-aid to private schools according to the formula established by the committee.

In summary, the committees' duties and functions should encompass the following:

1. Granting of permits to run private schools;
2. Approval of private schools;
3. Inspection of private schools;
4. Collection of data either necessary for licensing and accrediting private schools or to help the appropriate department evaluate the entire system of education; and
5. Administration of aid to private schools.
The unit can hardly function without an administrative and professional staff.

B. Principal Assistant Secretary for Planning, Budgeting and Evaluation

The Secretary should be assisted in performing his duty by the three principal units which should have the responsibility for formulating programs, evaluation and reporting as well as statistical services. There should be a program advisory committee, made up of the Permanent Secretary and the heads of departments in the Ministry of Education.

This arrangement will ensure closer cooperation between educational planners and heads of departments. Through this means, the objectives of the State and national planning leaders will be known early by department heads and adjustments made where necessary. Regular consultation between the budgeting head of the ministry and the head of the budget development unit is necessary so that the cost of programs under consideration can be estimated and be kept within the limits of the resources of the Ministry of Education.

The evaluation and supervision of instruction in schools is an essential part of educational administration. Planning, budgeting and evaluation are very closely linked, since the research data needed for forecasting should be
based on the analysis of present programs and practices. The evaluation and reporting unit should establish criteria and guidelines for the service. It should undertake a comprehensive evaluation of the overall educational and administrative progress.

C. Principal Assistant Secretary for Personnel Administration, Public Relations and Legal Counseling

The Secretary in charge of this department should coordinate the activities of the various sections.

The Personnel Division of this section should be solely responsible for (1) classification and determination of compensation to be paid to its employees; (2) personnel recruitment, selection and evaluation; and (3) general services — communications with other departments, governments and agencies, staff, records, statistics, etc.

The public relations division should be responsible for publicising the activities of the ministry not only within the state but also in other states throughout the federation as well as foreign countries and international organizations. The resources of the department should thus include writers, commentators, photographers, radio and television personnel. The public should be made aware of the educational goals of the ministry and the opportunities available to pupils and students at all levels. The division should also maintain
contacts with foreign countries for the purpose of exchanging cultural and educational information or for giving or soliciting aid.

The Legal Counseling unit should provide legal advice for the ministry. The services of the unit should be available to all departments of the ministry as the need arises. Court actions, legal correspondence, drafting proposed regulations, contracts, records of laws, regulations, etc. are direct responsibilities of the unit.

D. Principal Assistant Secretary for Accounting, Architecture, Central Services and Supply

The Accounting Unit should be headed by a chief accountant who should be directly responsible to the Principal Assistant Secretary. The chief accountant should supervise the subordinate accounting units in the various divisions of the ministry where they exist. Uniform accounting procedures that will conform to that in use by the ministry of finance should be the rule rather than the exception. The accounting unit should also keep a detailed record of all funds as well as custody of the office funds.

The Architectural Unit should be charged with responsibility for designing and standardizing plans for school and other buildings for the permanent secretary's office and the departments of the Ministry of Education. Plumbing, lighting,
ventilation, etc. should be part of the design services. The unit should provide advice and assistance to private schools also.

A Central Supply Unit should be established. It should be headed by supply officer who should be directly responsible to the Principal Assistant Secretary. The officer should regulate supply policy for the Ministry and promote efficiently and effectiveness in his duties. It should be the duty of the officer to study and determine what items should be purchased centrally and what should be purchased by departments.

The Central Services Unit should be responsible for carrying out such duties as mailroom and telephone switchboard, messenger services, typing pool and duplicating services. The Unit should also provide transportation services, servicing of cars or even providing in-service training for its workers -- drivers, guards, etc. The unit should also maintain central storage of archives, files and other valuable records. Buildings, offices, lawns, roads and other general duties should be performed by the unit.

3. THE DIVISIONAL EDUCATION OFFICERS

The divisional education officers should continue to be responsible to the office of the permanent secretary
in their relationship with the Ministry of Education. They should continue to perform the administrative duties in the divisions for the schools which remain public or state schools, while exercising investigatory role of the private schools on behalf of the Ministry -- the unit responsible for licensing and accrediting private schools. The provincial education officers should take over the duties of the divisional boards of education already dealt with elsewhere in this study.

There should be a director in charge of the divisions within the Ministry of Education to whom all reports and communications for the thirty-five divisions should be sent. The director should analyze reports and communications received from the field workers and submit the information to the permanent secretary or to other departments concerned. To carry out these co-ordinating functions, it is imperative that the director be assisted by a small staff with specified duties.

**THE DEPARTMENTS**

An important principle upon which this re-organization is based, is that the office of the permanent secretary should concern itself solely with executive leadership and that the technical and operational functions of professional education should be allocated to the departments as shown on the chart.

**Department of Curriculum and Instruction**

The recommended Department of Curriculum and Instruction
should perform the following functions:

1. Interpretation of the educational goals of the State and fitting same to instructional objectives at various levels;

2. Development of curricula and syllabi in all subjects of elementary, secondary, vocational schools, teacher training institutions, etc.;

3. Acceptance of school textbooks written within the Ministry of Education or an outside agency following guidelines suggested by the department;

4. Development of learning materials, new techniques in teaching;

5. Circulation of curricula, syllabi, text and other learning materials through the in-service training of education officers, supervisors, headmasters and teachers and through teacher training institutions;

6. Initiating and carrying out research aimed at the improvement of curriculum and instruction.

It is recommended that the department be organized into sub-divisions -- Subject Specialist Division, Curriculum Development Division, Learning Resources Division, Curriculum Evaluation and Testing Unit, Unit for Curriculum Experimentation and an Office of the Principal Secretary -- to enable it to perform the functions of the department properly.
Department of Teacher Education

This department should carry out the following responsibilities:

1. Train student teachers at various levels to meet the needs of both governmental schools and the voluntary agencies;
2. Plan and co-ordinate teacher training programs;
3. Develop the curricula for teacher training institutions;
4. Initiate and direct research for the improvement of teacher education.

It is recommended that a director whose duty will be to co-ordinate teacher training in the state be appointed. The director should be assisted by a co-ordinating committee, made up of able and experienced educational administrators. The department should also have its own staff organized along functional lines in order to carry out its responsibilities effectively and efficiently.

Department of General Education

This department should be responsible for organizing elementary, secondary, and adult education in the state. A consolidation of the activities of the departments is necessary in order to have a well planned and co-ordinated system of
education in the East Central State. It is hoped that this
re-organization will meet the psychological needs of the
child and the adult by providing for a continuous and well
planned process of transition up the educational pyramid.
In this connection, a carefully designed program, guidance
and counseling at all levels of the individual's growth,
plus a reliable means of evaluating his interests, abilities
and achievements, cannot be over-emphasized. The absence of
the above conditions could make a great difference between
success and failure of, not only individual pupils or students,
but the entire educational system as well.

Under the proposed re-organization, although there will
still be a specialization of functions with regards to ele-
mentary and secondary, adult education, special education for
mentally and physically handicapped individuals, the difference
is that dealings with other departments or agencies will be
with one central administrative unit rather than with several
units. The consolidation of the units into one, will also
improve communication between the divisional educational offi-
cials and the ministry of education.

To sum up, therefore, the proposed department should
provide an articulated and continuous scheme of general ed-
ucation to fit into state and national goals of the educational
venture. It should co-ordinate its activities with educational planning units and other specialists in education.

**Department of Vocational Education**

Vocational Education has the over-riding objective of preparing the student for the job market. It is this objective which distinguishes it from the role of General Education. For a developing country like Nigeria, vocational education is a priority sector. It is not surprising that great emphasis should be placed on this department. In this age of science and technology, no country can hope for an economic take-off, while neglecting the learning of skills for commerce, industry, agriculture and engineering. One of the criticisms made against the Missionaries and British Colonial Administrators, is the fact that they neglected vocational education thus creating much of the manpower problems that the emerging nations have had to grapple with.

Vocational education does not only help in the economic development of the nation, it also solves social problems as well; there is the satisfaction that the individual or group of citizens enjoy their work because they have been trained for careers of their choice, and are able to live fairly comfortably. As more people get prepared for specific occupations, so does unemployment drop and the nation's economy grows.
It is recommended that the ministry of education keep a very close watch on this very important department. The main functions of the department should include: (1) development of expertise in the field of vocational education; (2) proposal of plans and projects for the improvement of vocational education in order to meet state and national objectives; (3) development of valid tests and common standards of evaluation as well as minimum requirements for certification and registration. In this connection, training on-the-job, in the specialized areas of commerce, industry, agriculture and engineering, is an invaluable process and should be compulsory for all students. Adequate provision should be made for the effective guidance and counseling of students in vocational schools, and employment information should also be made available to them.

What all these amount to, is a sub-division of the department into specialized areas with a professional staff to cope with the above responsibilities.

The above recommendations contain essential elements of the educational administration system of both the former Eastern Nigeria (Biafra) and the present transitional government of the East Central State. This was done in an attempt to bridge the gap between the two extremes of the former Voluntary Agency System on one hand, and the present Public
School System on the other. It is hoped that this arrange-
ment will go a long way to eliminating the problems that
often plagued the educational system in that part of Nigeria.

LIMITATIONS OF THE INVESTIGATION

Like most human endeavours, this research study is
deficient in a number of ways:

1. For purely physical reasons and financial exigencies, it was not possible for the author to conduct the investigation in Nigeria, where it would have been easier to obtain a more up to date and sufficient data for this study. "Participant Observation," seems to the author to be a very important aspect of an investigation of this nature. Unfortunately, it is lacking in this study.

2. Conditions at home -- unpredictable and unstable military regime -- may have influenced responses or lack of them to questions which seemed controversial during the course of this research. Some of those sampled, skeptical of the writer's intentions and fearing victimization if their opposing views should be known to the regime at home, in some cases, chose not to co-operate with the researcher; if they did co-operate at all, they remained neutral on the issues they considered "incriminating."
3. It is nearly one and a half years since this research project was initiated; although the author has tried to keep pace with developments at home, a few changes may have taken place which the author is not aware of up to this point.

Despite these limitations, however, the finding, conclusions and recommendations of this study, represent a fairly accurate assessment of the past and present policies and practices, and should serve as a useful guide for the future.
APPENDIX I
Dear Friend,

The opinionnaire which you are being requested to complete, is an essential part of a research study related to the solution of the Educational Problems in our home state/country. I am asking you very kindly to spare some time to respond to each item, which as you can see, does not require much thinking or writing.

Perhaps, at this stage, I should refer to the opinionnaire, for the benefit of a few who may not have been exposed to the manner in which responses should be made and the weight of each item marked "X." Your answers are expected to vary in degrees from one extreme to the other; that is to say, "X" marked against the No. 1, indicates that you completely agree with a particular statement, while the interpretation would be different if you make the mark against the Nos. 2, 3 or 4. A mark of "X" against the No. 5, indicates complete disagreement with the statement. Finally, "X" marked against "No opinion" is self explanatory.

Please mail completed sheets to my address or hand them over to the coordinator. Your speedy cooperation will be greatly appreciated.

Thanks in advance.

Yours sincerely,

Martin U. Okoro

Dr. Jasper J. Valenti
Academic Advisor
1. Please fill in as required
   City________________ State________________ Sex____ Date________

2. Respondent's status
   Student____ undergraduate_____ graduate_____ professor____
   other__________

3. Years of attendance in school
   Primary or Elementary____ Secondary/High School____
   Other__________

4. Years of experience in Nigeria as: In the United States
   (a) Elementary School Teacher____
   (b) Secondary School Teacher ______
   (c) College Instructor ______
   (d) University Lecture/Professor____
   (e) Other________________________

Please indicate by marking "X" in the appropriate place, your opinion on the statements below:

5. Every state or country should solve its educational problems in its own way.
   Agree  Disagree  No opinion
   1  2  3  4  5

6. The aims and objectives of the educational enterprise in the East Central State of Nigeria, should reflect state and national aspirations.
   Agree  Disagree  No opinion
   1  2  3  4  5
7. State-wide Public School Systems as opposed to Voluntary Agency Management of schools, is the answer to the educational problems in Nigeria.

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<tr>
<th>Agree</th>
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8. "Inter-Denominational rivalries and the dissipation of community effort and resources," are the principal reasons for the government take-over of all schools in the East Central State of Nigeria.

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<th>Agree</th>
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9. Unless Nigeria is moving towards totalitarianism, there is no reason why the missionary bodies, reputed educationists or agencies, should not establish and manage their own schools at different levels.

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10. Officials in the Ministry of Education know what the educational problems facing the state are, and how to solve them.

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<th>Agree</th>
<th>Disagree</th>
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11. The place of the professional teacher is in the classroom; he/she should provide no input in the decision making process as it affects educational policy, theory and practice.
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<thead>
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<th>Agree</th>
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12. Communities should do no more than provide funds and labor for the support of the schools in their localities.

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13. There are areas in the school system in which the learners, parents, teachers, and the entire community, should get actively involved in decision making, if education in the state is to be meaningful.

<table>
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14. Professional organizations such as the Nigerian Union of Teachers, should provide leadership in planning for change in education up to the teacher training level.

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15. Education without character training is empty. Religious instruction is the principal way of preparing an individual for a sound moral leadership; therefore, one class period a week for religious instruction, is not enough.

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16. As in every centralized organization, the Public Education System in the East Central State of Nigeria will also be plagued by their most latent maladies -- bureaucracy and red tape.

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<thead>
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17. I favor a return to the system of education as it existed in the region prior to June, 1970.

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18. Give the new Public School System a chance; it might succeed.

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19. A completely new system, that will bridge the gap between the two extremes, should be designed.

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### DISTRIBUTION OF POST-PRIMARY INSTITUTIONS IN
### THE EAST CENTRAL STATE BY DIVISION AND TYPE, 1971

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### The East Central State Pupil Enrollment in Primary School, 1970-73

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APPENDIX VI
The Permanent Secretary,
Ministry of Education,
Enugu, Nigeria,
West Africa

Sir,

Request for Educational Data in the East Central State of Nigeria

May I ask you very kindly to authorize the dispatch to me of data or publications related to education in our home state. The materials being requested are to form part of the background literature and statistics for a comparative research project in the area of Educational Administration and Supervision. As I cannot think of definite publications or titles of documents, the following may serve as a guideline to you:

1. Education in the Eastern Region of Nigeria before the war, with reference to aims or objectives, law, finance, organization, statistics -- No. of schools, Elementary, Secondary, Teacher Training, University, including the total enrollment figures at the various levels.


3. Professional organizations -- The Nigerian Union of Teachers, etc.

4. Federal Government involvement in the educational enterprise before and after the war (Give figures of grants made by the federal government if any).

5. Any other materials that you might consider useful in a study such as this.
I shall be extremely grateful if my request is granted at your earliest convenience.

Sincerely yours,

Martin U. Okoro

*The sources of financing education in the State is particularly important to me.
1. Address by the Honorable Commissioner for Education, Dr. Magnus Adiele at the opening of the Refresher Course on Educational Administration for Inspectors, Divisional Education Officers and Education Officers at the Advanced Teacher Training College, Owerri, August 9, 1971.


The Thesis submitted by Martin Umachi Okoro has been read and approved by the following Committee:

Dr. J. J. Valenti, Chairman
Associate Dean and Professor, Graduate School, Loyola

Dr. Robert L. Monks
Assistant Professor, Education, Loyola

The final copies have been examined by the director of the thesis and the signature which appears below verifies the fact that any necessary changes have been incorporated and that the thesis is now given final approval by the Committee with reference to content and form.

The thesis is therefore accepted in partial fulfillment of the requirements for the degree of Master of Arts.

[Signature]
Director's Signature

Jan 10, 1975
Date