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TITLE PAGE

**THE IMPACT OF PUBLIC POLICY ON THE EDUCATION
SECTOR IN NIGERIA: A STUDY OF KOGI STATE, 1992-2011**

BY

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**A PROJECT REPORT SUBMITTED TO THE DEPARTMENT OF
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APPROVAL PAGE

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DEDICATION

This project is dedicated to God Almighty whose efforts made it possible for the work to be successful. The project is equally dedicated to my beloved wife Mrs. Ashnetu Sanni and my children, Sanni Hamzat, Sannie Muhammed and Sanni Abdulhamid Bright.

ACKNOWLEDGEMENT

I wish to express my profound gratitude to God Almighty for guiding me throughout this research work.

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My deep appreciation goes to my beloved wife and children for their endurance despite the hard time they were passing through in the course of the research project.

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Lastly, I thank God for his protection within the time I traveled out to various places looking for materials. To God be the glory.

ABSTRACT

Public policies on education form a framework of the direction governments intend the education sector to take with the view to enhancing the efficiency and productivity of its human resources in order to achieve the nation's needed development. This is due to the prime place the human capital occupies in coordinating the other factors of production. Therefore, this study sought the impact of public policy on the education sector in Nigeria, with a focus on Kogi state, 1992-2011. The ex-post-facto research design was adopted for carrying out the research work. Three (3) research questions were generated while data were analysed through qualitative descriptive analysis. The study is anchored on the theory of decision making. The theory basically views social context and how it affects policy making with emphasis on political infighting and push and pull of forces inside and outside government. Decision making is the only means towards understanding how government arrived at action. This theory helps to explain the difficulty in making government decisions. The research findings revealed essentially that, Kogi state government has to do a lot in the area of fund and facility provision within the context of the implementation guidelines of the various education programmes in order to meet up with both national and global expectations. The study concluded that public policy on education has not been contributing to the development of the education sector in Kogi state due to lapses in human, materials, money and mind/culture. It was recommended that, Kogi state government needs to strengthen its efforts in the area of facilities provision to the various institutions of learning, special attractive salary should be worked out for teachers at all levels, additional schools should be established to discongest the existing ones and qualified teachers should be employed state wide to reduce the workload of teachers.

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CHAPTER ONE

INTRODUCTION

1.1 Background of the Study

Education is a priority sector in every well-meaning society. Thus, Burch (2006) referred to it as a major force in economic, intellectual, social and cultural development. Its value in bringing about character and attitudinal change ranks as important as its ability to reshape human potentials for desired development.

Nigeria's National Policy on Education (1981), defined education based on the vocational-technical level, that education is that aspect of learning that gives its recipients opportunity to acquire practical skills as well as some basic scientific knowledge. In the same vein, Puding (1994) defined vocational-technical education as the type of education which fits the individual to gainful employment in recognized occupation as semi-skilled workers or technicians or sub-professionals.

According to the World Bank (1999), "successful development entails more than investing in physical capital, or closing the gap in capital. It also entails acquiring and using knowledge as well as closing the gaps in knowledge". Thus, to successfully confront the challenges of development, a developing country must undertake three major tasks:

1. Acquired and adapt global knowledge and create knowledge locally.
2. Invest in human capital to increase the ability to absorb and use knowledge.
3. Invest in technologies to facilitate both acquisition and the absorption of knowledge.

In a similar vein, Fafunwa (1979) defined education as “the aggregate of all the processes by which a child or adult develops the abilities, attitudes and other forms of behaviour which are of positive value to the society in which he lives, that is to say, it is a process of disseminating knowledge either to ensure social control or to guarantee national direction or both.

The first colonial policy on education was in 1925. This policy was formulated for African and touched on primary, secondary and adult education with some modifications in the policy in 1935, and 1945 built upon the 1925 policy, modifying it with little additions here and there with emphasis on adult education. The colonial education policy was centred on the production of nationals who were required administration. Thus, our educational institutions, few as they were then, remained factories for producing clerks, interpreters, forest guards and sanitary inspectors as no special professional nor entrepreneurial skill was envisaged in the educational system (Akinyemi, 1987).

The education sector is guided by the National Policy on Education and several coordination mechanisms have been put in place to ensure that the highest standards are maintained in curriculum, infrastructure and manpower development. Successive governments have tried to address the issue of educational development through some educational – related programmes and policies.

Until 1976, the structure of Nigeria education system was six years of primary school, for children of ages 6-11 years, 5-7 years post-primary school (secondary and teachers training) and 4-6 years of tertiary education (Colleges of Education, Polytechnics, Colleges of technology and University education). The structure that emanated as from 1976 can be classified thus, the pre-primary or kindergarten education,

which lasts from 2 to 3 years for the children of 2 to 3 years for the children of ages 3-5 years, the primary school education which last for 6 years, the post-primary education which is for 6 years but divided into two halves (namely of 3 years of junior secondary school and 3 years of senior secondary school) and the tertiary education level which comprises of the Colleges of Education, polytechnics and university.

The education for all policy dates back to the introduction of universal education in 1950s in two of the then three regions of the country and its introduction at the national level in 1976. Thus, by joining other countries and agencies, Nigeria adopted in March, 1990 the World Declaration on Education for All. Therefore, Nigeria was merely reaffirming that which it believed, and had already taken steps towards achieving.

The National Policy on Education (1977, revised 1981, and 1998) attested to Nigeria's Commitment to Education for All, in particular, basic education for all. The policy laid emphasis on universal, functional and qualitative education.

The guiding principles of education for all programme is the equipping of every citizen with such knowledge, skills, attitudes and values as will enable him or her derive maximum benefits from his or her membership of society, lead a fulfilling life and contribute his or her own quota towards the development and welfare of the community.

For Nigeria therefore, Basic Education comprises both the range of formal schooling as well as a wide variety of non-formal educational activities offered to meet the learning needs of groups of people of all ages. Therefore, basic education refers to early childhood and pre-primary education, primary education, the first three years of secondary education and basic and functional literacy for out of school children, youth

and adults, as well as nomadic education for school age children of nomads and migrant fishermen.

In 1948, the Universal Declaration of Human Rights asserted that everyone has the right to education. Over 40 years later, it became clear that many people are still being denied this basic human right. Indeed, the 1980s saw more backward than forward movement in most countries of the world. It was at that point a World Conference on Education for all was held in Jomtiem, Thailand, for the purpose of forging a global consensus and commitment to provide basic education for all, Universal Basic Education grew out of that conference (Dike, 2000).

President Olusegun Obasanjo formally launched the UBE in Nigeria on 30th September, 1999. The programme was intended to be universal, free and compulsory. Eya (2001) asserted that regions, states, and federal governments in Nigeria have shown a keen interest in education. This can be seen in the introduction of the Universal Primary Education (UPE) in the western region in February, 1957, and in Lagos (then Federal Territory) in January, 1957. Other development include the publication of a National Policy on Education in 1977, launching Universal Free Primary Education on 6th September, 1976, and the subsequent launch of UBE in 1999. The goal of these programmes are providing functional, universal, and quality education for all Nigerians irrespective of age, sex, race, religion, occupation, or location.

UBE is broader than UPE, which focused only on providing educational opportunities to primary school age children. UBE stresses the inclusion of girls and women and a number of underserved groups; the poor, street children, rural and remote populations, nomads, migrants workers, indigenous peoples, minorities, refugees, and the

disabled. The formal educational system is only one of six components included in basic education in the implementation guidelines of the Federal Government. Others relate to early childhood, literacy and life skills for adults, nomadic population, and non-formal education or apprenticeship training for youth outside the formal education system (Nigeria 2000).

In 2000, Nigeria's literacy rate was 52% in 1998, only 40% of all heads of households in Nigeria has any education at all, 21% had only primary education, 14% up to secondary education while only 5% had post-primary education (UNDP, 1998). Data from the Federal Ministry of Education, Education Statistics (1996) showed that only 14.1 million out of 21 million school-age children enrolled in primary school.

This means that, the persisting low standard of education after so much input could not promote sustainable development and must therefore be improved. It is against this backdrop that a study on the impact of public policy on the education sector in Nigeria becomes necessary.

1.2 Statement of the Problem

Education helps to develop man who in turn develops the natural resources around him. Nigeria is blessed with natural wealth such as petroleum, iron ore, coal, limestone and human resources, etc but the country is not yet developed because of the low level or lack of education among an overwhelming majority of the national population.

Musaazi (1986) remarked that both the United Nations (UN) and the African Union (AU) agreed that the first step to development is the education of citizens of each country around the world. Majasan (1998:3), in 1972 and 1973, the heads of fifteen (15) assistance agencies operating in Asia, Latin American and Africa, including the Ford

foundation and United Nations children fund met at Bellagio in Italy to discuss the need to improve their third world nations. Some educators from Africa were invited to participate and they contributed significantly to the discussion. As a conclusion to the discussion, it was agreed that in the face of demographic and financial constraints and observed inefficiencies in the system of education, the external agencies in co-operation with the countries concerned should initiate local repairs to the existing educational practice.

Nigeria in her attempts to transform the education sector has formulated several education policies. Billions of Naira voted to transform the education sector and various policies have shown no little improvement. Instead, there is stagnation and depredations with despise illiteracy and ignorance.

As observed by Obee (1983:9) our policies are ideas of distinguished scholars with foresight and believe in what they write for future. The problems come when translate to practical from theory.

The decision of Nigerian government to be signatory to the 1990 Jomtiem Declaration of education for all by the year 2000 and also a member of Association for the Development of Education in Africa (ADEA) is a clear commitment to total eradication of illiteracy.

This means that the persisting low standard of education after so much input for external assistance and various education policies could not promote sustainable development in the education sector.

It is against the above backdrop that the following research questions are posed to guide the inquiry:

- ❖ Is there any relationship between public policy implementation and the falling standard in the education sector in Nigeria and Kogi State in particular since 1992-2011?
- ❖ Does lack of proper education planning affect the education sector in Kogi State since 1992-2011?
- ❖ Does lack of understanding of teachers on education policy contribute to underdevelopment of the education sector in Kogi State since 1992-2011?

1.3 Objective of the Study

The broad objective of this work is to critically examine the impact of public policy on the education sector in Nigeria using Kogi State as a study, 1992 to 2011. The work will however be guided by the following specific objectives:

- ❖ To investigate if there is any relationship between public policy implementation and the falling standard in the education sector in Nigeria and Kogi State in particular since 1992-2011.
- ❖ To investigate if lack of proper education planning affect the education sector in Kogi State since 1992-2011.
- ❖ To examine if lack of understanding of teachers on education policy contribute to underdevelopment of the education sector in Kogi State since 1992-2011.

1.4 Significance of the Study

This work is of great academic relevance as it will add to the existing literature that has tried to x-ray the impact of public policy on the education sector in Nigeria. Its relevance stems from the fact that non of the existing works have taken particular interest on the issue under investigation. Therefore, it will fill a significant gap in scholarship.

Apart from that, it will aid other researchers and scholars who may be interested in conducting further research in this area of study.

Practically, the work will be of great importance to government agencies and Nigerian state at large. It will serve as a guide in decision-making and policy implementation on issues that relates to education.

Recommendation made in this research work would be used as a reference point by other researchers.

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1.5 Literature Review

There is a ranging controversy among scholars about the impact of public policy on the education sector in Nigeria. While some argue that, there can be no meaningful development and social progress without public policy on education sector in Nigeria, others argue that poor planning strategies and forecast, inadequate funding and uneven distribution of facilities needs of schools have resulted in the failure of public policy on education in Nigeria.

This section however focuses on clarification of some concepts that are relevant to the study.

1.5.1 Policy

Amdi (1980) maintained that policy inertia (lack of will to change) is a function of the willingness of the policy that promotes capacity building, capacity utilization or sustenance. Thus, policy in a larger context should be seen as an instrument that translates policy ideas into policy reality. Policy making or initiation is only means to an end and not an end in itself, meaning that policy process has got different phrases.

Sagasti (1976) stated that, the relevance of policy instruments is inevitable because it is the barometer that is employed by policy actors to measure the extent to which policy making itself is qualitative, the viability of the policy itself and the extent to which equation can be established between policy intention and policy execution.

Sagasti further argues that policy instrument allows you to identify the leakages and weaknesses of all policies. An instrument contains certain inherent elements, which include:

- (a) **Government Policy Statement:** The decision of the policy actors e.g. when 6-3-3-4 educational system was introduced, government explained the reason of such policy especially its objectives.
- (b) **Institutions and Organizational Network:** Like in the case of Gabriel Almond's structural functionalism which provided the need for organizational structure to translate the policy initiated which must be backed up by the law to perform different functions.
- (c) **Legal Instrument of Policy:** Most usually refer to judiciary institution for interpretation before implementation.
- (d) A Policy remains Moribund unless the actors are capable of manipulating the variables, and the infrastructural resources to pursue that particular goal.

Policy is an understanding by members of a group that makes the actions of each member of given set of circumstances more predictable to others (Adesina 1977).

Kirst and Morsher (1970) asserted that, if the decisions and actions are trial and repetitive and demand little cogitation, they may be called routine actors, if they are somewhat complex, have wider ramification and demand more thought, they refer to them as

tactical decisions and those with widest ramifications congest time perspective and require the most information and contemplation tend to reserve the term policy.

Bauer (1976) acknowledged this dilemma, however and maintains that regardless of one perspective, true policy is a parameter shaping action that is given serious consideration and most difficult to arrive at and at the same time most difficult and important to study.

However, policy formulation has to do with the social, political and economic ideological changes which engulfed the world especially after the World War II. It presented some monumental challenges to National Governments, many problems which needed to be solved and for which solutions often lacked a precedent (Kirst and Morsher, 1970).

National policy on education and several coordination mechanisms have been put in place to ensure that the highest standards are maintained in curriculum, infrastructure and manpower development. Successive government has tried to address the issue of educational development through some educational-related programmes and policies (Ogboru 2008).

Serious policy formulation process, which started with bargaining, is an exceedingly important feature of policy process for without a “minimum wincing coalition”. Policy formulation process which requires a far greater dependency upon descriptive or behaviour theory (how individuals actually proceed in formulating policy rather than upon normative theory, how individuals should proceed). Policy formulation consists of three (3) processes: decision making, management and policy revision. One

generally assumes that, the implementation, management and readjustment of policy to internal and external changes are major features of policy formulation (John, 2007).

John (2007) further argues that, decision-making is not the same with policy formulation but feature of it. Decision-making is specifically a cognitive activity, it is essentially to recognize the most fundamental pillar of policy formulation. Meaning that, there is no best solution to a policy problem.

Policy implementation is as important as plan itself. A policy that cannot be implemented is equivalent to planning without fact. It involves transformation of resources to reality. In other words, all the objectives of a policy must also be linked to the instrument of execution (Amdi 1980).

In execution of a policy, monitoring techniques must be worked out such that, when it is allowed, the implementer can carry out the ideas to its logical conclusion (Sagasti 1976). However, in economy like Nigeria, there are many problems or obstacles that prevents against mutual relationship between policy and implementation. This include what may be called bureaucratic red-tapism, poor monitoring techniques, inadequate resources, the inter-play of market forces, for example, effects of prices on implementation of policy, dominant vices like corruption greatly affects implementation.

According to Charles Reich (1971), resources especially public type usually diverted to private gain of implementers through such practices, attitudinal behaviour of bureaucrats in terms of work commitment, poor results, disorientation, attitude, inefficient decision making process and lack of adequate control on the part of government apparatus.

Ware (1994), opined that, education policies have an important role to play in the progress of any nation that aspired towards development. A conflict which deserves attention seems to arise in the promotion of education for development purposes vis-avis population control activities as regards finance. This is because Nigeria's desire to improve the education sector has increased.

Utibe (2001) asserted that each of the policy existed and was established by different government administration and was criticized when a new government rides into power.

Bauer (1976) acknowledged that, regardless of one's perspective about true policy, a parameter – shaping action that is given serious consideration is more difficult to arrive at and at the same time difficult and important to study. Any good policy must have the following features:

- ❖ The policy must be understandable and written.
- ❖ It must prescribe limit and yardsticks for future purposes.
- ❖ Policy to be subjected towards accomplished task.
- ❖ It must be interpreted by the actors.

Graham Allison (1971) said policy is articulated planning. A plan is a guideline designed to achieve a given objective. Plan may be normative or developmental. When it is normative, it is largely a guideline to monitor those who execute the plan, while developmental plan is geared towards development.

Obee (1983) said that, policies are written by knowledgeable proposal writers, who have foresight and believe strongly in what they write for future. The problem however comes when translate theory into practical.

1.5.2 Education

Ogboru (2008) stated that, when the issue of education today is raised, the strands of thought that readily comes to mind are; decline in standard, deterioration of facilities, examination malpractices, mass production syndrome and the like before any other thing else. This calls for an in-dept study and analysis aimed at tutoring each and every stakeholders in the education system or how their actions and inactions have individually and collectively contributed to the collapsing state of education in Nigeria.

Fafunwa (1979) defined education as “the aggregate of all the processes by which a child or adult develops the abilities, attitudes and other forms of behaviour which are of positive value to the society in which he lives, that is to say, it is a process of disseminating knowledge either to ensure social control or to guarantee national direction or both.

Eya (2001) asserted that regions, states, and federal governments in Nigeria have shown a keen interest in education. This can be seen in the introduction of the Universal Primary Education (UPE) in the western region on 17th January, 1955, its introduction in the eastern region in February, 1957, and in Lagos (then Federal Territory) in January, 1957, launching Universal Free Primary Education on 6th September, 1976, and the subsequent launch of UBE in 1999.

Dike (2003) stated that, if we want children and citizens to acquire literacy, we must provide reading materials in abundance and pleasurable reading materials found in the libraries. If we want learners to develop skills for lifelong learning, we must give them opportunities to acquire, to search, to explore, to practice to solve problems – such are found in libraries. If we want to introduce them to the world of knowledge and teach

them to handle information in many forms, we need the resources of a well equipped library.

Available evidence suggests that early childhood education has a positive influence on educational development of children in later life, and some writers on early childhood education have asserted that investing in it can yield high returns (Barnett, 2006).

According to Harbison (1973), education is necessary for any economy to grow and develop via the amelioration of illiteracy rate by developing the knowledge, skill or character of the people. According to him, a country which is unable to develop the skills and knowledge of its people and to utilize them effectively in the national economy will be unable to develop anything else.

Fafunwa (1967) posited, while factories, schools, hospitals, steel mills, cities and the liked can be built overnight; they will stand idle or be unused unless the masses of the people for whom they are built have been socially and psychologically prepared for them and will recognize their value. Adewoole (1997) lending credence to the above statement stated that, what is truly at stake therefore in the development effort of any nation is the development of its human resources. The basic education requirement for a citizen cannot be compromised.

Omofonmwan (2001) pointed out that, the issue of responsibility and control must be resolved and a uniform system of education introduced and operated nation-wide. This would mean the abolition of the present school system whereby children of the privileged class attend special schools or are flown abroad for their educational pursuit.

According to Adeyinka (1971), one major problem of educational development in Nigeria today is the prevalence of multiple systems of education. As of today there are thirty-six system of education in the country; the national system, or federal (Abuja) system and the thirty-six state systems. Each education system is unique, backed up by the federal or state education laws. In a situation like this, uniformity is virtually impossible and this has the potential for disrupting the education of the children of federal staff moving from one part of the country to the other.

Abdulkareem (2000) observed that a lot of pupils are without necessary textbooks in spite of the World Bank and Federal Government efforts on the primary education project. Many schools do not have textbooks and those provided never distributed them to the users for logistic constraints.

Oguntimehim (2004) Deji-Folutile (2004) and Awoyele (2005) stated that, apart from poor forecast, inadequate funding of education is another factor affecting the adequate distribution of facilities to schools. Even when sufficient planning is put in place, government at all level is usually not ready to bear the full financial demand of education.

Nwagwu (1976) noted that, the implementation process of the UPE (universal primary education) scheme because hampered by the surprising and hasty reduction in the funding of the programme by the Federal Government which affected the provision of facilities such as classrooms, furniture, instructional materials, teachers, etc, needed to make the programme work as expected. There is a shortage of everything except pupils.

Ajayi (2001) posits that the probability of the success of any curriculum innovation is very low without the provision of the necessary facilities and other material such as textbooks and audio-visual aids.

Adesina (1980) stated that, when government planned the process of applying scientific or rational growth and development, so as to ensure the efficiency and effectiveness of the educational system, the lower education specifically primary education was the first to suffer the effect of inadequate planning.

Nduanya (1986) defined education as a process by which the individual is enabled to develop his capabilities through acquisition of knowledge, skills, values and attitudes both for his own benefit and for the benefit of his society. He looks at formal education as learning acquired in an institution designed specifically for purpose of teaching and learning the knowledge, skills, values and attitudes concerned. Informal education on the other hand is the learning acquired incidentally in situations meant for purposes other than just teaching and learning per se.

Ukeje (2002) argues that in the present circumstances, funds and facilities are very much limited and the school administrators are being asked to achieve maximum results with this limitation. He observed that there is increasing demand by the people for more and better education and the problem of rising cost, and concluded that there was crisis in education system.

Denga (2000) stated that education in Nigeria is challenged with the problem of dearth of facilities, inadequate supervision, shortage of personnel, lack of funds, incoherent implementation of the curriculum and drop-out-rates.

1.6 Theoretical Framework

Many theories have attempted to explain the impact of public policy on the education sector in Nigeria. However, for the purpose of this research work, the decision-making theory would be used.

Policy is a guide to decision making, it provides data for subordinate decisions.

Policy may originate from outside the government formulated on appeal from subordinate due to specific problems not covered by previous set policies. The focused study is the impact of public policy on the education sector in Nigeria. A study of Kogi state, 1992-2012. Public policy analysis deals with detail explanation of programme pursued by government and also analyses the factors and forces, which influences those policies and programmes. Public policy analysis can also be articulated from three diversions:

- (i) At the level of policies of choice: Decision taken by individuals and people towards using public power to effect on the life of citizens. What emerges at this point is the policy in action.
- (ii) At the level of policy output: This has to do with implementation of policy or decision arrived at by the policy actors, its policing that involves enforcement of action. Example is decision to embark on employment at all levels of government.
- (iii) At level of policy impact: This analysis leads to assessment of the policy output.

Decision making theory generally views social context and how it affects policy making with emphasis on political infighting and push and pull of forces inside and

outside government. Decision making is the only means towards understanding how government arrived at action.

Bauer (1976) acknowledge this dilemma that, regardless of one perceptible about true policy, a parameter-shaping action that is given serious consideration is more difficult to arrive at and at the same time difficult and important to study. Any good policy must have the following features:

- (i) Must be related to an objective of education and open to when it is to apply.
- (ii) The policy must be understandable and written.
- (iii) It must prescribe limit and yardsticks for future purposes.
- (iv) Policy to be subjected to change and stable.
- (v) Must be reasonable towards accomplished task.
- (vi) It must be interpreted by the actors.

James Robinson (1967) observed that, the main purpose of inquiry is to determine how decision-making process affects the decision-making. Secondly, decision-making theory is the machinery and institutions that procure decisions. There is also a study of political infighting and the instrument through which decisions are implemented. Thirdly, decisions making also deals with question of rationality. It is assumed that decisions makers are rational value maximizing human beings.

Herbert Simon (1972) argues that, given the great difficulty in making decisions, what decision makers do is “satisfying”. The term denotes the process of considering alternatives sequentially. This approach is virtually psychological. The assumption is that decision makers establish goals and consider all the alternatives and best policy emerges from it.

According to Charles Lindbloom (1968), decisions are made according to what is called limited successive comparison model. In this model, the means and goals are interviewed and the goals are often affected by the desirability of specific means. For this model, it is often follows that the best policy is not necessarily the one able to realize the goal.

Public policies however, are usually formed through step-to-step determination of data in form of input and become policy when processed. In realistic term, both government and the communities are players in education policy making in the state. Policy implementation is another major function of the state especially the policies actors and planners who are the enforcement officers and ensure policy adopted and implemented accordingly.

However, the major setback in education policy making and implementation in Kogi state is corruption, mismanagement and misappropriation. The political infighting and the push and pull force in the making of decision within and outside the government has resulted in wrong selection of decision makers. The inability of the government to use the right people or stakeholders who have the knowledge of education has advance effect on the education sector, since they lack the ability to emphasis on policies that must be related to an objective of education when it is applied, a policy that must prescribe yardsticks for future purpose, a policy that must be reasonable towards accomplished task, a type of policy that must be interpreted by actors and a policy that must be subjected to change and stable.

Educational qualification and experience as the case may be are not the yardsticks for appointment in Kogi state. This invariably leads to irrational decision-making.

Consequently, officials are shortsighted, the cost of projects are underestimated, which eventually leads to non-completion or even termination of projects.

The ministry of education in Kogi state however failed to realize the need to send its work force on in-service programme. This constitutes a major threat to the education sector of the state.

1.7 Research Hypotheses

This research work will be guided by the following research hypotheses:

- ❖ Public policy implementation undermined the standard of education in Nigeria and Kogi State in particular since 1992-2011.
- ❖ Lack of proper education planning affect the education sector in Kogi State since 1992-2011.
- ❖ Lack of understanding of teachers on education policy contributes to underdevelopment of the education sector in Kogi State since 1992-2011.

1.8 Method of Data Collection

The qualitative method would be used to generate data for this research work. Qualitative method is most useful when used to interpret, illuminate and extract valued information so as to draw inference from available evidence to reach a conclusion.

On the other hand, Obikeze cited in Nnabugwu (2006:372) argued that the advantage of qualitative method lies in the fact that it is able to gain access to organizational structure, bureaucratic discovery of the unexpected phenomenon. Asika (1990) holds that secondary source of data refer to set of data gathered or authored by another person, usually data from the available data, either in the form of document of survey result and code books. This study therefore depends on books, journal, and other

written works on the same topic in addition to internet materials that treated the same topic.

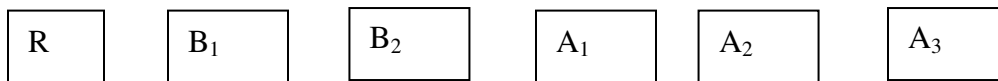
1.8.1 Method of Data Analysis

For the purpose of analyzing our data, we adopted the qualitative descriptive method of data analyzing. According to Asika (1990) qualitative descriptive data analysis is used to verbally summarize the information gathered in research. Through qualitative descriptive analysis, descriptive explanation is given to statistical data gathered in our research work in order to establish the relationship between the variables under study. Thus, the use of this method of analysis is informed by the simplicity with which it summarizes, exposes and interprets relationship in a given data by giving a qualitative description or explanation to a statistical information.

1.8.2 Research Design

We have adopted the ex-post-facto research design for this work. Kerlinger (1973) defines the ex-post-facto research design as a form of descriptive research in which an independent variable has already occurred and in which an investigator starts with the observation of a dependent variable, and then studies the independent variable in retrospect for its possible relationship to and effects on the dependent variables. Ex-post-facto or after-the-fact research design is based on the examination of the independent and dependent variables after the events have taken place and the data already in existence. In ex-post-facto the test of the hypothesis involves observing the independent and dependent variables at the same time because the effects of the former on the later have already taken place before the investigation.

The phrase ex-post-facto means “after the fact” and refers to those studies which investigate possible cause-effect relationship by observing an existing condition and searching back in time for plausible causal factors. The ex-post-facto or single-case design assumes the form of an experimental design where an existing case is observed for sometime in order to study or evaluate it. The single case design is presented as follows:



Where

R = Random assignment of subjects

X = Independent variable

Y = Dependent variable

B = Before observation

A = After observation

This has a series of ‘Before’ observation and one case (subject) and a series of “after” observation. It is an extension of quasi-experimental design. There is no control group and no variation group. Asika (1990), the analytical routines involved in testing structural causality on ex-post-facto analysis of the independent variable(X) and the

dependent variable (Y) will follow later. The criteria for inferring causality have been summarized by Selltiz et'al (1959) as follows:

- (a) Covariation between the presumed cause and presumed effect.
- (b) Proper time order with the cause preceding the effect.
- (c) Elimination of plausible alternative explanations for the observed relationship.

In testing our hypotheses, which state that:

- (i) Public policy implementation undermined the standard of education in Kogi state since 1992-2011, we see (X) as public policy implementation and (Y) as undermined the standard of education in Kogi state since 1992-2011. The empirical referents of (X) are the availability of public schools in Kogi state. The empirical referent of (Y) includes examination malpractices and the poor performances among students of public institutions in external examinations such as WAEC and NECO.
- (ii) Lack of proper education planning affect the education sector in Kogi state since 1992-2011. We see (X) as lack of proper education planning and (Y) as effect on the education sector in Kogi state since 1992-2011. The empirical referents of (X) are the non-payment of teachers' salaries for months, disallowing teachers to go on study-leave with pay e.t.c. The empirical referents of (Y) include regular strike action by public schools teachers and lack of enough teaching and learning materials.
- (iii) Lack of understanding of teachers on education policy contributes to underdevelopment of the education sector in Kogi State since 1992-2011. We see (X) as lack of understanding of teachers on education policy and (Y) as

contribution to education under-development in Kogi State since 1992-2011. The empirical referent of X is the movement of teachers from the rural areas to urban areas. The empirical referent of (Y) includes unavailability of enough teachers in the schools in rural areas and poor education performance among students in the rural areas in Kogi state.

CHAPTER TWO

2.0 Historical Overview of Public Policy on Education in Nigeria

The history of public policy on education in Nigeria would help us to view by way of comparison the standard and quality of education in Nigeria since colonial period to date.

2.1 The Colonial Era

Nigeria education policy during the colonial era was geared towards regulating the voluntary agencies efforts.

The attempt of colonial masters to promote education were only in training of personnel like court interpreters, clerks and shop assistants, and the resultants effect was that the few schools were preoccupied with the production of clerks and the like.

The important subjects taught at that time were reading writing and arithmetic. The colonial education policy started with Christian missions who established churches and founded primary schools in the town and villages in southern Nigeria. By 1900, some teacher training colleges were established to train teachers to head the established schools. At a later date, secondary schools were established by the mission. The education system pursuits were each local church to maintain its own school, while budget was supplemented by the fee paid by the students.

Thus, the schools were owned by churches and teachers were provided by the missions. To all intend and purposes, the school is the church and the village teacher is also the village evangelist, Murray (1963).

At that period, government participation was the contribution of \$200 made in 1877 by the Lagos administration to each of the three missionary societies then operating in Nigeria, Lewis (1965).

By 1912, government participation had increased and both government and native authority started to own schools.

Despite the amalgamation in 1914 by Sir Fredrick Lugard, the first Governor General of Nigeria, education was still at its lowest level especially in the North where Emirs opposed to Christian teaching, which had import of Christianity.

The first colonial policy on education was in 1925. This policy was formulated for Africa and touched on primary, secondary and adult education with some modifications in the policy in 1935, and 1945 built upon the 1925 policy, modifying it with little additions here and there with emphasis on adult education. The colonial education policy was centered on the production of literate nationals who were required to man positions, which would strengthen the colonial administration.

The southern part of Nigeria benefited from government participation in the education of the people and passed education code of ordinance in 1926 which made it possible for government to commence control of schools and teachers to teach in schools, by controlling the opening of schools, by laying down policies to be followed by the voluntary agencies operating schools and by given financial aids to schools. Since then, government participation in education both at primary and secondary schools level has increased.

Constitutional changes indeed affected the growth of primary school education in the country. It was put on concurrent list in the fifties, both federal and regional

government played roles. During the period, the then western region launched the universal free compulsory primary education scheme in 1955 and government of Eastern Region and Lagos started a free primary education scheme.

In 1958, there were over two and half millions of children in about 17,000 schools in Nigeria, 25,000 were enrolled in teacher training colleges and 1,8000 students in post secondary institution and at least 1,000 students abroad (Federal Education Digest of Statistics, 1958).

Zach (1967) remarked that, Nigeria's education was articulated along the lines of purely academic study which had little regard for the interest and needs of Nigeria.

Scott (1939) wrote that, the conception or aim of education was that it makes useful citizens who would be of use to us. The conception was one of the exploitation and development of benefit of the people of Great Britain. It was to this purpose that such education was directed.

2.2 Civilian Era

After independence in 1960, serious thought to formulate a public policy on education at all level arose.

The public policy on education before the first republic was theoreticians which only performed duties which were only of benefit to the colonialist.

The greatest gift of the independence was the Ashby Report which aimed at expansion of education at all levels but particularly at the university level to produce manpower for management and administrative posts.

The report was titled "Investment in Education" and was published in 1960. Some of its recommendations were, that by 1970, of 1,000 children entering the primary

schools in the south, there was to be provision for all of them to complete their primary education. In the North, the target was 250 out of 1,000 to complete senior primary schooling. At the secondary level, the intake in the country was over 30,000 and some 3,500 were to go on to the south for work. In teacher education, by 1970, half of the teaching staff of the secondary schools, technical institutions and teacher training colleges to graduate as qualified teachers.

The report was accepted by the federal government and steps were taken to implement its recommendations. To meet the needs of high level manpower, five autonomous universities were established in the early 1960s. These were University of Nigeria, Nsukka, Ahmadu Bello University, Zaria, University of Lagos, Lagos, University of Ife, Ife and University of Ibadan, Ibadan (Ezenne 1980).

It should be noted however that, the 1973 public policy on education was in practice before it was revised by the shagari administration between 1979 and 1983. The structure of Nigeria education system during the second republic until 1984, was six years of primary schools, five to seven years of post primary schools (Secondary, Teacher Training College), four to six years of tertiary education (College of Education, Polytechnics, Colleges of Technology and University Education).

The third republic as the case may be was a military handling over of General Mohamadu Buhari to General Ibrahim B. Babangida. The administration provided a policy of 6-3-3-4 system of education as against the old 6-5-4 system of education. The first six years according to the policy will be general basic education with pre-vocational subjects like wood work, metal work, shorthand, typewriting, book keeping and technical drawing, so that students who wish to leave the system at this stage will be employable.

The next three years will be general education leading to some markable skills apart from training in science and will be made to learn a skill. While the last four years, will be for university education and professional courses of varying duration.

The fourth republic, starting from 1999 to date has witnessed a lot of development in the education sector. The major public policy on education initiated by the dispensations under this republic is the policy of the Universal Basic Education Scheme. The scheme is to enable the foundation for sustainable life-long learning. It provides reading, writing and numeracy skills. It comprises a wide variety of formal and non-formal education activities and programmes designed to enable learners acquire functional literacy. In the Nigerian context, basic education includes primary, junior secondary and nomadic education as well as adult literacy.

The implementation scheme of the Universal Basic Education programme varies as follows:

September 30, 1999, the National launching of the UBE Scheme was done in Sokoto state.

October/November 1999, consultations between the Federal Ministry of Education, state government, international community and other stakeholders on areas of intervention and implementation strategies, National Mini-summit on the implementation of the scheme, production of an implementation of the UBE scheme, collation and analysis of relevant statistics.

January 2000, take off of the scheme at the primary level and adult literacy level.

September 2002, take off of UBE at JSS 1.

2.3 Military Era

Nigeria has experienced series of military regime starting from 1966. The first military head of state (Gen. Aguyi Ironsi) however did not last in power as a result of the ethnic crisis that engulfs the army during the early period of Nigeria military rule. The regime of Ironsi therefore did not actually formulate any tangible public policy on education. What was in existence was the Ashby report which was published in 1960.

The taken over of power from Gen. Aguyi Ironsi by Gen. Yakubu Gowon in 1967 brought a lot of changes in the education sector in Nigeria. The National Curriculum Conference of September 1969 was a major landmark in the history of education in Nigeria. The conference was concerned with the review of old goals and identifying new ones for the Nigerian education, so that adequate provision was made for the social and economic development of the individual and the society at large.

Following the report of the conference, the federal and state ministries of education together put up a new policy for Nigerian education.

In formulating a public policy on education therefore, the following five national objectives embodied in the Second National Development Plan were endorsed:

- i. A united, strong and self-reliant national
- ii. A great and dynamic economy
- iii. A just and egalitarian society
- iv. A land of bright and full opportunities
- v. A free and democratic society (National Policy on Education, 1973).

Policy is the most meticulous indicator of how the nation planned to improve or bring about those necessary developmental changes in the society through formal and

non-formal manpower training and development for elevating the social, spiritual and economic well being of Nigerians. The universal primary education scheme of 1976 is a major contribution to education in Nigeria and indeed it is of immense benefit to the country in terms of mobilizing its human resources, adjusting its educational imbalance and providing equal opportunity and access to education for Nigeria children. The policy however, was announced by the head of the military government, Gen. Yakubu Gowon in January 1974. It was to feature in the Third National Development Plan of 1975-1980. The regime of Gen. Yakubu Gowon as the case may be, did not see the reality of the Third National Development Plan as it was over thrown by the then military government of Gen. Murita/Obasanjo 1975-1979.

The Universal Primary Education scheme (UPE) was launched on the 6th September 1976. The programme provides free universal primary education throughout the country. It was to become compulsory from 1979. The military government of Major Gen. Mohamadu Buhari (1983-1985) took over power from a democratically elected president, Alhaji Shehu Shagari in 1984. Within his period in power, there was no tangible change on the previous education system. The structure of Nigeria education system was 6-5-4 as it was inherited from the previous regime. Though, the regime did not last in power. The military government of Gen. Sani Abacha (1993-1998) was to make an impact on the education sector except that, he was busy trying to adopt a transition to civil rule programme which almost eat up his regime. He adopted no new policy on education. He was to follow the 6-3-3-4 policy initiated by Babangida administration. General Abdul Salam Abubakar (1998-1999) succeeded Gen. Sani Abacha. He did not last in power. He had no record of public policy on education.

CHAPTER THREE

3.0 Public Policy on Education and Education Planning in Kogi State

3.1 Historical Background of Kogi State

In 1991, two states were sliced and fused into an administrative that formed part of the nine states created by the defunct military government of General Ibrahim B. Babangida.

The six local government areas of the then Benue state comprising Ankpa, Bassa, Dekina, Idah, Ofu and Olamaboro and five local government areas of the Old Kwara state comprising Oyi, Okene, Okehi, Yagba and Kogi were snapped into a Kogi state to answer to the demand for a state of their own to foster accelerated development. The state is structured into 21 local government areas, which comprises of three major ethnic groups, that is, the Okun (Yoruba), Igala, Ebira with other minor groups of Bassa-Komo, Bassa-Nge, Kakanda, Kupa, Ogori-Mangogo, Oworo, Gwari and others.

By virtue of their locations in their previous host states, these two sub-divisions were alien to the development culture taken root in the state capitals and their adjoining communities. They had no roads. Accessing some communities in these parts of their previous states was an unpleasant adventure. What passed for roads in some areas were paths or track beaten through forest and gorges snake to human habitation.

They had no water durable enough to satisfy their daily domestic needs. In most cases, they depended on such impure sources of water supply as ponds, streams, books and rivers, which are in certain instances located at distressing distances.

Diseases, epidemics, maternal and infant mortality, poor dieting, malnutrition, evident poverty and misery raided the people with impurity and inflicted heavy causalities on them.

Their life was sustained on subsistence agriculture since they depended on crude implements and crude labour for farming. Their children had no decent environment to learn in. tree shades pass for classroom and wooden bars staked in fork sticks served as benches. In some case bare floor was enough comfort for the buttocks of lads and lasses receiving instruments for their progress in life.

There is no aspect of living that was not assaulted by the neglect inflicted on people of the area that now forms Kogi state by the government of the previous Benue and Kwara state.

Kogi state was created with the hope that its government would address these crises of living squarely and halt the assault of underdevelopment against the people of the state. Some how, this hope has had a slouch and sloppy realization.

The government that started the stake and the succeeding ones that built on what foundation it laid kept the people wondering what difference it made to be in a certain respect.

Their story had not changed. Their fortune had not changed. Roads remain the footpaths or tracks that they were. A few attempts made at road development did not depart from the known norm: pick some streets in the state capital for surface dressing, award contract for a given number of roads in communities noted for high votes generation and allow media propaganda stunts to complete or do the projects.

Deceit came in again. Neglect resumed its form. Theft set in, a short while, Kogi state became a plunder land. The military came for a sweep. The politicians came for scooping. Civil servants provided the switching background, and the ordinary kogians looked on helpless and bewildered.

For lack of any programme of development for the people, actors of government threw baits of dissension and strife to the people, armed the youths with guns, put the young girls through on the violation orientation and pitched the ethnic groups against each other (Stewardship for the peace and development of Kogi state, May, 2010 vol. I No 5).

3.2 Public Policy and Education Planning in Kogi State

Kogi state has been operating alongside with the federal government policy on education since its creation in 1991. The two major policies on education in the state are the 6 3 3 4 system of education and the Universal Basic Education (UBE) scheme. Other minor policies are: tertiary institution policy, deboarding policy, employment policy and admission policy.

3.2.1 6 3 3 4 System of Education

A critical examination of the type of education in Nigeria before and after independence shows that this education was inadequate and unsatisfactory to the nation's yearnings and aspirations. In the opinion of many scholars like Nduka, (1964), Fafunwa (1982), Obayan (1982), the education was parochial, elitist, regurgitate and irresponsive to the need and aspirations of the Nigerian society.

In a bid to check this abnormality, therefore, the then Federal Government of Nigeria adopted education as an instrument per excellence for effecting national development. Thus it is stated;

Education goals in terms of its relevance to the need of the individual as well as in terms of the kind of society desired in relation to the environment and realities of the modern world and rapid social changes should be clearly set out (National Policy on Education, F.R.N. 1981, p.5).

The then Federal Government therefore made efforts to find the type of education best suited to Nigeria's development, hence the identification of "6-3-3-4 system of education". According to Omolewa (1986), the history of 6-3-3-4 system of education dated back to 8th September, 1969 during the (International Literacy Day) when the Federal Commissioner for Education, Mr. Wenike Briggs inaugurated a conference which formulated the ideas leading to the 6-3-3-4 programme.

Omolewa (1986), stated that, the programme was conceived as an instrument of national unity, it was designed to inject functionality into the Nigerian school system. The 6-3-3-4 was fashioned to produce graduates who would be able to make use of their hands, the head and the heart. When it was finally introduced in 1982, there had been inputs by various sectors of Nigerian professional community.

Then the 6-3-3-4 system of education was seen as a laudable programme capable of ushering in an educational revolution in Nigeria; hence step in the right direction, towards the technological development of the nation. However the current situation on ground is far from this ideal. This system seems to be suffering from poor and shoddy implementation.

6-3-3-4 system of education enables the recipient of the education to spend six years in the primary school, three years in the senior secondary school, and four years in the tertiary institutions. In these stages, we have primary schools, secondary schools, and tertiary institutions such as colleges of education, polytechnics and universities respectively.

Primary education as regards the 6-3-3-4 system of education is the elementary type of education for children between ages of 6 to 11 years. This is the foundation of education upon which all others are built. It therefore determines the success or failure of the whole system. While junior and senior secondary schools are simply called secondary school where secondary education is received. That is the form of education children receive after primary education and before the tertiary education (National Policy on Education, 1981, p.16).

The broad aims of secondary education within the overall Nigerian education policy are:

- (a) Preparation for useful living within the society and
- (b) Preparation for higher education.

Tertiary education, which is the post secondary given in the higher institution aims at:

- (a) The acquisition, development and inculcation of the proper value orientation for the survival of the individual and society at large.
- (b) The development of the intellectual capabilities or capacities of individuals to understand and appreciate their environment.

- (c) The acquisition of both physical and intellectual skills which will enable individuals to develop, and
- (d) The acquisition of the objective view of local and external environment (National Policy on Education, 1981, p.22).

6-3-3-4 system of education is functional education which enables its recipients to function economically, socially, morally, intellectually and politically. This education system in itself is a conscious effort at matching and merging academic and vocational education programmes.

The 6-3-3-4 system of education in Nigeria is job oriented. It places premium and manual activities, technical proficiency, and respect for dignity of labour and economic efficiency. It is to provide the child with basic tools to prepare him for local craft. At secondary stage, emphasis is to minimize unemployment and produced skilled manpower, in science and technology. In brief, it is to make individual capable economically and socially.

3.2.2 Universal Basic Education (UBE) Scheme

The Universal Basic Education (UBE) scheme is an education programme aimed at eradicating illiteracy, ignorance and poverty. It is in compliance with the Declaration of the World Conference on Education for All (WCEFA) which was made in Jomtiem, Thailand in 1990, and bating clearly in Article 1 of the constitution of the Federal Republic of Nigeria that, every person-child, youth or adult shall be able to benefit from educational opportunities designed to meet their basic needs. This declaration was reaffirmed at the World Summit for Children also held in 1990, which stated that all children should have access to basic education by the year 2000.

The World Summit for Children placed a lot of emphasis on raising the levels of female literacy. In a bid to achieve education goals, the Dakar World Education Forum was held as a follow-up meeting to the WCEFA where new sets of goals were set to be attained by the year 2015. The goals include:

1. Expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children;
2. Ensuring that by 2015 all children, with special emphasis on girls, children in difficult circumstances and from ethnic minorities have access to and complete free and compulsory primary education of good quality.
3. Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programmes.
4. Achieving in 50 percent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults.
5. Eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls full and equal access to and achievement in basic education of good quality.
6. Improving all aspects of the quality of education, and ensuring excellence for all, so that recognized and reasonable learning outcomes are achieved, especially in literacy, numeracy and essential life skills. Similarly, the Millennium Development Goals (MDGs) adopted in September 2000 at the United Nations Millennium Declaration, has two of the eight goals devoted to

education. They are 2 (to achieve universal primary education) and goal 3 (to promote gender equality and empower women).

Basic education means the type of education, in quality and content, that is given in the first level of education. Basic education was equated with six years of primary schooling in the past. Currently, basic education is extended to include the three years of junior secondary school. Universal Basic Education (UBE) is conceived to embrace formal education up to age 15, as well as adult and non-formal education including education of the marginalized groups within the Nigerian society. It is a policy reform measure of the Federal Government of Nigeria, that is in line with the state objectives of the 1999 constitution which states in section 18 that---

Government shall eradicate illiteracy: to this end, government shall as and when practicable provide a free and compulsory universal primary education, and free adult literacy programmes.

According to the Universal Basic Education (UBE) (2004), the objectives of the programme among others include:

- ❖ Developing in the entire citizenry a strong consciousness for education and a strong commitment to its vigorous promotion;
- ❖ The provision of free, universal basic education for every Nigerian child of school-going age; reducing drastically the incidence of drop-out from the formal school system (through improved relevance, quality and efficiency);
- ❖ Ensuring the acquisition of appropriate levels of literacy, numeracy, manipulative, communicative and life skills, as well as ethical, moral and civic values needed for laying a solid foundation for life-long learning.

Universal Basic Education (UBE) was formally launched by President Olusegun Obasanjo on 30th September 1999. The UBE programme is intended to be universal free and compulsory. According to the implementation guidelines for the Universal Basic Education programme published by the Federal Ministry of Education Abuja, in February, 2000, due attention would be given to public enlightenment and social mobilization. The document also states that teachers will always be an integral part of the process of conceptualization, planning and executing.

3.2.3 Tertiary Education Policy

Kogi state government in efforts to transform the state has established a state university, a state polytechnic and two colleges of education. The policy for the establishment of this state tertiary institutions derive its philosophy from the five main national goals, which are:

- (a) a free and democratic society
- (b) a first and egalitarian society
- (c) a united, strong and self reliant state
- (d) a great and dynamic economy
- (e) a land full of bright opportunities for all citizens

The objectives of tertiary education in Kogi state is in line with the section 6 of the National Policy on Education (NPE, 1998), which defines tertiary education “as education given after secondary education in universities, colleges of education, polytechnics, monotechnics etc”.

It specified the following goals:

- (a) Contributes to national development through high-level relevant manpower training.
- (b) Develop and inculcate proper values for the survival of the individual and the society.
- (c) Develop the intellectual capability of individuals to understand and appreciate their local and external environments.
- (d) Acquire both physical and intellectual skills, which will enable individuals to be self-reliant and useful members of the society.
- (e) Promote and encourage scholarship and community service.
- (f) Forge and cement national unity and promote national and international understanding and interaction.

The goals show that tertiary education institutions should embark on teaching, research and development of programmes and maintain minimum educational standard. They should also seek inter-institutional co-operation and dedicated service to the community.

Sansaliyu, (1991) quoted by Alaku (1999), laments the gap between policy decisions in the field of education and implementation of those policies. For example, there is a gap between the operators and policy makers.

The crises and cries that have bedeviled tertiary education in Kogi state are legion. The disruption of academic calendars, due to non-payment of salaries or youthful exuberance, has put a doubt on the degrees awarded by the state university. This has been a major concern to the stakeholders in the education sector in the state. According to

Shonekan (1993), Ivowi (1993) and Olujuwon, (1999) the disruption of academic calendar, non-completion of syllabus and a conducive learning environment have been attributed to a high increase in examination malpractices and anti-social behaviours like cultism and drug addition are the effects of students not fully engaged in academic activities. Lecturers on their part are not really into research anymore due to non-payment of salaries, an unconducive environment and inadequate motivation. They have resorted to the production of handouts instead of scholarly books and journals.

3.2.4 Deboarding Policy

This policy had been in the old states and was introduced when Kogi state came into being in 1991. Due to numerous problems surrounded the young state, the government of Kogi state decided to introduce the deboarding system to cut its financial responsibilities. This policy was exhaustively debated by the policy actors and unanimously adopted as an education policy. The then commissioner of education, the chief policy actor of the educational institution of the state directed all the directors in the ministry to design methods for the implementation of the policy. The educational planners, the zonal inspectorates and principals were equally mandated to implement the policy immediately.

3.2.5 Admission Policy

Admission into primary and secondary schools in the state was done through the admission division of Kogi state ministry of education. Later in 1996, the executive management committee in their meeting established educational resources centre charged among other roles to ensure (a) admission (b) curriculum (c) measurement and evaluation

(d) research and publication (e) continuing education (f) audio-visual aids (g) library services and (h) equipment and maintenance.

The policy was adopted and implemented in Kogi state to make it easier for children in the state to have access to public primary and secondary schools admission.

As a result of the believes in education as a veritable instrument for national development, Kogi state policy on admission into tertiary institutions is based on the premise that students from different backgrounds, religion, race etc will come together to pursue a common goal, learn, interact and share experiences about themselves. This will then bring about unity, understanding, tolerance, erase biases, myths and misconceptions. However, the true situation in the state tertiary institution is different as a result of the quota system, indigene and non indigene, introduced into the admission policy whereby a student from a local government will be offered admission first before any other student from another local government. Another hindrance to national unity is classification of some students as indigenes thus having special cut off marks. This shows that students from other states who scored a high mark may not be admitted while a student with low mark gets admission. The issue of class, religion and ethnicity affects admission among tertiary institutions in the state. This negates the fundamental rights of students to education as enshrined in the constitution.

3.2.6 Employment Policy

Employment to the ministry of education in Kogi state is recklessly and haphazardly conducted. The major ethnic groups dominate the workforce in the education ministry of the state. This is as a result of the fact that, the other minor ethnic groups are not fortunate to be in the state power. This has invariably led to the recruitment of

unqualified staff in the education industry of the state. Abutu (2008) observed that, unless ethnicity and political patronage give way to quality and competency in the area of employment, Kogi state cannot move forward. He is of the view that, Kogi state government should adopt a serious policy on employment in order to encourage standard. Employment policy in Kogi state lacks quality and direction.

3.3 The Role of Teachers in Education Sector Development in Kogi State

3.3.1 Education and Training

A key feature of the teaching force in Kogi state is its heterogeneity, particularly with respect to educational attainment and professional training. Teachers range from those with post-graduate qualifications to secondary school leavers with minimal levels of pre-service training. In most public schools in Kogi state, teachers with certificate level pre-service training predominate. Consequently, as an occupational group, teachers do not have the equivalent level of education and training nor the cohesiveness as well established professions, such as medical doctors, engineers and lawyers, which have uniformly high academic entry qualifications. This has much effect on teaching and learning in the state.

3.3.2 Professional Conduct

Teaching has become “employment of the last resort” among university and colleges of education graduates in Kogi state. Consequently, teachers often lack a strong long-term commitment to teaching as a vocation. Thus, in the absence of alternative employment opportunities, becoming a school teacher is the main avenue for social and economic advancement for graduates. This has important implications for the

development of a critical mass of competent and experience teachers in education sector of the state.

3.3.3 Commitment to the Profession

There is no doubt that members of the major professions imply a life commitment to the task. In the case of teaching, no such a life commitment to the task of teaching is apparent as in other professions in Kogi state. The notion of teaching as a “second choice” profession with many of the teachers only committing themselves to it at a late stage when they cannot change their profession. Majority of the teachers at the initial stage of their teaching career did not expect to stay in teaching for more than a few years. Teaching in Kogi state is considered as a stepping stone to other occupations. This invariably affects their commitment to the profession.

3.3.4 The Professional Culture in Education

The members of a profession interact during their training, in their places of employment, within their professional associations and also informally. Through these interactions, a profession thus generates a distinctive culture embracing the fundamental values, the norms which govern the behaviour of members and its symbols including its history, folklore and special vocabulary. This culture is thus the source of professional solidarity, self-esteem, and self-consciousness. The professional culture, thus serve as a source of unity. Lecturers in the Kogi state university hardly see the primary school teachers as professional colleagues. The culture of the teaching profession has not been widely studied as to perform the enumerated functions above, thus preventing common commitment to the teaching profession in the state.

3.3.5 Strikes/Unrests

Both strikes by members of staff and students' unrest have contributed immeasurably to the poor standard of education in Kogi state. Unfortunately, governments as well as administrator have not helped issues in this respect. Rather than quickly intervene to forestall such strikes and unrests, Kogi state government particularly waits until strikes have been embarked upon and several man-hours lost, before she decides to now give a listening ear.

CHAPTER FOUR

4.0 The Challenges of Education Policy Implementation in Kogi State

4.1 Lack of Political Will

Ordinarily, Kogi state leaders would want the state to stand out best in everything including education. However, political will has been lacking. Perhaps this is as a result of instability of governments or lack of continuity. Between 1991 and 2011, the state has had several governments led by Col. Danladi Zekeri, Col. Augustine Anebo, Col. Paul Omeruwa, Alhaji Prince Abubakar Audu, Alhaji Ibrahim Idris and Rtd. Capt. Idris Wada (current governor). In 20 year, Kogi state has had six governors out which only three were democratically elected. Others came through military groups. This shows that most Kogi leaders have never had time to draw-up plans of action before they drafted themselves or were drafted into leadership and therefore have been ill-prepared for any development efforts whether in education or other spheres. Most of their actions were not patriotic but for personal aggrandizement.

Education policies were formulated by various governments but political instability stalled or discouraged the political will to implement such policies. As new government came in quick succession and with relative uncertainty, continuity in policies could not be guaranteed. Every political player was in a hurry to help him before he was displaced by another group. This has affected education policy implementation in Kogi state.

4.2 Corruption

If anything has contributed greatly to the stagnation of corporate development of Kogi state, it is the virus called “corruption”. It is found in all aspects of human

endeavour in the state. Its prominence in Kogi state is part of what earned Nigeria a place of negative prominence in the world. Adesina (2004) noted:

The 2004 corruption perceptions index, released by Transparency International (TI), the watchdog on global corruption, ranks Nigeria as the third most corrupt country in the world. In 2003, the organization ranked Nigeria second, a one-step improvement from the previous position as the most corrupt country in the world.

Corruption has contributed in stagnate the development of education in Kogi state. Some good education policies have been put in place. The designers of the policy, from all intents and purposes, were quite visionary. The objectives of most policies in the state are often derailed at the implementation stage due to a number of reasons:

- (1) The budgets for the implementation of the policies are often passed by lawmakers with strings attached to them;
- (2) Even when the budgets are passed, the executive arm of government is often reluctant to release the funds to facilitate implementation, and
- (3) The inadequate (primary schools, secondary schools and tertiary institutions) in the state are as a result of are corruptly divert of the available education resources to serve personal interests. Aghenta (1984) supports these observations with the following assertion:

The money available is never carefully used. The money the government votes for running the schools does not get to the schools and the little that gets there is normally wasted by those whose responsibility it is to manage the schools.

Since the re-establishment of democracy in Nigeria in 1999, the state of education has further deteriorated. The issue of corruption in education became more prominent in Kogi state since when president Olusegun Obasanjo made a broadcast to the nation

alleging that some members of the National Assembly demanded and collected ₦55 million from professor Fabian Osuji (the former minister of education) in 2005. The senate president and five other senators were involved in the deal. According to president Obasanjo, the purpose of the bribe was to enable the National Assembly to approve an enhanced budget for the Ministry of Education (Obasanjo 2005). All the facts available show that, the refusal to accede to such a bribery demand meant doom for the education sector for the year. It is rather unfortunate that senators who are senior citizens expectedly demanded an inducement before they would approve that, Nigerian children should go to school. The same thing is applicable to the state assemblies. Adighije (2005) confirmed that, bribes to the National Assembly are a normal practice and that every minister does it. This implied that such practice must have been going on over the past thirteen years of democracy in Nigeria to the detriment of education development. No doubt these unfortunate and corrupt practices affect implementation as they occur at the various stages of program execution. Ejiogu (2005) concurs:

The cankerworms of corruption and gross mismanagement of resources have been blamed for the deplorable state of the country's educational system. As a result of these two factors, the sector has consistently witnessed scarcity of resources, to the extent that less than 20 percent of eligible children of secondary school age get enrolled into schools. At the tertiary level, only 0.3 percent of Kogi youths who are due for enrolment at that level get the opportunity to go into higher institutions.

4.3 Under Funding

The problem of under funding brings about so many other challenges that are facing the education sector in Kogi state. If education is properly funded, incessant teacher strike will be absent in the system; if teachers and professors are well taken care

of, the problem of brain drain will not be there. The facilities in the state educational institutions are too poor to be compared with other states of the federation. This is still the problem of poor funding. The low self esteem of teachers bedeviled their contribution. Psychologically they are not giving what is required in the classroom. This is because the welfare packages are not good enough for them. These entire problems are tied around under-funding. It is shameful that 13% of the federal government budget was allocated to the education sector in the 2008 fiscal year while less than that was allocated in 2009 against the UNESCO standard of 26%. This attitude is miserly on education. It is just too low! It announces unequivocally that education features very low in the priority arrangement of the Nigerian government.

The implication is that many challenges will be left to bedevil the sector. Other problems of education in Kogi state is poor presentation and malpractices which experts believe that it is due to poor preparation of students for examinations and lack of self confidence. Also there is the case of exploitation by school heads at public schools in the name of enrolment fees and assurance of success, all these lead to lowering of the academic ability of students. Poor parenting and guidance is also another problem of education in Kogi state whereby many parents have decided to bring in additional innovation by way of not only encouraging, but also financing the activities of malpractices in order to brighten the chances of their children or wards in qualifying examination to higher institutions. Some even progress on this act through the tertiary level of education.

There is also the problem of poorly equipped libraries, laboratories and subject rooms in which many schools and colleges study. Most of these are not equipped with

essential books and current journals and magazines. Also many schools and colleges do not have science laboratories while a good number of those that have, do not possess the basic tools or equipment such as microscopes, dissecting instruments and specimens. Also many schools do not have special rooms for teaching such basic subjects. Again the teaching-learning process is stalled and the overall development of the children, within the school system is retarded.

Table 1: Federal Government Allocation to Education Sector (1992-2010)

Years	Allocation (billion)	Percentage
1992	11.8	4.60
1993	14.6	7.20
1994	16.3	14.86
1995	17.2	11.50
1996	16.0	10.82
1997	19.6	11.53
1998	21.2	9.61
1999	23.0	11.2
2000	44.2	8.3
2001	39.9	7.0
2002	100.2	5.1
2003	64.8	11.8
2004	72.2	7.8
2005	92.6	8.3
2006	166.6	8.7
2007	137.5	6.1
2008	210.0	13.0
2009	183.4	7.2
2010	249.1	6.4

Source: Federal Ministry of Education, Abuja.

The low level of fiscal allocation to the sector which is below the UNESCO's threshold of 26% of the total budget certainly affects the implementation of government policy on education in Nigeria and Kogi state in particular.

Table 2: Analysis of Primary Schools Provided with UBE facilities in Kogi State across zones 2000-2011

Zone	L.G.A	No. of primary schools	No. of schs. provided with UBE classroom blocks (including head teachers offices, stores and toilet) furniture, instructional and reading materials	No. of schs. without UBE classrooms blocks, furniture, instructional and reading materials
Kogi East	Ankpa	56	52	4
	Bassa	33	30	3
	Dekina	88	82	6
	Ibaji	39	32	7
	Idah	51	50	1
	Igalamela	61	52	9
	Ofu	78	67	11
	Olamaboro	46	41	5
	Omala	52	50	2
	Total	504	456	48
Kogi West	Ijumu	72	70	2
	Kabba Bunu			
	Mopa moro	68	62	6
	Yagba East			
	Yagba West	51	50	1
		68	60	8
	43	36	7	
	Total	302	278	24

Kogi Central	Adavi	42	40	2
	Ajaokuta	42	39	3
	Kontokarifi	41	38	3
	Ogori			
	mangogo	74	70	4
	Okehi	69	62	7
	Okene	79	70	9
	Lokoja	51	48	3
	Total	398	367	31

Source: Kogi State UBEC Planning, Research and Statistical Department

The table above shows that there are 1204 public primary schools in the 21 Local Government Areas in Kogi State. 9 Local Government Areas in Kogi East Zone have 504 public primary schools, 456 schools were equipped with UBE facilities leaving out 48 schools. Kogi West Zone has 5 Local Government Areas with 302 public primary schools. 278 schools were equipped with UBE facilities, 24 schools are left without UBE facilities. Kogi Central Zone has 7 Local Government Areas with 398 public primary schools. 367 schools are equipped with UBE facilities, 31 schools are left without UBE facilities.

With this high level of need in the area of classroom facilities, one is made to wonder if any magic could be done to actualize the goal of achieving education for all by the target year of 2015 through the provision of adequate facilities.

Clearly, Kogi State Government has to do a lot in the area of facility provision within the context of the implementation guidelines of the UBE programme in order to meet up with both national and global expectations.

Table 3: Statistical Summary of Student Population in J.S.S. Classes in Kogi State

	Average Number of Students per class	Standard Deviation of students per class	Range
J.S.S. 1	31	20	50-114
J.S.S. 2	74	18	50-115
J.S.S. 3	68	16	50-100

Source: Kogi State UBEC Planning, Research and Statistical Department, 2011

The statistical summary of students' population in J.S.S. classes in Kogi state is shown in the table 3 above, from this table, the average number of student per class in J.S.S. 1 is 81 with a standard deviation of 20 and a range of 50-114. In J.S.S. 2, the average number of student per class is 74 with a standard deviation of 18 and a range of 50-115. In J.S.S. 3, the average number of student per class is 68 with a standard deviation of 16 and a range of 50-100.

The number of students per class as indicated in the above table (table 3) is high by any standard. The National Policy on Education suggests forty (40) per class, which means that the standard class should have a maximum of forty (40) students. Nevertheless, many schools enrolled for a greater number than the above: the classes therefore became uncomfortably large. This creates problems of efficiency and effectiveness of teaching (i.e. implementation problem). This agrees with the view of Nwaogu (1979) that when enrolment is not adjusted to the number of qualified teacher and equipment, the results are failures and dropouts.

4.4 School Location

Kogi state is one of the states in Nigeria that concentrates infrastructural development at the towns and cities, especially, the state and the local government headquarters. This negative development has made various suburbs of the towns and cities to suffer serious deficiencies in the area of human and material resources. This has equally done a great harm on the quality of education in those areas (rural areas). Many teachers refuse posting to the rural areas and the parents equally take the risk to register their children in the schools within the nearby towns. Distance however, constitute another problem as a child who walk for a long distance may not be able to perform well as he or she sleeps throughout the night. It equally affects the attendance and punctuality among such students.

Anyaegbu (2004) opined that, rural education is the key to rural development; that poverty cannot be eradicated without eliminating illiteracy among the rural populace and raise their level of knowledge. Abidogun (2006) emphasized rural areas as having greater challenges concerning educational development than the urban centres, due to the peculiar socioeconomic and institutional structures of the rural areas. Some of these challenges according to Anyaegbu (2003) are:

1. Lack of zeal and interest by teachers due to poor and delayed salaries and poor condition of work.
2. Frequent strike actions by the teachers.

Based on these, Abidogun (2006) reports that many teachers therefore reject posting into the rural areas while those that do, treat their presence in such areas as part time assignment. Edho (2009) said that, some of the constraints that affect the success

rates of education in rural communities is teachers inadequacy and their unwillingness to be posted to rural communities.

Arubayi (2005) complains also about the walking distance of students to school, that it affects their performance and overall success of education programmes. He added that, the distance traveled has some relationship to school attendance, punctuality and absenteeism to school.

Factors such as gender, social status, qualification, area of specialization, cultural and religious belief affect teachers posting in Kogi state. It is a common practice that married female teachers serve in the town so as to be closed to their husband. Rural schools suffer more from this gender influence on teacher distribution.

Table 4: Analysis of Secondary School Teachers Serving in Rural and Urban Areas in Kogi State Across Zones, 2005-2011

Zone	L.G.A	No. of Schools		No. of Teachers	
		Urban	Rural	Urban	Rural
Kogi East	Ankpa	4	7	118	102
	Bassa	3	6	110	96
	Dekina	5	8	150	108
	Ibaji	3	4	105	97
	Idah	5	4	136	75
	Igalamela	5	5	134	75
	Ofu	4	6	116	102
	Olamaboro	4	5	134	92
	Omala	4	5	129	86
		Total	37	50	1132

Kogi West	Ijumu	4	6	110	86
	Kabba Bunu	5	5	105	97
	Mopa Moro	4	5	119	99
	Yagba East	4	5	122	76
	Yagba West	5	5	124	62
	Total	22	26	580	420
Kogi Central	Adavi	3	5	116	90
	Ajaokuta	5	4	120	96
	Kontokarifi	4	5	106	102
	Lokoja	4	5	175	83
	Ogorimangogo	5	4	116	96
	Okehi	4	5	113	63
	Okene	3	4	148	98
	Total	28	32	894	628

Source: Kogi State Teaching Service Commission, Lokoja.

The table 4 above shows that there are 195 public secondary schools in the 21 Local Government Areas in Kogi State. 9 Local Government Areas in Kogi East Zone have 87 public secondary schools, 1132 teachers were posted to the 37 public secondary schools located in the urban areas while 833 teachers were posted to the 50 public secondary schools located in the rural areas. Kogi West Zone has 5 Local Government Areas with 48 public secondary schools, 580 teachers were posted to the 22 public secondary schools located in urban areas while 420 teachers were posted to the 26 public secondary schools located in the rural communities. Kogi Central Zone has 7 Local Government Areas with 60 public secondary schools, 894 teachers were posted to the 28 public secondary schools located in the urban areas while 628 teachers were posted to the 32 public secondary schools in the rural areas.

The data above shows that, there are more secondary schools in the rural communities in Kogi State than in the urban areas. The problem is that, teachers reject posting to the rural communities as a result of factors such as gender, social status, qualification and area of specialization, cultural and religious belief. This attitude of teachers is no doubt a threat to the performance of the students in the rural communities which constitute a larger part of the state.

CHAPTER FIVE

SUMMARY, CONCLUSION AND RECOMMENDATION

5.1 Summary

This study was conducted in order to:

Investigate if there is any relationship between public policy implementation and the falling standard in the education sector in Nigeria and Kogi state in particular since 1992-2011, investigate if lack of proper education planning affect the education sector in Kogi state since 1992-2011, examine if lack of understanding of teachers on education policy contributes to underdevelopment of the education sector in Kogi state since 1992-2011. Thus, the following research questions were posed: (i) Is there any relationship between public policy implementation and the falling standard in the education sector in Nigeria and Kogi state in particular since 1992-2011? (ii) Does lack of proper education planning affect the education sector in Kogi state since 1992-2011? (iii) Does lack of understanding of teachers on education policy contribute to underdevelopment of the education sector in Kogi state since 1992-2011? As a guide to tackling of the research questions, we raised the following hypothesis: (i) Public policy implementation undermined the standard of education in Nigeria and Kogi state in particular since 1992-2011. (ii) Lack of proper education planning affects the education sector in Kogi state since 1992-2011. (iii) Lack of understanding of teachers on education policy contributes to underdevelopment of the education sector in Kogi state since 1992-2011.

We applied decision making theory as our theoretical framework of analysis. This theory provides us with the knowledge on how government arrived at action. The theory equally helps us to explain the difficulty in making government decisions.

The data for this research was obtained through secondary source of data collection and analyzed with qualitative descriptive analysis.

5.2 Conclusion

It is clear that Kogi state will have a long way to go in making a success out of the numerous system of education due to lapses in human, materials, money and mind/culture, attention must be paid to these areas in the “spirit of slow and steady with the race”.

It is a known fact that education in Kogi state today is a huge government ventures that has witnessed a progressive evolution of governments complete and dynamic intervention and active participation.

In spite of all efforts, the government has not been able to overcome the problems associated with provision of the right type of education for the citizens due to gross inadequacies in four areas mentioned above. It is therefore the onerous task of all citizens in the state to cooperate with the government in providing all necessary supports to facilitate the provision of the right type of education for the development of the state. The fact that government has committed a huge sum of money to the education sector without yielding any appreciable result shows that there is the need for moral, spiritual and financial supports of religions, social and political organizations, teachers, parents and students, educators and educationists, including all well-meaning individuals to reach the state educational goals.

5.3 Recommendations

Based on the findings of the research, the following recommendations are made by the researcher:

- ❖ Kogi state government needs to strengthen its efforts in the area of facilities provision to the various institutions of learning. This can be achieved by providing adequate budgetary allocation of 25% as recommended by UNESCO for the operation of the education sector. Proper utilization, accountability and feedback mechanism should also be build into the funding process of the sector. All these will allow the state government to be aware of its standing in achieving the objectives of education.
- ❖ A special attractive salary scale and welfare packages should be worked out for teachers at all levels to commensurate with the enormous responsibility they are undertaking for the state. Civil servants and teachers cannot be lumped together for the obvious reasons that their work and demands on them are not the same.
- ❖ Regular payment of teachers' salaries and allowances must be ensured by deducting them from source.
- ❖ Additional schools, primary and secondary, should be established with urgency in all local governments to decongest the existing schools.
- ❖ Additional classrooms and other structures should be constructed for the same purpose.
- ❖ Old and dilapidated classrooms should be renovated with urgency.
- ❖ Teachers' promotion should be regular and be seen to be just. Inequality in handling staff has been linked to stress (Riches, 1994).
- ❖ Teachers' and pupils' furniture should also receive attention in quantity and quality.

- ❖ Additional qualified teachers should be employed state-wide to reduce the workload of teachers.
- ❖ Teaching aids need to be adequately supplied, from chalk to computer.
- ❖ People should not judge teachers by their wealth but by their contribution. Their emphasis on wealth has so far lead to fraudulent practices among teachers trying to meet societal expectations at all cost.

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