

Abstract

After a critical review of relevant literature, examination of education ordinances and Codes, National Policy documents and relevant documents of the Federal Republic of Nigeria, the paper showed that different educational policies have been formulated since the colonial era to date. The paper reviewed the different literature and presented the education ordinances, codes and policies under three (3) eras which are; the preamalgamation Era (1848 -1908), post-amalgamation to Independence (1914-1960) era and post-independence (1961) to 2013. In all, the paper observed frequency in the change of the educational policy thrust of the nation and showed that three (3) Ordinances were enacted in the pre-amalgamation era, ten (10) in the postamalgamation To Independence era and ten (10) from Independence to 2013. The paper showed that most of the educational policies and amendments were centered more on reviewing the existing policies even after Independence. No attempt was made on formulating an educational policy that is original and indigenous to Nigeria. The paper highlighted different trends and specific issues on the disparity between the educational policies and its implementation in the context of the wider national development Processes. Finally, the paper also made some conclusions and recommended an adoption of a holistic and systematic approach to the formulation of future policies. It also suggested a paradigm shift from overlooking the nursery education to paying more critical attention to that stage of education as it represents the beginning of the developmental stages of human development. This is to reflect the current realities of our time

INTRODUCTION

Understanding history and trends are essential ingredients for effective policymaking. When the Past is clearly understood and the present is well defined, then planning for the future and Making policy become more functional. What history does is that it gives policymakers a deeper Sense of perspective, an appreciation of past patterns and the wisdom to develop and implement

More effective policies for the future. A historical analysis of educational policy in Nigeria reveals past trends and its consequences on national development and guides policy makers appropriately. In considering the origin of the present educational pattern in Nigeria certain aspects of the educational history are significant.

Educational policy in Nigeria has passed through three significant phases, before amalgamation, pre-independence and post-independence eras. Before the colonization of the Territories by Britain, the pluralistic territory (now called Nigeria) had various forms of traditional and religious leaders. The different parts of the country had their unique structures which they operated. The Northern parts had people whose religious belief was Islam and were deeply entrenched both in the religious belief and educational orientation of a uniform Qur'an education policy (Ozigi & Ocho, 1981). While in the Southern and Western parts the ethnic groups each had its own traditional form of education based on its own culture and tradition, whose aims and objectives were similar (Taiwo, 1980). This was the scenario in 1842 when the Christian missionaries arrived the South and introduced Western education. As stated by Hauwa (2012) the "aims of education as given by the missionaries were just to enable recipients to learn to read the Bible in English and the local language, gardening and agriculture as well as train local schoolmasters, catechists and clergymen". It was noted by Ozigi and Ocho (1981) that even though the missionaries major objectives of establishing schools were the propagation of Christianity, their greatest legacy was their educational works and development of indigenous languages into writing.

Nigerians together with the Gold Coast (now Ghana), Sierra Leone and Gambia were colonized by the British Government and they administered education through the use of certain education ordinances and codes such as the 1882, 1887, 1916, 1926, 1946 education codes (Ijaduola (1998) and Ogunu (2000) before and after the amalgamation of the southern and Northern protectorate in 1914 and the emergence of Nigeria as a country by Sir Frederick Lord Lugard. These codes and ordinances were the guidelines used to administer education and they served as the basis for the modern day educational policies, laws and techniques of educational

Administration in Nigeria.

However, though the North and South were amalgamated, the administrative systems of An indirect rule adopted by the administrators restricted Christianity and western education in the Northern part of Nigeria. This restrictive rule is the reason for the educational gap in the country between the south and the north. After the amalgamation, the gap in the educational achievement Became very obvious and Lord Lugard felt the need to bring about improvement and the 1916 Education ordinance was signed as an instrument of building good character and usefulness of Individuals to themselves and community. This ordinance was further amended in 1919. Each of These ordinances and codes came with peculiarities and changes to reflect the challenges of the Time. The changes continued until when the first attempt at planning education was made in 1944 And when the regional education law was also enacted in 1954 and Nigeria became a Federation Of three (i.e. Eastern, Western and Northern) regions. The law gave powers to each of the regions To make laws for its territory and people (Fabunmi, 2005).

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In 1959 the Federal Government constituted the Ashby commission to investigate and report Nigeria's manpower needs for a period of twenty years. The laudable report and recommendations of the commission proceeded the year of the independence of Nigeria. After independence, the country has witnessed several other education edicts, policies and laws. These historical antecedents have impacted on how educational policies were formulated and implemented in Nigeria A national policy on education was promulgated in 1977 to facilitate the Developmental needs of the nation. This policy was formulated after the military government era. And the universal primary education was introduced to accelerate school enrolment and national Growth. From 1977 to date the National Policy on Education (NPE) has been reviewed several Times to reflect the changes in society. The 6th edition of this policy was in 2013. It is therefore Pertinent to know why there is a constant change in our education policy and to find out from Analysis of existing data if the different policies achieved the purposes for which they were Formulated or not.

Educational Policy in Nigeria before Amalgamation (1841 -1908)

Before the introduction of western education in Nigeria, various communities were engaged in Informal educational processes. The African culture consciously engaged in training the young Men and women in various traditional ways. This they did by transferring various skills knowledge to the members of their families even though there were no physical classrooms. As Stated by Adiele, Obasi and Ohia (2017), there were no physical classrooms, education was organized along well –defined lines. Women were educated in the art of managing the homes, hence they were trained in pottery, cookery, spinning, weaving as the case may be. The men were trained in tasks that required physical stamina such as farming, hunting, fishing etcetera. This explains the high sense of responsibility on the part of the women as the homemakers and the men as the breadwinners of their families. Families identified certain areas of interest, specialized in different skill areas and ensured continuity in their chosen trades. This, Adiele et al. (2017) agreed to when he stated that there were specializations among the families, villages and communities in certain skills and trades, hence it was possible to find the act of traditional healing in specific ailments being an exclusive preserve of certain families.

To the African men, all the skill areas they developed were critical to their survival and the development of the society. The development of men and women with skills they can use for survival, live harmoniously among themselves and engender general development was critical to them. The informal education practiced by the traditional Nigerian before the colonization of the country was geared towards developing critical skills, character, culture etc. In the Northern part of the country, Islam was the religious belief and a traditional education orientation of the people. They had the Quranic education policy (Ozigi & Ocho, 1981). In the Southern parts, each ethnic group had its own traditional form of education based on its own culture and tradition. The curricula which were informally comprised of developing the child's physical skill, character, intellectual skills and sense of belonging to the community as well as including respect for elders, and giving specific vocational training and the understanding and appreciation of the community's cultural heritage (Fafunwa, 2004).

The Nigerian communities administered traditional leadership of their various communities to ensure the development of their kingdom before the Christian Missionaries led by Thomas Birch Freeman of the Methodist Church came to Southern Nigeria in 1842 (Hauwa, 2012). They introduced Western education which is generally considered as the formal

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education. The Christian missionaries introduced western education so as to gain access and to enable the people to learn to read the Bible in English and the local language. Gardening and agriculture, as well as training local schoolmasters, catechists and clergymen were part of the activities of the missionaries. The main purpose of introducing western education through the establishment of missionary schools was basically to propagate Christianity. This purpose was successfully achieved.

It is remarkable to note that these missionary schools were devoid of standard and uniform curricula. Each missionary body established schools to suit their specific needs. The practice of the missionary bodies establishing and managing schools continued for about four (4) decades after which the colonial government according to Ajayi (1965) became critical of the small denominational schools that were not able to produce the clerks needed for the growing administrative requirement and expanding commercial enterprises in Nigeria.

So precisely, in 1872 the British colonial government started to intervene in the educational system by giving donations to the missionary societies to support education. In 1877, the grant was increased and it remained so until 1882 when the government felt the running of the schools should not be totally left in the hands of the missionary bodies. This decision led to the laying of the conditions for the grant-in-aid and subsequently the ordinances.

In 1882, education legislation began with the 1882 Education Ordinance for British West African territories that is, Lagos, Gold Coast (Ghana), Sierra Leone, and Gambia (Fafunwa, 2005). The 1882 Education Ordinance aimed at having control on education. This was the first formal pronouncement on education in Nigeria by the colonial government. Schools were thereafter classified into government and private schools. The government schools were totally

financed through public funds, but the private schools only received little aid from the public fund. According to Fabunmi (2005) the ordinance prescribed the award of grants for organization and discipline, with special grants for schools which obtained a high percentage of passes and thus obtained a high standard of general excellence. A capitation grant in proportion to the average attendance at school was also given (Fabunmi, 2005). The ordinance also provided for annual evaluation of pupils, methods of granting teachers certificates, a system of the grant – in – aid and the establishment of a General Board of Education with the power to establish local boards. More foreign teachers were employed, more schools were established and financial encouragements were given to the missions, voluntary agencies and private individuals to establish more schools.

According to Adiele et al. (2017), the landmark achievement of this ordinance in terms of educational planning was the establishment of a General Board of Education which had the power to establish local boards of education that performed advisory roles in the following issues:

- ☒ Establishment of Schools;
- ☒ Certification of Teachers;
- ☒ Eligibility or Qualification for government support in terms of the grant-in-aid to schools.

The 1882 ordinance was intended to address the shortcomings of the educational system ran by the missionary body and to establish substantial control over their activities. Sulaiman (2012) also reported that the ordinance provided for the constitution of a General Board of Education, Local Board of Education:

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- ☒ Classification of schools into government schools and assisted schools;
- ☒ The freedom of parents to choose the religious instruction of their children;
- ☒ School buildings and teacher's salaries to be financed by the grants;
- ☒ Appointment of inspectors of school for all British West Africa;

- ☒ Grants to be made available to individual schools;
- ☒ Defining the school curriculum to include Reading, Writing, English language, Arithmetic and Needlework for girls; and
- ☒ Admission of pauper children into government and assisted schools.

This ordinance was adopted by the British school and not tailored for the Nigerian child.

Laudable as it seems, this educational policy did not achieve much as its goals were closely related to those of the missionary bodies and much consideration was not given to learning capacities and peculiarities of the Nigerian children in applying the education policy of the British school system. This ordinance was cumbersome to implement in Nigeria because the curriculum, the method and the medium of communication were too foreign for a Nigerian child. So the missionary schools started facing a lot of challenges as they grew in number. There was therefore, need to review the 1882 education ordinance to make it environmentally relevant. This gave rise to the 1887 Education Ordinance.

In 1886 the colonial government separated Lagos colony from the Gold Coast (Ghana) colony. Consequent upon this separation it became expedient to have a purely Nigerian education ordinance to be enacted. This and other issues raised above gave rise to the enactment of the 1887 Education Ordinance.

According to Adiele et al. (2017) the ordinance outlined the principle of partnership in educational provision between the government and the missionary agencies. The ordinance provided for:

- ☒ Constitution of a Board of Education which was made up of the Governor who was the chairman, members of the Legislative council, four nominees of the governor and the inspector of schools;
- ☒ Appointment of an inspector of schools and a sub – inspector of schools and other education officers;
- ☒ Extension of grants-in-aid to teacher training colleges;
- ☒ Empowerment of the governor to open up and maintain schools;

- ☒ Assessment of the conditions of grants-in-aid to infant schools, primary schools, secondary schools, industrial schools, based partly on the subjects taught as well as the degree of excellence in the school and safeguarding of religious and racial freedom;
- ☒ Issuance of certificate to teachers;
- ☒ Admission of pauper and alien children into schools; and
- ☒ Establishing of scholarships for secondary and technical education.

Adenokun, (2004) observed while appraising the 1887 education ordinance that Rev Henry Carr and his team pursued the ordinance vigorously and proceeded to stand off government schools to show examples. He also stated that the 1887 education ordinance brought improvement to the educational standard

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The Christian missions were no longer able to easily satisfy the required standards/conditions of qualifying for grants-in-aid, they were therefore forced to improve the standards of their existing schools. Missionary bodies were no longer able to easily establish new schools due to the high standards required, this affected the opening of new schools and resulted in creating a further gap between the government schools and assisted (private) schools.

The 1887 education ordinance continued to be functional until 1908. As reported by Adiele et al. (2017) Lagos and other Southern parts of Nigeria were administered separately as different colonies before 1906 when they were merged to be known as the Protectorate of Southern Nigeria. This merger gave rise to the 1908 Education Ordinance for the protectorate of Southern Nigeria. The 1908 ordinance focused on the Southern protectorate and also provided that there should be Director of Education to head the Department of Education who would be responsible to the Governor on education matters. The establishment of a separate department for education in the Southern protectorate was a major development in the history of Nigeria education because prior to this time education had been administered by the governor's office. With this new development, training was organized for some officers who were responsible to plan, coordinate, control and supervise the educational development in the Southern protectorate.

The head gave the account of scholarship in the Ministry to the Governor. This resulted in greater efficiency and accountability. One thing that made the 1908 education ordinance different from the 1887 ordinance was the creation of the department of education which replaced the education board in 1887.

From the literature review, besides the traditional education which existed and predates the establishment of the colonial government in Nigeria, there were three (3) educational ordinances in Nigeria before the amalgamation of Nigeria by Sir Frederick Lord Lugard.

Historical Analysis of Educational Policy from Amalgamation to before Independence (1914 – 1960)

Sir Lord Lugard who was a strong advocate of amalgamation even before he became the Governor General of the territory in 1912, continued to press for the amalgamation of the Southern and Northern protectorate. Sir William Macgregor (Governor of Lagos) and Sir Ralph Moore (High commissioner of Southern Nigeria) were in agreement with Lord Lugard as they felt the amalgamation will make governance more efficient and rescue the country from eminent collapse as a result of tribal acrimony.

So, after deliberations with relevant officers like Mr. Lewis Harcourt the then Secretary of the State for the colonies, the fieldwork and the proposal written in 1913, the Northern and Southern protectorates were amalgamated in 1914 and the wife of Lord Lugard named the region Nigeria. Two (2) years after the amalgamation, that is precisely in 1916 Lord Lugard the Governor-General promulgated the 1916 Education Code for Nigeria. This code was the first education code in the united/amalgamated Nigeria. According to Adiele et al. (2017) the major policy thrust of the code was to ensure:

- ☒ Increased government participation in the educational provision;
- ☒ Equitable distribution of educational institutions and facilities;
- ☒ Increased financial support for education;
- ☒ Secularism in educational provisions;
- ☒ More relevant education;

- ☒ Higher standards and cooperation among the various educational agencies;
- ☒ Provision of diversified curriculum;
- ☒ Encouragement of communities and voluntary agencies in the building of schools; and
- ☒ Provision for quality teacher training.

The ordinance and the code which were Lugard's effort to cater for the education of the whole country were approved on the 21 and 24 December 1916 respectively. (Fabunmi 2005).

The ordinance was based on usefulness to both the individual and community and it tried to recognize the school system in Nigeria. The ordinance recommended that grant-in-aid be offered in the following percentages:

- ☒ Time of the school, discipline, organization and moral instruction – 30 percent;
- ☒ Adequate and efficiency of the teaching staff – 20 percent;
- ☒ Periodical examination and general progress – 40 percent;
- ☒ Buildings, equipment, sanitation – 10 percent. (Fabunmi 2015)

The ordinance asserted strong government control. This ordinance was slightly changed with the amended ordinance No 8 of 1919 just to give more powers to inspectors. By this amended ordinance, inspectors were free to inspect all schools both the assisted and non- assisted schools. It also empowers the department of education to close non-performing schools upon the recommendation of the inspector.

Closely following the amended ordinance of 1919 was the memorandum of education policy in British Tropical Africa dispatched in March 1925 to the colonies for the British colonial education. This led to the enactment of the 1926 Education Ordinance after the Phelps - Stroke Commission on Education in British Africa was set up in 1920 to address the need to close down mushroom schools. This memorandum was necessitated by the need to stop the mushroom primary schools from operating in Southern Nigeria. So the British government adopted a new education policy for its British West African colonies in 1926.

The policy called for greater investment in education in order to raise the efficiency of

Nigerians. The memorandum stated the guidelines for operation in the colonial educational system clearly. According to Osokoya, (2002) and Fabunmi (2003) the 1926 Education Ordinance consisted mainly of the recommendations of the Phelps-Stoke Commission which included the following:

- ☒ Establishment of advisory boards of education that will assist in the supervision of educational institutions;
- ☒ Adaptation of formal education to local conditions;
- ☒ Study of vernaculars in schools;
- ☒ Thorough supervision and inspection of schools;
- ☒ Education of women and girls;
- ☒ Emphasis on religious training and moral instructions (Osokoya, 2002).

These resulted in the provisions of the 1926 Education Ordinance which included:

- ☒ Making registration of teachers a pre-condition for teaching in any school in Southern Nigeria;

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- ☒ Disallowing the opening of schools without the approval of the Director of Education and the Board of Education;
- ☒ Authorizing the closure of any school, which was conducted in a way that was in conflict with the interest of the people or the host community;
- ☒ Specifying the functions and duties of supervisors or mission school inspectors;
- ☒ Expanding and strengthening the existing Board of Education by including the Director and the Deputy Director of Education, the Assistant Director, ten representatives of the mission and other educational agencies;
- ☒ Regulating the minimum pay for teachers who were employed in an assisted school (Osokoya, 2002; Fabunmi, 2003).

This policy was a landmark in the development of education in Nigeria because it was the first policy document to be issued on African education with consideration for local content. This

policy guided Nigerian Education policy and development between 1926 and 1945. The first attempt at educational planning was done in 1944 when the Ten (10) year Education Plan was developed. As pointed out by Adesina (1981) the plan 'was more of a catalog of small interrelated proposals with vaguely defined goals and seemingly incoherent statements of policy'. This plan was revised and incorporated into the National Development Plan of 1945 -1951. This plan was however further revised and incorporated into the Ten (10) year Plan of Development and Welfare for Nigeria in 1946. A significant feature of the plan was the inclusion of educational plan into a broad national development plan specifying educational programmes to be executed to achieve specified economic and social goals for the government (Adiele et al., 2017). Within this period, different education schemes were also set up for the Northern Protectorate. The North became divided into Islamic and Pagan North with four types of schools namely:

- ☐ Schools where Moslems should be taught the Roman Character;
- ☐ Schools where the sons of chiefs would be taught as boarders in a school or college;
- ☐ General primary schools for children on a secular basis; and
- ☐ Cantonment schools for children of native clerks who are mostly Christians.

In this setup, three forms of education: Qur'anic, traditional and western education co-existed side by side with the North and South each having a different pace of development in terms of western educational attainment.

The Regional Education Laws of 1955, 1956 and 1957

A new Federal Constitution which made Nigeria a Federation of three regions of West, East and North with Lagos acting as the Federal Capital was further promulgated in 1954 (Dike, 1980).

The constitution gave each region the power of making laws for its territory and citizens as well as its own educational policies. The constitution contained three lists. These are: (i) Exclusive legislative list, which contained items upon which only the federal legislature or parliament could legislate, i.e. make laws, (ii) Concurrent legislative list, which consisted of items upon

which both the federal and regional legislatures could make laws and (iii) Residual legislative list, which comprised items which were within the exclusive legislative competence of the regions. The regions quickly exploited this constitutional provision and made regional laws (Fabunmi, 2005). The outcome was the promulgation of the Education Law of 1955 in the Western Region, the Education Laws of 1956 in the Eastern and Northern Regions and the Lagos Education Ordinance in 1957 (Taiwo, 1980; Fabunmi, 2005). Chief Obafemi Awolowo who was in charge of the Western Regional Government believed in the importance of education as an instrument for change and therefore adopted education 'as a national emergency, second only to war which must move with the momentum of a revolution (Abernathy cited in Agi & Adiele, 2009).

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The NCNC party which was in charge of the Eastern Regional Government was challenged by the Universal Primary Education (UPE) of the Western region and the predominant control of the educational system by the Catholic in the East. This was what led to the enactment of the 1956 education law of the Eastern region. The Eastern region education law was reviewed in 1958 and later abandoned because it was poorly planned. Though the components of the educational systems of the regions differed, there were some common Administrative and statutory features which are the three stages of education -primary, postprimary and further education. The duration of primary education varied from region to region while the secondary components were similar (Sasnett & Sepmeyer, 1967). Considerable efforts were made to develop and expand educational facilities in the North (Ozigi & Ocho, 1981). Pupils did not pay fees in the government schools, the colonial government had to encourage people to send their children to schools in the North. There was a general apathy towards western education by the people who mostly preferred to send their children to the Quran school and viewed western education with suspicion. This problem was a fall out of the colonial Governments' policy restricting the activities of the missionaries in the area thereby curtailing the spread of Christianity and western education in the predominately Muslim Northern

Protectorate (Fagbunmi, 2005).

CONCLUSION

From the extensive review above, it can be opined that prior to the amalgamation of the Southern And Northern protectorates in 1914, the very foundation for introducing Western education was selfishness. The missions were merely interested in their vision and not the interest of the people. The missionary schools lacked central school laws thereby leading to non-uniform standard. The schools lacked standard qualification for teachers and the focus of the school was religion. The schools also lacked adequate supervision as well as teaching and learning material and necessary facilities. Quality of education was affected as in some cases; some older pupils were used to teach the younger one. Simply put, the education ordinance was cumbersome to implement in Nigeria because the curriculum, the method, and the medium of communication were too foreign for the Nigerian child.

The provisions of the 1887 ordinance were more robust in terms of coverage but nothing much was said about the curricula. The content of education was not clearly spelt out. The British colonial government was not interested in the educational activities of the missionaries until such a time when they noticed a gap in the supply of required trained manpower to run their enterprises. It was precisely about thirty (30) years after the introduction of the Western education by the missionaries, that the colonial government got involved in educating Nigerians and invariably Africans. This further explains the singular purpose of the colonial masters in Africa.

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The issue of Board of Education is a common factor to all the ordinances, codes, edicts and laws of education. In terms of education ordinances, codes policies etc., it is important to state that twenty-three (23) policies were cited, of which three (3) were before the amalgamation of the country, ten (10) were after amalgamation and before independence and ten (10) were post-independence to 2013.

The education ordinances and codes continued to improve in quality of delivery under the

Colonial government as they continued to see more and more reasons to get involved in the Process. The provision made for the inclusion of Arabic studies in the education ordinance of 1948 by Sir Arthur Richard and the earlier use of the restrictive rule by the colonial government Which prohibited the introduction of Western education in the North have continued to plague The country and negatively affecting the nation. The after effect of these policies continues to Threaten the unity of the nation which the constitution of the country is designed to protect. Furthermore, the constitutional provision of the McPherson's constitution consolidated the Division of Nigeria into 3 regions. The question then is, why was the country amalgamated and divided again into regions barely forty (40) years of amalgamation, and later made a Federation In 1954? It portrays a sense of confusion. These actions of amalgamation, regionalization and Federation at different times and the consequent changes of the educational policy of the nation to meet the needs of these changes, continued to distort the educational system and slows down the wheel of progress of the country.

Recommendations

Several analyses of the educational policies of Nigeria have been made and diverse conclusions and/or recommendation reached. It is however difficult to specifically declare the impact of each policy on the people and the nation with accurate statistical evidence. It is therefore recommended that a crack intellectual working group comprised of core educationist and educational planners, be put together to review all the historical analysis of the Nigerians educational policies in recent past for the purpose of extracting all the recommendations made so far, analyzing and enumerating them in order of priority for quality decision making and achievement of national goals. The purpose of this action shall be to adopt a systematic approach To solving the challenges of our educational system and indeed the nation and, doing so in a well-planned Sequence and phases. This process if followed can facilitate the redefining of our National need, identity and goals. It can also facilitate the elimination of the present confusion Observed in the amalgamation, regionalization, federation etc.