

University of Montana

## ScholarWorks at University of Montana

---

Graduate Student Theses, Dissertations, &  
Professional Papers

Graduate School

---

1985

### Benue State government take-over of Otukpo Community College : A study of policy implementation.

Jubilee Oinoko. Oono  
*The University of Montana*

Follow this and additional works at: <https://scholarworks.umt.edu/etd>

**Let us know how access to this document benefits you.**

---

#### Recommended Citation

Oono, Jubilee Oinoko., "Benue State government take-over of Otukpo Community College : A study of policy implementation." (1985). *Graduate Student Theses, Dissertations, & Professional Papers*. 7939.  
<https://scholarworks.umt.edu/etd/7939>

This Thesis is brought to you for free and open access by the Graduate School at ScholarWorks at University of Montana. It has been accepted for inclusion in Graduate Student Theses, Dissertations, & Professional Papers by an authorized administrator of ScholarWorks at University of Montana. For more information, please contact [scholarworks@mso.umt.edu](mailto:scholarworks@mso.umt.edu).

COPYRIGHT ACT OF 1976

THIS IS AN UNPUBLISHED MANUSCRIPT IN WHICH COPYRIGHT SUBSISTS. ANY FURTHER REPRINTING OF ITS CONTENTS MUST BE APPROVED BY THE AUTHOR.

MANSFIELD LIBRARY  
UNIVERSITY OF MONTANA  
DATE: 1985



THE BENUE STATE GOVERNMENT TAKE-OVER OF  
OTUKPO COMMUNITY COLLEGE: A STUDY OF  
POLICY IMPLEMENTATION

By

Jubilee Oinoko Oono  
C.A.M., Ahmadu Bello University  
Zaria, Nigeria, 1981

Presented in partial fulfillment of the  
requirement of the degree of

Master of Public Administration  
UNIVERSITY OF MONTANA  
1985

Approved by:

Thomas Payne  
Chairman, Board of Examiners

E. C. Murray  
Dean, Graduate School

5-24-85  
Date

UMI Number: EP38740

All rights reserved

INFORMATION TO ALL USERS

The quality of this reproduction is dependent upon the quality of the copy submitted.

In the unlikely event that the author did not send a complete manuscript and there are missing pages, these will be noted. Also, if material had to be removed, a note will indicate the deletion.



UMI EP38740

Published by ProQuest LLC (2013). Copyright in the Dissertation held by the Author.

Microform Edition © ProQuest LLC.

All rights reserved. This work is protected against unauthorized copying under Title 17, United States Code



ProQuest LLC.  
789 East Eisenhower Parkway  
P.O. Box 1346  
Ann Arbor, MI 48106 - 1346

## TABLE OF CONTENTS

DEDICATION ... ..	iii
ACKNOWLEDGEMENT ... ..	iv
LIST OF TABLES ... ..	v
 Chapter	
I	INTRODUCTION .. .. . 1
	Research Methodology .. .. . 6
	Historical Review of Educational Administration and Background to National Policy On Education.. .. . 7
	National Policy On Education .. .. . 9
	Secondary School System in Nigeria ... .. 11
II	IMPLEMENTATION OF THE NATIONAL POLICY ON EDUCATION IN BENUE STATE, NIGERIA.. .. . 15
	Take-over of Private Colleges ... .. 17
	Administrative Actions ... .. 17
	Inadequate Planning... .. 21
III	EFFECTS OF THE TAKE-OVER ON OTUKPO COMMUNITY COLLEGE... .. . 31
	Unhealthy Relationship Between the College and Aagboko Community.. .. . 31
	Inadequate Facilities.. .. . 32
	(a) Classroom Facilities ... .. 33
	(b) Library Facilities... .. 35
	(c) Science Laboratory Facilities.. .. 36
	Inadequate Funding ... .. 38
	Payment of Salaries ... .. 41
	Impact of the Take-over on the GCE Results of the students of Otukpo Community College 44
IV	CONCLUSIONS AND RECOMMENDATIONS ... .. 49
	Specific Recommendations ... .. 51
APPENDIX ... ..	55
BIBLIOGRAPHY ... ..	56

## DEDICATION

Dedicated to you 'Wives', Agbogo and Oberi Oono, Good Wives indeed. Also dedicated to the 9 Disciples who kept on the faith; hope and charity; Omaba Jr., Ode, A'ache, Obligbodo (Adam), Oko, Ajuma, Adela and Ema (Enem).

Finally, it is dedicated to you, Honourable Omaba Ogbo, 'The Shepherd and Inspirator.'

## ACKNOWLEDGEMENT

The author wishes to express his appreciation to those who have helped to make this study possible. Special recognition is extended to Dr. Thomas Payne, Chairman, Department of Political Science and Chairman of this Professional Paper and Professor P. E. Miller of the Department of Sociology for their assistance. I am also grateful to my Advisor on the MPA program, Professor P. Koehn and Professors Jon Tompkins and Greg Cawley for their assistance throughout my stay at the University of Montana.

The author is very grateful to Agbogo Oono (Mrs) for helping to collect part of his data and materials and for keeping the family intact in his absence.

The author's heartfelt appreciation is extended to Major Omale Adoga, whose kind gesture greatly assisted the author in finding his way to the University of Montana.



## LIST OF TABLES

1.	Enrollment In Nigerian Educational Institutions, 1965 - 80	22
2.	Federal Government Recurrent and Capital Expenditure on Education for 1972-77	27
3.	Revenue and Expenditure of Otukpo Community College as at 1977...	38
4.	Revenue and Expenditure of Otukpo Community College as at 1978...	39
5.	Revenue and Expenditure of Otukpo Community College as at 1980..	40
6.	Revenue and Expenditure of Otukpo Community College as at 1981...	40
7.	WASC/GCE Examination Results, Otukpo Community College, May/June, 1977-81..	45

## CHAPTER I

### INTRODUCTION

The need for educational policy and administration in developing countries like Nigeria cannot be over emphasised. In order to achieve effective educational administration in Africa, the United Nations Educational, Scientific and Cultural Organization, (UNESCO) organized a conference of African Ministers of Education in May 1961 at Addis Ababa and in Lagos, Nigeria , 1976. These conferences were aimed at using education as a response to meet the political, economic and cultural development of African nations.

Mahtar M'Bow, The Director General of the United Nations Educational, Scientific and Cultural Organization, speaking at the Lagos conference of African Ministers of Education in 1976, observed that there was a need to reform the educational system inherited from the colonial regime to reflect the political, social economic and cultural options of African nations.<sup>1</sup>

President Kennedy, in stating his own views on Education to the United States Congress in 1963, noted that recent research had shown that education was accounting for 40 percent of America's economic growth and productivity in recent years. He concluded that in this new age of science and space, improved education was essential to give meaning to

America's national purpose and power.<sup>2</sup>

Because education helps to promote economic, political and social development of a nation, the then Nigerian Head of state, General Yakubu Gowon, in his Guidelines for the 3rd National Development Plan, 1975-80, addressed critical issues confronting the educational development in Nigeria. Gowon stated that it was necessary "that education is available to all our peoples as soon as possible; that high and uniform standards are attained and maintained, that there is uniform education Policy throughout the country."<sup>3</sup>

In order to achieve these broad educational objectives, the National Council on Education met between 1975 and 1977. A Policy document, called the National Policy on Education was evolved. Among other things it aimed:

- (a) to expand facilities and equalise individual access to education throughout the country,
- (b) to reform the content of general education to make it more responsive to the socio-economic needs of the country,
- (c) to consolidate and develop the nation's system of higher education in response to the economy's manpower needs,
- (d) to streamline and strengthen the machinery of educational development in the country,

- (e) to rationalise the financing of education with a view to making the educational system more adequate and efficient, and
- (f) to make an impact in the area of technological education so as to meet the growing needs of the economy.<sup>4</sup>

To meet these specific objectives, policies and programs were worked out for each level of the educational system. At the level of the Secondary School, which is the primary focus of this paper, emphasis was placed on rapid establishment of new schools and the expansion and modernization of existing ones. A major decision was that state governments take-over all private and voluntary agency secondary schools as a means of creating uniform standards. Since one of the reasons for government intervention was to curtail the exploitative fees charged in private and some voluntary schools, the government also decided to peg tuition and boarding fees at the levels obtaining in Federal government colleges. To enable state governments to implement the policy adequately, the Federal government was to earmark some funds to be disbursed to the states. In addition, the Federal Government also intended to establish a total of about 800 additional secondary schools in the country with an expected enrollment of about 1.5 million students by 1980. This enrollment target would represent more than a 100 percent increase over the figure for 1975 and was

expected to raise the transition figure of pupils from primary to secondary schools from 45 percent to a minimum of 70 percent by 1980.

In implementing the policy, the National Party of Nigeria (NPN) government which assumed power in 1979 in Benue State took-over the control and management of all private voluntary agency, community and individually-owned secondary schools in the state. Contrary to the provisions of the National Policy on Education however, the Benue State Government abolished tuition fees and increased the annual new students intake in a school from 50 to 200. It established 100 secondary schools in addition to the 41 existing government secondary schools.

The purpose of this paper is to examine the problems which occurred as a result of the implementation of this policy whereby a State Government took-over the control and management of a private Community College. The locus for this study is Benue State and the college of particular interest is Otukpo Community College. Specifically, this paper examines the problems of the take-over in terms of level of funding, facilities, payment of staff and teachers' salaries, and academic achievements of the college's students. After problems occurring in these areas are discussed, recommendations

will be made as a possible means of overcoming them.

Chapter two focuses on administrative actions in the Ministry of Education, Makurdi, and analysis their impact on the implementation of the policy. The implementation of the policy by bureaucrats in the Ministry of Education in Makurdi, is discussed in the context of corrupt administrative practices. This was a situation in which top policy executioners in the Ministry of Education, Makurdi, awarded contracts to themselves for the supply of college books, materials and equipment. Further problems examined are those of inadequate planning, dearth of qualified and experienced personnel and lack of reliable data for planning.

Chapter three will examine the impact of the take-over in terms of the level of funding, facilities, payment of staff and teachers' salaries, academic achievement of the college's students and the relationship that prevailed between the college and the community after the take-over of the college.

Chapter four will conclude this paper and make appropriate recommendations to remedy the problems identified.

### Research Methodology

To test the assumption of the impairment of the implementation of the policy as a result of corrupt practices of bureaucrats in the Ministry of Education, Makurdi, the impact of the actions of the Bulk Purchases Committee were examined. Further examined to test administrative actions in the course of the implementation of the policy were the degree of availability of data for planning and the number of qualified personnel in the Administrative and Planning Unit of the Ministry of Education, Makurdi. Data was also secured from the Benue State Statistical Review of Education and the Staff List. The information on the contract awards by the Bulk Purchases Committee in the Ministry of Education, Makurdi was secured from the Committee's file on Contract awards and the contract register kept by the Finance Division of the Ministry. Data on planning was gathered through personal interviews of the Under Secretary and the Inspector of Secondary Education in the Planning and Inspectorate Units of the Ministry.

In testing the impact of the implementation of the policy on Otukpo Community College, data were collected from records in the college, interviews of the Principal, teachers, staff and the Aagboko Community leaders. The records examined in the college were those of Plant facilities, cash books, General Certificate of Education

Ordinary level results of the candidates of the college. The information collected were analysed and compared to ascertain the impact of the policy on the college and the students.

Historical Review of Educational Administration And  
Background to The National Policy On Education In  
Nigeria

The problem of unequal access to education and lack of a uniform standards are rooted in Nigeria's colonial history. The European missionaries who brought formal education to Nigeria were not interested in educating Nigerians for their good, but rather to help converts acquire the ability to read the Bible and so facilitate the program of evangelization of the 'pagans'.<sup>5</sup>

The competition among the missions for adherents, coupled with the desire of the natives for more schools and education, led to the establishment of schools wherever and whenever space and some converts were available. The British colonial government for its part showed little interest in the education of Nigerians prior to 1925. In 1916, the first Governor-General, Lord Lugard, promulgated an Education Code for Nigeria in which he tried to evolve a National Policy both politically and educationally. But his attempts in the latter were opposed by the colonial office, which directed that the Northern and Southern



departments of education which had been in existence before the 1914 amalgamation of the two protectorates should be kept separate.<sup>6</sup> Consequently, there was no clearly defined or consciously designed policy on education by the colonial government in Nigeria. When the colonial government intervened in education in Nigeria, it did so only indirectly through establishing separate government schools and giving grants-in-aid to missionaries and individuals for the management of schools.

This, then, was the background to the planlessness that bedeviled education in Nigeria for a long time before the Nigerians themselves took-over the reins of government and subsequently began to formulate and implement policies. It had also contributed to the current wide educational disparities among the different states of Nigeria today. In some parts of the former Northern Nigeria (now Northern States), where Moslem Communities had their own system of Koranic education and did not welcome Christian missionaries, the creation of schools along Western lines got a slow start; and although in recent years leaders in the Northern States have become increasingly aware of the need and urgency of providing more facilities for modern education in those areas, the historical circumstances of a century cannot easily be compensated.

E. A. Akiga, observed that:

For so wide is the gap that, roughly speaking, for every child in the primary school in the Northern States; for every boy or girl in a secondary school in the North, there are five in the South; and for every student in a post-secondary institution in the North, there are six in the South.<sup>7</sup>

National educational planning in Nigeria to correct these gaps and disparities is a relatively recent development. Until even more recently, education was seen as an activity outside the general function of the national government.

#### National Policy On Education

With the establishment of the Federal system of government in 1954, Nigeria had four systems of education; one each for the three regions and the other for the Federal government. When 19 states were created in 1976, the same educational patterns were followed. However, in aiming to create a national identity, eradicate regional inequalities and parochial educational systems and to make education more relevant to the Nigerian situation, the Federal Military government promulgated The National Policy on Education in 1977 in order to streamline the different educational systems in the country. It was the belief of the government that with the enunciation of the policy, Nigeria would be able to have a common education law, a uniform conditions of service for the teachers and educational administrators

and a greater mobility of the teachers force. It had also considered "education as an instrument for National development and through the National Policy On Education had brought its control and management under the state to make education more relevant to the needs of the country."<sup>8</sup> Speaking in August, 1971 on educational development and administration in Nigeria, the former Chief Federal Adviser on Education, Dr. J. S. Cookey, had this to say: "For many years we were merely drifting educationally. Emphasis was on mere expansion of educational facilities without much regard for relevance."<sup>9</sup>

Nigeria's second National Development Plan defined five main objectives which the educational system should presumably help to achieve. The objectives are:

- (a) a free and democratic society,
- (b) a just and egalitarian society,
- (c) a land of bright and full opportunities for all citizens,
- (c) a great and dynamic economy.<sup>10</sup>

To be relevant, Nigeria's educational goals must dovetail into these objectives and must thus be geared towards the satisfaction of individual and national aspirations. Nigeria aspires to be a democratic country and in a democracy the nation is ultimately designed to serve the individuals. Democracy rests its case on its ability to harmonise the freedom and well-being of the individuals in its society.

These objectives can only be attained through conscious efforts and coordinated plans and uniform educational policies like those embodied in the National Policy on Education.

### Secondary School System in Nigeria

Education is primarily a state matter. Each state is the legislative and administrative authority on all matters concerning education up to secondary school level in its own area. The Federal Government plays a coordinating role with particular regard to broad direction of educational policy, planning and finance. Coordination of policies and administrative procedures in matters of common interest are promoted by the Federal Ministry of Education through the Joint Consultative Committee on Education, made up of all state Ministries of Education.<sup>11</sup>

The Federal Ministry of Education also plays vital roles in the maintenance of national education standards by operating national agencies which are devoted to the development of education in its ramifications. The National Educational Research Council, for instance, concerns itself with curriculum development and appraisal.<sup>12</sup> The curricular are determined by the state and each school organization draws up its scheme of work from the syllabus provided by the state. Each secondary school draws up its own syllabus but in practice this

freedom is limited by the syllabuses for the General Certificate of Education Ordinary level, the certificate which successful students obtain at the end of their secondary education. The examination for this certificate is generally controlled by the West African Examinations Council.

Secondary school education in Nigeria includes all post-primary schools other than Technical and Teacher Training institutions. The term covers studies carried on in a variety of institutions, particularly the followings:

- (a) Secondary Grammar Schools including those teaching technical subjects,
- (b) Secondary Commercial Schools,
- (c) Secondary Modern Schools; and
- (d) Comprehensive Secondary Schools.

Secondary education is also given in institutions catering for pupils of school age in the evening classes as well as institutions preparing candidates for the university.<sup>13</sup> Secondary Grammar schools provide normal literary education and are generally recognized and approved for courses leading after 5 years to the General Certificate of Education ordinary level examination conducted by the West African Examinations Council.<sup>14</sup> Secondary Grammar Schools which are not yet recognized by the Ministry of Education and the West African Examinations Council, prepare their

candidates for the General Certificate of Education Ordinary level external examinations of the West African Examinations Council. Further, a few secondary grammar schools also provide technical education, laying emphasis on physical sciences and such technical subjects as geometrical and technical classes in various technical and commercial disciplines. For effective planning and coordination of this complex educational policies in order to ensure uniform standards, the need for a National Policy controlling education cannot be over-emphasised.

FOOTNOTESCHAPTER I

- <sup>1</sup> UNESCO., Quarterly Review of Education, Vol.VI.No.1 (Paris, 1976) P.289.
- <sup>2</sup> Kennedy, J. P. Education as an Investment, Speech of CED., Raising Low Incomes through improved Education, (New York, 1963) P.44.
- <sup>3</sup> Federal Ministry of Education, Third National Development Plan, (Lagos, Nigeria, 1975-80) P.237.
- <sup>4</sup> Federal Republic of Nigeria, National Policy On Education, (Lagos, Nigeria, 1977) P.3.
- <sup>5</sup> Boyd, W. The History of Western Education, (London, Black 1961), Pp.99-101.
- <sup>6</sup> Fajana, A. The Evolution of Educational Policy In Nigeria, (Longman, Ibadan, 1969) P.85.
- <sup>7</sup> Akiga, E. A. Policies and strategies for post-primary Education, (A lecture delivered at Ahmadu Bello University, Zaria, Nigeria in April 1980) P.7.
- <sup>8</sup> Ibid. P.3
- <sup>9</sup> Federal Ministry of Education, Teacher Education and National Development, (Report of the First National Conference of Principals of Teachers' Colleges, 1970, Vol.1. Lagos) P.10.
- <sup>10</sup> Ibid., P.3
- <sup>11</sup> Federal Ministry of Education, Statistics of Education In Nigeria, (Lagos, Nigeria) P.5.
- <sup>12</sup> Ibid., P. 17
- <sup>13</sup> Ibid., P. 17
- <sup>14</sup> Ibid., P. 18

## CHAPTER II

### IMPLEMENTATION OF THE NATIONAL POLICY ON EDUCATION IN BENUE STATE NIGERIA

The purpose of this Chapter is to examine and assess the effects of administrative actions in the implementation of the National Policy on Education in Benue State by the Civilian administration that came to power in 1979 in the state.

Benue State was created by the Federal Military Government of Nigeria on the 3rd of February 1976. The state is a fusion of the former Benue and Kabba Provinces of the former Northern Nigeria and commonly referred to as "riverine areas." These areas are predominantly Christian. The "far Northern" provinces are predominantly Moslem areas opposed to Christianity. They regarded "Western" education as synonymous with Christianity. Many calls made by the leaders of Benue and Kabba Provinces of the old Northern Nigerian government to stop the religious restrictionist education policy were rejected by the Moslem dominated government of the former Northern Nigeria. In reaction to one of these calls, the former Minister of Education of the then Northern Region, Honourable Aliyu Makaman Bida stated as follows:



In my preface to last year's Annual Report, I discussed the disquieting difference in educational demands as between the "riverine" and the "far Northern" provinces within the Region. It is my duty once more to invite the public's attention to the danger of uneven development which is likely to be caused by this difference....A Region in which some citizen's thirst for "Western" knowledge and others show little or no interest in it, manifestly sets the regional government extremely difficult problems to solve.<sup>1</sup>

When the National Party of Nigeria (NPN) administration came to power in 1979, and started to implement the National Policy on Education, there was a general atmosphere of joy, as the people of Benue State felt that the era of religious restrictionist educational policy was over.

In a speech to mark his first one hundred days in office, Mr. Aper Aku, the state Governor said:

The Ministry of Education is being reorganized in order to fulfil my government's qualitative and quantitative educational programs of the NPN at reduced costs...and to effectively implement the National Policy on Education as it affects all facets of education in Benue state. The first has been the restructuring of the administrative and professional set up of the Ministry of Education headquarters, Makurdi. Hitherto, routine administrative duties for example, were undertaken by Education Officers. The new administration has reverted the situation to avoid waste of this scarce resources so that all professionals are to be utilized in their areas of specializations. Today, Education Officers teach in the classrooms in order to meet the demands of the National Policy on Education. One of such demands has been the decentralization of purchases of library books, school materials and science equipment to the Ministry of Education headquarters, Makurdi.<sup>2</sup>

### The Take-over of Private Colleges

Before the commencement of the implementation of the National Policy on Education in Benue State, the control and management of Education was the business of three groups: the voluntary agency, the state and some enterprising individuals. There were 54 non-government secondary schools and 41 government controlled secondary schools. (see appendix 1). In implementing the Policy on Secondary school education in Benue state the government assumed the control and management of the 54 secondary schools. It established 100 additional secondary schools, bringing the total number of secondary schools controlled and managed by the state government to 195. Contrary to the provision of the Policy document, the government abolished school fees and tuition fees. The number of student annual intake was increased from 50 to 200 students per school. This was an increase of 300 percent.

### Administrative Actions

This section addresses two administrative actions in the course of the implementation of the National Policy on Education. The first is the corrupt practices in contract awards by the members of the Bulk Purchases Committee located in the Ministry of Education headquarters, Makurdi.

One key action taken by the governor was to centralize the purchases of books and materials for all secondary schools in the state in the ministry of Education headquarters, Makurdi. By an executive directive, a Bulk purchases Committee was formed and assigned the specific duties of awarding contracts for the purchases of secondary school materials, books and equipment in the ministry of Education. The Committee had the jurisdiction of awarding contracts, not exceeding ₦300,000 at a sitting, for school books, materials and equipment.<sup>4</sup> The membership of the Committee was made up of five top officials of the ministry of Education, Makurdi.

During the course of this research in the ministry of Education, Makurdi, three staff members each of the Planning and Finance Divisions of the Ministry were interviewed on the activities of the Bulk Purchases Committee. Public complaints had voiced concerns that the supply of college books, materials and laboratory equipment to the various colleges taken-over by the state government was not adequate. There was a consensus in their replies that the Chairman of the Committee, who, infact was the Permanent Secretary in the Ministry of Education, and the other four members of the Committee had constituted themselves into a syndicate and awarded

most of the contracts for the period 1980-81 to their contracting agents. One of the companies mentioned was Amana Educational Services Ltd., located at number 5 Mission Road, Makurdi. They contended that the company was owned by the Chairman of the Bulk Purchases Committee. The Company was a limited liability Company with certificate of registration number RC.59804(SBS) issued by the Registrar of Companies, Federal Ministry of Trade, Industries and Commerce, Small Scale Business Division, Lagos, on the 25th August 1980. The Company was registered in the name of the Permanent Secretary's wife. With the assistance of an official in the Finance Office, it was possible to examine the contract register. The record showed that for the period of 1980-81, the Committee awarded 40 major contracts totalling ₦500,000 out of which 20 were awarded to Amana Educational Services Ltd., amounting to ₦250,000. Further research in the bookstore owned by Amana Educational Services showed that the Permanent Secretary's wife had resigned her appointment as a grade II teacher in a primary school in Makurdi to take control of the management of the bookstore as the manageress.

The Departmental Vote book showed that despite the statement that there was no money to pay contractor's bills, Amana Educational Services Ltd.'s bills were

promptly settled on submission to the Finance Office. Investigations in the Finance Office revealed that the prompt settlement of the company's bills was attributable to the vested interest of the Purchases Committee's Chairman in the Company. It was also noted that the Committee's Chairman was the Accounting Officer of the Ministry of Education, Makurdi.

It was alleged that the Stores Officer of the Ministry of Education was involved in this syndicate. However, it was not possible for the author to cross check this allegation. He was said to have issued stores receipt vouchers to back up the favored contractors' bills to the Finance office for payment even though those goods were not actually delivered to the stores. However, at the time of this research, the stores officer was being probed for issuing false receipt vouchers to another contractor who had not supplied exercise books to the Ministry in the 1979-80 school year. This made it difficult for me to verify the other allegation against him as all the books of accounts were removed to audit headquarters where they were being examined in connection with the allegation against him. He and his assistant had been sent on compulsory leave to allow proper investigation into the allegation. The record in the Finance office showed that Amana Educational Services had the largest number of stores receipt vouchers standing to its credit.

### Inadequate Planning Or Lack of Planning

The other administrative action that led to ineffective implementation of the National Policy on Secondary education in Benue State was Planning Without facts or lack of planning. Wolfgang Stopler, in his Book, Planning Without Facts In Nigeria, observed that "a Plan ought to give an intellectual framework within which decisions can be made continuously."<sup>5</sup>

As political independence approached, Nigerian political leaders in Western, Eastern and Lagos areas embarked upon Universal Primary education presumably as proof to the electorates of their party's commitment to education. But Universal Primary education was everywhere instituted without adequate planning. Some of the regional UPE programs turned out to be too expensive. For instance, the Eastern Region's UPE scheme was consuming 40 percent of the region's recurrent expenditure and the East had to abandon it. The experiment lasted from January to December, 1957,<sup>6</sup> and when enough funds could not be generated to continue funding the program, it was abandoned. Before embarking on an important project like education in developing societies like Nigeria, there is the need for adequate planning as school population tends to double in five years, especially at the primary and secondary levels as depicted by Table 1.

**TABLE 1**  
**ENROLLMENT IN NIGERIAN EDUCATIONAL**  
**INSTITUTIONS**  
**1965-80**

Level	Population	1965	1970	1973	1975-80 <sup>1</sup>
Primary	Students	2,911,742	3,515,527	4,662,400	11,521,000
	Teachers	87,040	103,152	136,143	200,000
Secondary	Students	250,917	356,565	516,658	2,011,100
	Teachers	14,132	16,794	18,794	20,700
Higher Educ	Students	9,378	15,560	23,228	53,000
	Teachers	1,350	.. ... <sup>2</sup>	3,459	.. ...

1. The figures for 1975-80 are projected.  
SOURCE: Federal Republic of Nigeria,  
3rd National Development Plan, 1975, P.237.
2. Data not available.  
SOURCE: UNESCO Statistical Yearbook, 1976.

The enrollment increase in Table 1 implies significant expansion in the numbers, types, experiences, qualifications and competencies of staff. The educational system will also expand and the organizations of different types of schools and curricula services to meet the tremendous increase in the students' population. These structural and contextual academic expansions would create complexities that place serious limits on the degree of discretionary management that the educational policy makers or administrators can undertake and also make formal educational planning unavoidable.

Given this unhappy experience of the Eastern region with Universal Primary Education, it is amazing that the Benue State government rushed to implement the National Policy on Education at the secondary level without adequate planning. What was the explanation for this? An interview with the Chief Planning Officer, Administrative and Planning Division of the Ministry of Education, Makurdi, disclosed that the time lag between the governor's decision to implement the policy and the date he wanted the program to commence was too short for any realistic planning to be carried out. The Chief Inspectors, Secondary and Teacher Training Colleges deposed that the idea of embarking on the



implementation without planning was aimed at boosting the political image of the NPN government that "had just come to power. The decision to implement the policy was developed from the governor's office and it is imposed on those of us below who must carry it out and we have no voice in its development."

As to why the Ministry of Education could not communicate with the missionary schools and the individuals who were managing the colleges before the government take-over, it was noted from the Planning Division of the Ministry of Education that all efforts to communicate with them failed because the government could not honor its promise to compensate the proprietors for taking-over their colleges.

An examination of the staff list of the Planning Division of the Ministry of Education, Makurdi, showed that there were three planning officers made up as follows:

1. Chief Education Officer, (Planning and Development),
2. Senior Assistant Education Officer, (Statistics),
3. Principal Education Officer, (Finance), and
4. Six Clerical Officers.

They complained that it was difficult for them to establish a clear and rapid communication processes which provide mechanisms for timely gathering, processing

and distribution of information due to the dearth of intermediate level of personnel with Economics or Mathematical and Statistiscal backgrounds to gather and process information in the section for planning and decision-making. The administrative hierarchical level in this section showed that apart from the dearth of staff with relevant backgrounds, the three officers in this section were in their first years of administrative positions as a result of the government's reorganization of the Ministry of Education.<sup>7</sup> In addition, they had very little administrative training before their appointments to those positions. The Chief Education Officer, (Planning and Development) maintained that the task of implementation of the policy document was compounded by the fact that there were no clear-cut task specifications or work manuals to guide the efforts of the Planning and Administrative Division of the Ministry of Education, Makurdi on how they would work out the details of implementing the policy. The goals of the implementation of the National Policy on Education in Benue State were drawn in line with the educational philosophy of NPN political educational programs as outlined in its election manifesto for the 1979 general elections. This was confirmed by governor Aku in his speech that reorganized the Ministry of Education in 1980 when he stated that "the Ministry of Education

is being reorganized in order to fulfil the qualitative and quantitative education programs of NPN at reduced costs."<sup>8</sup> It was in the course of this reorganization that he announced the abolition of school and boarding fees and the take-over of all private colleges in the state. The abolition of the school and boarding fees had not been recommended by the framers of the National Policy on Education. It was also noted by the Ministry of Education that the abolition of School and tuition fees would reduce the financial capability of the colleges taken-over by the government and that the increase of the students' annual intake from 50 to 200 per secondary school would create inadequate facilities in the colleges.

As noted by the Chief Planning Officer, it would appear that the state government did not seriously consider the question of meeting the financial needs of the program before embarking on the implementation of the policy. The rising costs of education, complemented by the growing inflationary spirals has made educational planning essential to ensure prodential cost-benefit educational financing. Table 2 below depicts the rising costs of the Federal government recurrent and capital expenditure on education for 1972-77. If history is anything to go by, then the Benue State government should have considered the rising costs of education before the abolition of tuition and boarding fees as

well as increasing the students intake into the colleges by 300 percent.

TABLE 2  
FEDERAL GOVERNMENT RECURRENT AND  
CAPITAL EXPENDITURE  
FOR 1972-77

Year	Recurrent Expenditure	Capital Expenditure
1972/73	9,257,020	20,229,000
1973/74	14,110,198	75,938,006
1974/75	24,019,668	456,059,030
1975/76	443,058,678	590,964,890

SOURCE: Federal Republic of Nigeria, Report on Major trends in Education, P.5, Federal Ministry of Education, Lagos, 1978.

The National Policy on Education was enunciated at a period in which Nigeria had oil boom accounting for about 80 percent of its revenue. It was then anticipated by the Federal Government that the oil revenue would be sufficient to meet the financial requirements of the policy. However, the sudden decline in the oil boom affected the financial allocation from the Federal government to the Benue state government which depended on the federal government in funding the educational program. As at the time of this research, the federal government which had earlier promised to

assist the state financially to enable the state to implement the program had not remitted the money for 1980-82 fiscal years which stood at ₦1.9 millions. The federal government acknowledged this financial problem when it indicated in the guidelines for the fourth National Development Plan, 1981-85 that:

There are two main types of problems hampering the process of planning and plan implementation in this sector. The first is finance. One of the reasons for lag in implementation of the National Policy on Education project was traceable to problems associated with the timely disbursement of federal grants. To deal with this problem, responsibility for disbursement of funds was shifted from the Federal Ministry of Education to the Federal Ministry of Finance. It is expected that delays in disbursement and arguments about what is due to which state will soon disappear.<sup>9</sup>

This may not be the only factor contributing to the poor implementation of the policy, but inadequate financial support had contributed to the non-payment of teachers' salaries on time, inadequate facilities to cope with the increase in students' population and the provision of school books, materials and equipments.

This chapter noted that contract awards of college materials by the Bulk Purchases Committee were dictated by vested interests of the Committee members. It further observed the dearth of qualified and experienced staff in the Planning Division of the Ministry, political considerations in the reorganization of the Ministry

of Education and lack of planning in the Ministry of Education. These factors contributed to the poor implementation of the policy.

Finally, the decision to implement the policy was not decentralized to involve interest groups like the Nigerian Union of Teachers, the individuals and Missionary bodies whose schools were taken-over to enable the government use their inputs, statistics and experience in running the schools before the government take-over of the colleges.

Nigerian Administrator are yet to absorb Michael P. Smith's observation that:

Public participation coupled with decentralization of administrative arrangements which involve lower-level administrators more directly in the planning process, can also become an effective vehicle for improving the communication process essential to all successful planning. More frequent consultations means feedback. Feedback provides vital information to higher level administrator on the felt needs of both staff clientele groups and effectiveness of the bureaucracy in dealing with them. Moreover, to the extent that the people immediately affected by social services become naturally involved with professionals in the definition of policies, it is likely that each group will increase its commitment to implementing the results of the joint efforts.<sup>10</sup>

FOOTNOTES

CHAPTER I

- <sup>1</sup> Annual Report of the Education Department of Northern Region of Nigeria, 1954-55, (Kaduna, Nigeria) P. 1.
- <sup>2</sup> Directorate of Information, Aku's First 100 Days in Office, (Makurdi, Benue State, Nigeria, 8th January 1980) P.4.
- <sup>3</sup> Ibid. Op Cit. P.17
- <sup>4</sup> Ministry of Education, Guide to Contract Procedure, (Makurdi, 1981) P. 5.
- <sup>5</sup> Stopler, Wolfgang, Planning Without Facts In Nigeria, London: (Oxford University Press, 1969) P.10.
- <sup>6</sup> Adesina, Segun, Planning and Educational Evolution In Nigeria, Lagos: (Educational Industries, 1977) P.25
- <sup>7</sup> Ibid., P. 17
- <sup>8</sup> Ibid., P. 4
- <sup>9</sup> Ministry of National Planning, Guidelines for the 4th National Development Plan, 1981-85, Lagos: (Nigeria) P.70
- <sup>10</sup> Smith, P. M., Participatory Administration, in Public Administration Review, November/December, 1971, (New York) Pp.660-61.

CHAPTER III  
EFFECTS OF THE TAKE-OVER  
ON OTUKPO COMMUNITY  
COLLEGE

As previously noted, the state government took-over the control and management of Otukpo Community College in Upu village in the process of implementing the National Policy on Education. Prior to the take-over the college "exists primarily for the nenefits of the boys and girls of Otukpo Community which it serves."<sup>1</sup> Those were the words of the Chairman of Aagboko Development Association - a non-political organization of the Community which established the college through the joint efforts of the entire Community in 1970.

The take-over of the college created many problems. The problems include unhealthy relationship between the college and the community, the increase in the annual students intake from 50 to 200 hundred and the resultant inadequate facilities at the college to cope with the student increase. There had been no corresponding increase in the allocation of funds to the college to meet payment of salaries, allowances and other expenses of the college.

Unhealthy Relationship Between The College  
And Aagboko Community

This section will examine the relationship that existed between Otukpo Community College and Aagboko Community after the take-over of the college by the



state government.

During the course of this research, it was noted from the Principal of the college that after the take-over of the management and control of the college in 1979, the cordial relationship existing between Aagboko Community and the College became strained. He indicated three instances when the students of the college who depended on the Community stream for their water supply were prevented from fetching water from the local stream. Though one may not justify the community's action in preventing the students from using the local stream, it was pertinent that they were reacting to the government's take-over of the college and its inability to compensate the community for taking-over their college without prior consultation with them. The community leader disclosed that the community's second fear was borne out of the likelihood that the state government may introduce an admission policy which may not favor the interests and needs of the community that established the college.

#### Inadequate Facilities

No school system can succeed in its goal of imparting knowledge to its students without adequate provision of school facilities. This section will therefore, examine the available facilities in Otukpo Community college after the take-over of the college in 1979 in the process of implementing the National Policy on Education by the

Benue State government. The facilities will be examined in terms of their adequacy for students academic work in the college in relation to the increase in students' population after the take-over of the college. The facilities to be examined are classroom, laboratory and library.

(a) Classroom Facilities

The Principal had disclosed that each classroom in the college was built to accommodate 25 students and that each student in the classroom was to occupy a space of 18 square feet. He noted that the classrooms in the college had proved adequate for the college use before the take-over of the college. He put the college population before the take-over at 250 students. Following the increase in the yearly students' intake from 50 to 200 students in 1980, the student population of the college increased from 250 to 450 in September 1980. This altered the average student on roll per classroom from 25 students to 60 students in classes 1 to 3 as at the time of this research. He noted that the accommodation of 60 students per classroom was contrary to the provision of the Benue State Education Law (No.17 of 1978) which stipulated 25 students per classroom in the Secondary Schools in the state.<sup>2</sup> A good number of student lockers and chairs in the classrooms were broken down. Four students each from classes 1 to 4 interviewed stated that (like other students in the college) they had to bring their own chairs and tables from home as the college could no longer

provide them.

The students further deposed that as it had become impossible for each student to have a locker assigned to him, they had resorted to sharing lockers. It was also revealed that there were acute shortages of chalk supplies in the college. The Principal deposed that efforts to get the damaged lockers, chairs and tables repaired had proved abortive as the Ministry of Education, Makurdi would not release funds for the repairs. He noted that school supplies were not forthcoming from the Ministry.

The need for a well-planned school building which will emphasize optimum space allotments for instruction and administration cannot be over-emphasized in an efficient administration of a secondary school. It will assist the students in their learning processes by creating comfortable and efficient seeing and hearing conditions which are vital to effective studies.

The staff common room had been converted into classroom to ease the acute classroom accommodation. The consequences of this action was that staff no longer had a common room. Five of the teachers interviewed revealed that they had to come from their houses straight to the classroom and from the classroom to their houses as there was no place for them to stay in the college in-between their lecture periods. The Principal disclosed that it

had become difficult for him to contact the teachers when there was a need to do so during school or official hours.

(b) Library Facilities

The situation in the library was no less better off. The college Librarian, Mr. Inans, intimated that the library facilities were overstretched. He said that the library which was built to cater for 125 students now caters for 195 students. He emphasized that the effect of this was that the reading and circulation space in the library had proved inadequate to cater for the reading student population of the college. The library record indicated that the college had not received books and other library materials since the take-over in 1979. The record also showed that the library had 240 volumes of assorted secondary school books. Some of these books were outdated for secondary school use in the state. There were no stock of journals in the library. Ten of the wooden shelves in the library were broken down.

The need and the services of a library facilities cannot be over-emphasized in an educational center like a secondary school. It should be adequately and efficiently equipped with reading and reference materials to facilitate and make the educational program effective. Its books and resources should be chosen in the light of the specific aims and purposes of the college. Upu village,

where the college is situated is a rural area with rural farming population. Many pupils do not have access to good books and periodicals in their homes and therefore lack the backgrounds which acquaintance with such materials would supply. By teaching pupils how and where to find library materials, the library should provide pupils with valuable means not only of extending their knowledge and understanding but also of developing desirable leisure habits. The library and its facilities not only should be readily and easily accessible but also should be attractively equipped that aesthetic tastes will be developed. It would be pertinent to state that after the take-over of the college the facilities became inadequate for studies as a result of the students increase without corresponding increase in funding and facilities.

(c) Science Laboratory Facilities

The need for science laboratory (like the library and the classroom) to be properly equipped should be paramount in a secondary school. There were two laboratories in the college before the take-over of the college; one for the joint use of Chemistry and Biology students; the other for Physics students. Both laboratories were equipped to meet the needs of 25 students at a time. In the process of this research, the Science Masters incharge of the laboratories deposed that the facilities in the laboratories would no longer cope with the college

population that required the use of the laboratories. They explained that the seats and the demonstration desks in the laboratories had proved insufficient for the number of students that required their use. They asserted that the laboratories lacked reagent salts, specimens of different types and other chemicals for carrying out experiments in the laboratories. The Physics master intimated that for sometime now, he had to use the services of the college carpenters to construct some physics models. He noted that the experiment was discontinued for lack of funds and the carpenters' inability to stick to specifications given to him. It was observed that the sink in the chemical storeroom was broken and all efforts for the past 18 months to repair it had not succeeded due to lack of funds.

The Principal had also complained that despite the tremendous increase in the students' population, the state government was unable to adequately staff the college. He indicated that the total number of teachers required for the college were 24. The staff list of the college showed that there were 5 graduate teachers without teaching qualifications, 3 with Nigerian Certificate in Education teaching qualifications and 5 other teachers who did not possess a degree or the Nigerian Certificate in Education.

This situation left the college with a shortfall of 11 teaching staff.

### Inadequate Funding

One major factor that has led to the problems of Otukpo Community College after the take-over was the state or level of government's inability to meet its financial obligations to the college. Before the take-over, as revealed by this paper funding of the college from the following sources was enough for running the services of the college:

TABLE 3					
REVENUE AND EXPENDITURE OF OTUKPO COMMUNITY COLLEGE AS AT 1977					
<u>Source of Revenue:</u>				N	N
<u>Government Grants:</u>					
Recurrent Grant	...	...	...	130,000	
Capital Grant	...	...	...	20,000	
<u>Other Sources:</u>					
Fees and Boarding	..	...	...	90,000	
Donations from Community		...	...	<u>100,000</u>	340,500
<u>Items of Expenditure:</u>					
Staff/Teachers Salaries		...	...	120,000	
Administrative Expenses		...	...	7,000	
Instructional Expenses		...	...	8,200	
Feeding of Students	...	...	...	72,000	
Capital Expenditure	...	...	...	<u>50,000</u>	<u>257,200</u>
Balance					<u>83,300</u>
SOURCE: College Cash Book					

TABLE 4  
REVENUE AND EXPENDITURE OF OTUKPO COMMUNITY COLLEGE  
AS AT 1978

<u>Source of Revenue:</u>					N	N
<u>Government Grants:</u>						
Recurrent Grant	...	...	...	...	130,000	
Capital Grant	...	...	...	...	15,000	
<u>Other Sources:</u>						
Fees and Boarding...	...	...	...	...	90,000	
Donations from Community	...	...	...	...	<u>150,000</u>	385,000
<u>Items of Expenditure:</u>						
Staff/Teachers' Salaries	...	...	...	...	120,000	
Administrative Expenses	...	...	...	...	7,500	
Instructional Expenses	...	...	...	...	6,700	
Capital Expenditure	...	...	...	...	30,000	
Feeding of students	...	...	...	...	<u>72,100</u>	<u>236,300</u>
Balance						<u>148,700</u>

SOURCE: College Cash Book

Tables 3 and 4 above depict the financial position of the college for the 1977 and 1978 school years. For a comparison of the financial standing of the pre and post take-over periods, Tables 5 and 6 below depict the funding the college received for 1980 and 1981 school years from the government after the take-over exercise. It is noted that following the government take-over of the control and management of the college, the financial contribution from the community ceased. As explained in Chapter II, School and Boarding fees were abolished by the state government on taking-over the administration of the college.



TABLE 5

REVENUE AND EXPENDITURE OF OTUKPO COMMUNITY COLLEGE  
AS AT 1980

<u>Source of Revenue:</u>		N	N
<u>Government Grant:</u>			
Balance as at 1979 School year b/f ...	...	148,700	
Recurrent and Capital Grant ...	...	200,000	348,700
<u>Items of Expenditure:</u>			
Staff/Teachers' Salaries ...	...	150,000	
Administrative Expenses ...	...	10,000	
Instructional Expenses ...	...	12,000	
Feeding of Students ...	...	150,000	
Capital Expenditure ...	...	<u>35,800</u>	<u>357,800</u>
Deficit Balance			<u>9,100</u>

TABLE 6

REVENUE AND EXPENDITURE OF OTUKPO COMMUNITY COLLEGE  
AS AT 1981

<u>Source of Revenue:</u>		N	N
<u>Government Grant:</u>			
Recurrent and Capital Grant ...	...	<u>210,000</u>	210,000
<u>Items of Expenditure:</u>			
Staff/Teachers' Salaries ...	...	150,000	
Administrative Expenses ...	...	10,000	
Instructional Expenses ...	...	12,000	
Feeding of Students ...	...	150,000	
Capital Expenditure ...	...	<u>35,800</u>	<u>357,800</u>
Deficit Balance			147,000
+ 1980 Deficit Balance			<u>9,100</u>
Total			<u>156,100</u>

SOURCE: College Cash Book.

It is observable that for 1977 and 1978 periods, there were surplus of ₦83,300 and ₦148,700 balances standing in the College's cash book respectively. For the periods 1980-81, the college was in deficit of ₦9,100 and ₦145,800 respectively. At the end of 1981, the college had acquired a debt of ₦156,900 and the contractors supplying foods and other items to the college had stopped their supplies due to lack of payment. It was also noticed that despite the significant increase of the student population of the college by 300 percent, the figure for recurrent and capital funding for 1980-81 dwindled from those of 1977 and 1978 by ₦52,400. This shows that despite the student increase, abolition of school fees and the community contribution to the finances of the college the state government did not give proportionate funding to the college after the take-over. Thus, on taking-over the college affairs by the state government, the finances of the college had proved inadequate to run the college administration.

#### Payment of Salaries

The issue of non-payment of teachers' salaries in Benue State started with primary school teachers. By 1980, it had spread to other sectors of the public services and subsequently led to the Benue state Branch of the Nigerian Union of Teachers to call out its members on strike on the 2nd July, 1981.<sup>3</sup>

It was true that the allocation of resources for payment of teachers' salaries had to compete with other demands for the scarce resources of the Benue State Government. It was however confirmed in the course of this research at the Ministry of Education headquarters in Makurdi in July 1984 that about ₦1.5 millions meant for the payment of teachers' salaries was diverted to the payment of contractors handling Makurdi township sports stadium. Thus, The New Nigerian, in its editorial of July 8, 1980 accused governor Aper Aku of diverting money meant for the payment of teachers' salaries to pay contractors who had executed contracts totally unconnected with the Educational program of the state.

The non-payment of the salaries of the teachers of Otukpo Community College on time created low-morale problem for the teachers. This was dysfunctional to their effective performance of duties. This is in agreement with Abraham Maslow's contention that physiological needs are the most basic needs of the individuals. They are the basic requirements of food, clothing and shelter. Such basic needs are necessary to the proper functioning of the body, and the majority of individual's time will be spent in fulfilling these needs until they have been satisfied. The Benue State Government's inability to pay the teachers on time as a result of diverting funds meant for funding education to other project deprived

the teachers of satisfying their physiological needs which was essential to the performance of their duties. When five of the teachers in the college were interviewed, the consensus was that it interfered with their ability to teach effectively. They further contended that it would be difficult for them to perform their duties when members of their families and their other dependants were hungry at home. They concluded that the school should be handed over to the community for control and management. Their reason for this suggestion was that they never had their salaries or allowances delayed when the college was under the direct management of the community. The Principal of the college contended that the non-payment of the teachers' salaries created indiscipline among the teachers in the college. He asserted that it would be morally unjustified to institute disciplinary action against some one for whom one has failed to meet salary obligations. At the Ministry of Education, the Chief Inspector of Education (Secondary School), attributed the situation to planlessness of the politicians and the decision to contradict the provision of the National Policy on Education in implementing the policy. One of such contradictions he noted was the abolition of school and boarding fees and the increase of the students annual intake from 50 to 200 students.

It is the poor implementation of the policy that led

the present Commissioner of Education in Benue State and her Permanent Secretary to announce the closure of 81 of the 100 secondary schools opened in the process of implementing the policy in 1980 with effect from 1st September 1984.<sup>5</sup>

Impact of the Take-over On The GCE Results  
Of the Students of Otukpo  
Community College

It has been noted in this Chapter that following the take-over of the college, facilities and funding from the Benue state government had proved inadequate to run the administration of the college. The cordial relationship between the college and the community had been strained. The essence of the following section is to compare the pre and post performances of the students in the GCE ordinary level examinations of the West African Examinations Council to determine the effects the above problems may have had on the students' performances within the two periods. The results for the two periods would be compared.

As indicated by Table 7, in 1977, the College presented 49 candidates for the WASC/GCE ordinary level examinations of the West African Examinations Council. The result showed that 9 candidates passed in the superior grade of Division I, 8 in the Division II and 32 in Division III. No candidate failed in the examinations. The figure for 1978 showed that the College presented 28 students and

**TABLE 7**  
**WASC/GCE EXAMINATION RESULTS, OTUKPO COMMUNITY COLLEGE, MAY/JUNE**  
**1977 - 81**

YEAR	TOTAL NO. OF CANDIDATES	CANDIDATES WITH DIVISIONS			TOTAL NO. OF PASSES	CANDIDATES WITH WASC/SR	FAILURES
		I	II	III			
1977	49	9	8	32	49	None	None
1978	28	6	11	11	28	None	None
1980	74	2	3	5	10	29	25
1981	36	-	-	4	4	18	14

had the following scores; 6 passes in Division I, 11 passes in Division II and 11 passes in Division III with no failure. Other factors may have contributed to the 100 percent success recorded by the students in the 1977 and 1978 school years in the WASC/GCE examinations, the adequate funding and facilities in the college before the take-over may have contributed to the students' successes.

In the 1980 academic session, 74 candidates were presented for the WASC/GCE examinations by the College. 2 candidates passed in Division I, 3 candidates in Division II and 5 candidates in Division III. There were 29 students who obtained statements of results. This meant that they did not qualify for the award of a full General Certificate of Education ordinary level. To qualify for a full GCE, a candidate must pass five subjects at a sitting. 25 students failed the examinations. In 1981, 36 candidates entered for the WASC/GCE examinations and 4 candidates passed in Division II. No passes in Divisions I and III. 18 students obtained WASC/GCE statements of results and there were 14 failures.

In as much as other factors may have contributed to the decrease in the number of candidates who passed the examinations in the college after the take-over in 1979, there is an indication from the above analysis that inadequate funding of the college and facilities may have led to the non-payment of the teachers' salaries on time,

which significantly contributed to the teachers' low-morale and had impact on their teaching ability with subsequent effects on the students overall performances in their WASC/GCE examinations after the take-over of the college. A comparison of the pre and post take-over results of the candidates showed that the results for the pre take-over were better.



CHAPTER III

- <sup>1</sup> Aagboko Dev. Assoc., Chairman's Speech, 2nd Fund Raising Activities, (Upu Village, 1st April 1971) P.2
- <sup>2</sup> Ogunsola, A., Legislation and Education in Northern States, Ibadan: (Longman Nigeria Ltd., 1982) P.48.
- <sup>3</sup> Benue Publishing Company Ltd., Nigerian Voice, Makurdi: (2nd July 1981) P.1.
- <sup>4</sup> Maslow, A., A Theory of Human Motivation, as quoted in Administration in Public Sector, by F. Gortner, (New York, 1977) P.120.
- <sup>5</sup> Ibid., P. 1.

## CHAPTER IV

### CONCLUSIONS AND RECOMMENDATIONS

This paper has examined the effects of the implementation of the National Policy on Education on Otukpo Community College and has identified that the take-over of the College by the Benue State government, which resulted in inadequate funding, had adverse effects on the students' performances at the GCE examinations conducted by the West African Examinations Council. The take-over also created strained relationship between the college and the community in which the college is situated. After the take-over, the facilities in the college had proved inadequate and could not cope with students' population in the college. Teachers' salaries were not paid on time, subsequently leading to low-morale among the teachers which affected effective performance of their jobs.

The other factor that affected the effective implementation of the policy was the corrupt practices of the members of the Purchases Committee who awarded contracts to themselves instead of qualified and competent contractors who could execute the contracts. The result of their action was lack of college materials like books, equipment and laboratory chemicals in Otukpo Community College with which the students could conduct their laboratory experiments. Late disbursement of funds by the Federal Government to the State Government, the

argument between the Federal Ministry of Education and the Federal Ministry of Finance as to which of the two ministries should be responsible for disbursing funds to the state governments and the uncertainty of the actual amount of money each state was entitled to for implementing the policy affected the implementation of the policy. The time lag between the governor's decision to implement the policy and the date he wanted the program to commence was too short for any realistic planning to be carried out. This time lag led to inadequate planning that resulted in the enormous increase in the student population in the college subsequently leading to the inadequate facilities to cope with the students' population in the college. The decision to implement the policy did not include interest groups like the Nigerian Union of Teachers and the missionaries and the individuals whose schools were taken-over.

The major lesson to be learnt from the implementation of the policy was the need for systematic planning and plan implementation. The implementation did not take into consideration the inherent weaknesses in the educational system such as the ability to finance the program which was one of the major constraints to the success of the innovation.

### Specific Recommendations

The purpose of embarking on the take-over of the non-government owned institutions in the state by the Benue State Government was to create a uniform standards and to streamline the exploitative fees charged in those private colleges. These actions were aimed at democratising education so that people have equal opportunity to educational facilities. This paper, however, had adduced evidence that the implementation of the policy created problems of inadequate funding on Otukpo Community College due to ineffective planning before the implementation of the policy. The resultant effects were inadequate facilities in the college, non-payment of teachers' salaries on time and low-morale of the teaching force which affected the students' performances in their examinations.

As the financial position of the government remains acute, this paper would recommend that the school is returned to the community to control and manage. The government should continue to aid the college financially without involving itself in the direct administration of the college. This recommendation is appropriate in view of the fact that before the take-over of the college, the college was doing excellently well in her examinations. The current students in the college should be allowed to graduate to enable them to complete their secondary school education.

Subsequent admission into the college should be guided by the available resources with which to run the administration of the college.

The students' annual intake should be decreased from 200 students to 50 students to enable the existing facilities and resources cope adequately as it was the case before the take-over of the college. Payment of school and boarding fees should be reintroduced in the college. This will enable more money to be made available to the college to run its administration.

Even though, this paper is recommending the return to the previous system before the enunciation of the National Policy on Education, the paper recognizes that the policy was aimed at democratising educational opportunities for all Nigerian citizens to attain certain level of educational qualifications. However, the problems enumerated in this paper relating to the level of funding, lack of adequate planning and the difficulties of implementation due to the dearth of qualified personnel seemed to indicate that a public educational policy of the scope desired by this policy cannot be effectively implemented at the present time. However, if improvement could be made in these areas of problems enumerated above, the program could be gradually reintroduced on a lesser scale using systematic planning and plan implementation as basis for reintroducing the policy.

The problem of corrupt practices in the award of contracts by the members of the Purchases Committee, which was detrimental to the effective implementation of the policy should be investigated. The accounts of the Committee for the period of 1980-82 should be audited by the Audit Department of the state government. To improve the processes of policy formulation and implementation, the staff of the Administrative and Planning Unit should be strengthened with officers with relevant training, backgrounds and experience. A relevant administrative training program like the Post-Graduate Diploma in Public Administration run by the Ahmadu Bello University, Zaria, Nigeria, should serve this need.

No system of education can achieve its specified goals in the absence of proper planning, efficient administration and adequate financing. School systems, and consequently their management and day-to-day administration, should grow out of the life and social ethos of the community which they serve; consequently, the administrative machinery for the Benue state educational system should be based on the following principles; there should be intimate and direct participation and involvement at the local level in the administration and management of local schools instead of government taking the direct control of community colleges. There should be an effective lines of communication between

the local community and the state and its machinery for policy formulation and implementation.

In implementing future policies, the Benue state government should involve those who are likely to be the implementers of its policies in the processes of decision-making and formulation. Public participation should be encouraged as people who are to be immediately affected by social services become mutually involved with the professionals in the definition of policies, it is likely that each group will increase its commitment to implementing the results of the joint efforts. In the implementation of the policy, the Benue state government should have involved the various organizations in the state that provide educational services. For future guidance, in policy execution in the state, there should be enough consultation with the people affected by the policy if the implementation of such policy is likely to affect private property ownership and appropriate compensation should be paid to affected persons or organizations.

## Appendix I

SUMMARY OF SCHOOLS BY FOUNDERS.

		NO.
GOVERNMENT	=	41
MISSIONS -		
R.C.M.	= 15	
N.A.S.T.	= 5	
Methodist	= 4	28
Q.I.M.	= 2	
C.M.E.	= 1	
Anglican	= 1	
COMMUNITY AND PRIVATE	=	26
TOTAL	=	<u>95</u>
GOVERNMENT PROPRIETORSHIP	=	41
STATE SCHOOLS BOARD PROPRIETORSHIP	=	<u>54</u>
		<u>95</u>

L.G.A. = Local Government Authority

M = Male

F = Female

MF = Male and Female



## SELECTED BIBLIOGRAPHY

### A: BOOKS

- Raymond, A. B. The Study of Policy Formation, Macmillan Publishing., Inc., New York, 1968.
- Wildavsky, A. Speaking Truth To Power: The Art and Craft of Policy Analysis. Little, Brown A nd Co. Boston, 1977.
- Dror, Yehezkel. Public Policymaking Reexamined. Chandler Publishing Company, New York, 1968.
- Onyejekwe, O. The Military in Economic and Social Development. Cambridge, 1981.
- Rotchild, and Curry. Scarcity, Choice and Public Policy in Middle Africa. University of California Press, Berkeley, 1978.
- Callaway A, and Musone A. Financing of Education in Nigeria, UNESCO International Institute for Educational Planning, 1968.
- Harold, F. Gortner. Administration in the Public Sector. John Wiley and Sons, New York, 1982.
- Fredrick, S. L. Current Issues in Public Administration. St. Martin's Press, New York, 1982.
- Walter, E.N. Classics of Organizational Behavior. Moore Publishing Co. Inc. Illinois, 1978.

### B: Newspapers

- Daily Times (Nigeria) Ltd., Nigerian Business week, Lagos.
- The Benue State Publishing Corporation, Nigerian Voice, Makurdi

### C: Government Publications

- Federal Republic of Nigeria, 1963 Constitution, Lagos, Directorate of Information, Federal Ministry of Information.
- Ministry of Education, Statistical Review of Education, Benue State, Makurdi, Nigeria.