

Education and emancipation, educational policies and «de-emancipation»: A history of the Nigerian education system from 1914 to 2014

Grace Oluremi Akanbi

e-mail: ayo4remi@gmail.com

Emmanuel Alayande College of Education. Nigeria

Alice Arinlade Jekayinfa

e-mail: jekayinfa.aa@unilorin.edu.ng

University of Ilorin. Nigeria

Abstract: Nigeria as a nation came into being in the year 1914 through the amalgamation of the Southern and Northern Protectorates by Sir Frederick Lugard. After this amalgamation, and prior to independence, there was no education policy clearly defined by the colonial government; instead, several educational ordinances were promulgated. However, the 1920 Phelps-Stokes Commission awakened the colonial government to the need for improvement. The 1951 regionalisation of education laws that later emerged and their implementation also focused on mass literacy and theoretical education. The exposure to higher education by few Nigerians, however, led to the agitation for independence, which was eventually granted on October 1, 1960. The independence invested Nigerians with the right to take their destiny into their own hands, including the formulation of education policies for the total emancipation of the citizenry. Hence, the 6-3-3-4 system emerged, and the first National Policy on Education (NPE) was officially published in 1977. Unfortunately, the lack of proper implementation of these education policies has continued to «de-emancipate» the citizens of Nigeria. Although the present administration is encouraging patronage of 'Made in Nigeria' goods, much still needs to be done to improve education policies, especially in the conceptual framework of functional education. This research is historical, and a historical method was therefore adopted, using both primary and secondary sources of information. Several recommendations are made, including that there is the need for a total overhaul of the Nigeria education system to accommodate effective implementation of policies and monitoring mechanisms for more dynamic and functional education.

Keywords: Education; Emancipation; «De-emancipation»; Educational Policy; National Policy on Education; Functional Education.

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1. Introduction

Education is an instrument of stability as well as an instrument of change (Naibi, 1972). That is why it was stated in the National Policy on Education (NPE) that «education shall continue to be highly rated in the national development plans because education is the most important instrument of change; any fundamental change in the intellectual and social outlook of any society has to be preceded by an educational revolution» (FRN, 2004, p. 3). This implies that no nation or people can have meaningful development without paying proper attention to its education. This was the case with Nigeria when it got her independence on 1 October, 1960. The onus lied on its citizens to decolonize all processes including education and people's mentality. True to their determination to be independent on all fronts, a national curriculum conference was organized to fashion out what the contents of education for Nigerians should look like. More importantly, education that would meet the needs and aspirations of the people must be given to them. The curriculum conference culminated into the National Policy on Education (NPE), which was first published in 1977. Though the policy was revised in 1981, 1998, 2004, 2008 and 2013, the implementation strategies were not properly monitored; especially in this time that technology has taken over education all over the world - processes, production, input, and output. Okebukola (2015) lamented that Nigeria keeps advancing in post-independence age yet largely stunted in the education delivery system. He observed further that after 55 years of independence, (even up till now) «the education sector is parlous with its report card laden with red marks with a sprinkle of blue». This is why there is the need for frequent overhauling of education, which was left undone for several years, both in content and process as no society is static. Unfortunately, the reforms that have been done were tagged «reforming without impactful reforms» by Okebukola (2015) because they have been driven largely by politics and lack consistency.

Most nations have focused on the acquisition of technological skills for their citizens, especially in the area of making available goods and services that would enhance a more comfortable life. Unfortunately, the mentality of the people has not been totally decolonized through effective education; leading to the preference for goods made from the countries of formal colonial masters. In other words, it is a process of de-emancipation; people preferring and depending on imported goods and services than made in Nigeria products just because the education system has failed to produce enough skilled men and women. This has eaten deep into the economy and has therefore made it imperative for the government to embark on campaigning for the patronage of made in Nigeria goods. But this can only work out if there is adequate provision of necessary infrastructure, proper monitoring of the implementation of policies to conform to global best practices with necessary skills taught and acquired from our schools, colleges, and universities. This paper cannot do an in-depth analysis of all that is happening in the implementation of the educational policies for each level of education, but it will attempt a summary of how education policies have fared generally and how they have led to de-emancipation. Therefore, it will:

- define education;
- give an operational definition of de-emancipation in the light of policy implementation;
- examine Nigeria's Philosophy and Goals of Education in the NPE;
- give an explanation on the 6-3-3-4 Structure of Nigeria's Educational Policy;
- focus the issue of policy implementation for emancipation; and
- discuss the way forward.

It is hoped that the findings of this research will spur stakeholders to focus on the issue of relevance and functionalism in education.

2. Nigeria: Brief historical background

A short historical background of Nigeria becomes necessary in this paper for the purpose of those who may have interest in reading it but are not familiar with its history. Nigeria, a vast and diverse country, is a federation of 36 states with a Federal Capital Territory. It lies in the tropics, between latitude 4° and 14° north and between longitude 2°50' and 14°20' east. It is located on the West Coast of Africa, bordered by the Atlantic Ocean and four countries, namely, Cameroon to the East, Benin Republic to the west, Chad to the North East and Niger to the North. It occupies an area of 923,768 square kilometers (356,669 square miles) and its main rivers are the Niger and Benue. (Taiwo, 1980; Central Intelligence Agency-CIA, US, 2018). According to the United States Bureau of African Affairs (2018, p. 1), «Nigeria is the largest economy and most populous country in Africa with an estimated population of more than 180 million, which is expected to grow to 400 million by 2050 and become the third most populous country in the world after China and India». It is made up of nearly 250 cultural and linguistic groups, of which the largest are the Hausa, the Ibo and the Yoruba (Taiwo, 1980; infoplease.com). Although Nigeria consists of many ethnic groups and societies, each with its own culture and tradition, traditionally, they all have common educational aims and objectives. But methods differ from place to place, chiefly because of social, economic and geographical imperatives.

The two main religions of the people are Christianity and Islam, which are based on different cultures. It has varied vegetation belts from the rainforest of the south to the dry savannah of the north and it is an agricultural country producing a variety of cash and food crops. Obaje (2009) also submitted that Nigeria has variety of mineral resources and listed thirty-four (34) of them as consisting iron ore, gold, diamond, chromite/nickel, uranium, copper, gemstone, talc/asbestos, mica, manganese, kyanite, silver, bismuth, cassiterite, columbite, tantalite, wolframite, magnetite, molybdenum, rutile, lead/zinc, marble, ilmenite, gypsum, limestone, clay/kaolin, bentonite, barite, phosphate, glass sand, salt, tin, coal, diatomite, bitumen/tar sand, the major being oil, which has boosted the economy for the past fifty (50) years.

According to a *Synthesis Report* by the Federal Ministry of Education in 2007, prior to the era of British Colonization, the geographical space now known as Nigeria was home to independent contiguous nationalities, each of which had its distinctive political systems and machinery. The groups interacted with one another through

trade and commerce, as well as diplomacy. The British, through a combination of wars, treaties, trade agreements, and territorial mergers occupied most of the country (divided into the Protectorates of Northern and Southern Nigeria) by the beginning of the twentieth century. For ease of control, the two protectorates were amalgamated in 1914 and became known as Colony and Protectorate of Nigeria under Frederick Lord Lugard.

The post amalgamation years brought to the fore the visible disparity in education between the North and the South; with Qur'anic schools booming in the North and western education expanding in the South. According to Fafunwa (1974), by the time of amalgamation, there were four major educational issues that affected educational development in Nigeria for over sixty (60) years namely:

1. Uneven distribution of schools in Southern and Northern Nigeria.
2. Dual control of education by the mission and the government (including native administration).
3. The educational gap between Northern and Southern Nigeria due to geographical and religious problems.
4. Intensive rivalry among Christian missions (Fafunwa, 1974, p. 110).

At this period, the colonial government, the native administration and the various missions were responsible for the administration of education. This period witnessed unnecessary rivalry and battle for supremacy and each group focused on personal benefits.

Education before independence was administered through the use of education ordinances and education laws. These ordinances include 1882, 1887, 1916, 1926, 1948 and 1952 Educational ordinances and Regional Laws of 1954. «The Richard Constitution of 1946», according to Osokoya (1987, p. 16), «started to put Nigeria firmly on the path to political independence. It was this constitution that divided Nigeria into three regional administrative units – West, East and North. The 1951 Macpherson's constitution, then, gave each region power to legislate and make laws on education, health, agriculture and local government within the boundaries of its region. This constitutional provision led to the division of education department into three parallel departments, to reflect the three regions. Each region thereafter had a Regional Director of Education. The creation of three regions (Eastern, Western and Northern) in the country, led to the promulgation of the 1952 Education Ordinance which empowered each of the regions to develop its educational policies and systems (Taiwo, 1980; Fafunwa, 2004) and the Colonial Education Board was abolished. Nationalist pressures paid off towards the end of that decade with the granting of self-government to the Eastern and western regions in 1957, to the Northern region in 1959, and finally political independence on October 1, 1960. From three regions at Independence in 1960, and later four with the creation of Mid-West region in 1963, the regional structure gave way to 12 states in 1967, 19 in 1976, 21 in 1987, 30 in 1991, and finally to 36 states (and a Federal Capital Territory) by 1996, as shown in fig.1.

Figure 1: Administrative Map of Nigeria



Source: <http://www.nationsonline.org/oneworld/map/nigeria-administrative-map.htm>

Each state is divided into a number of local governments, of which there are a total of 774 in the entire federation of Nigeria.

The US Department of African Affairs noted that, «the restoration of democratic rule on May 29, 1999, and the commencement of the Fourth Republic signalled Nigeria’s march towards an enduring and sustainable democracy». Also, the post-1999 period has been characterized by a series of far-reaching socio-economic reforms and a systematic approach to restoring order in the polity by the strengthening of democratic institutions, including education, as a major engine of socio-economic development.

3. What is Education?

Education is a concept that does not lend itself to a clear-cut definition. This is because it is a lifelong process, starting before we begin school and ongoing for life. Its definition may also differ depending on the perspectives of those who are trying to define it. Awolowo (1963), quoted by Gbadegesin (2010, p. 10) defined education as «that process of physical and mental culture whereby a man’s personality is developed to the fullest» as he identified literacy as the foundation on which an edifice of sound education may be built. Drawing distinction between education

and literacy, Gbadegesin (2010, p. 11) submitted that «while literacy is an important aspect of education, it is not its equivalence and it may jeopardize the object of true education, which is the full development of the entire personality of a human being». In consonance with the submission above, Ryan and Cooper (2013, p. 28) defined education as «a process of human growth by which one gains greater understanding and control over oneself and one's world. It involves our minds, our bodies, and our relations with the people and the world around us», and, it is characterized by continuous development and change, much more open-ended and all-inclusive than schooling, and, it includes both the formal and informal learning.

However, contrary to what Gbadegesin (2010) and Ryan and Cooper (2013) see education to be, Nigerian educational policy seem to have focused more on literacy than on the real education. In other words, the implementation of the academic content of educational policies in Nigeria has not focused on the full development of the entire personality of the recipients or helped them to gain greater understanding and control over themselves and their world. Western education in Nigeria for a very long time has been theoretical, and in the opinion of Osokoya (2016), the Western education brought by the missionaries during the colonial era with the curriculum – reading, writing, and arithmetic failed to meet the needs, yearnings and aspirations of the recipients. It was geared towards producing white-collar job seekers in an agrarian environment, thereby making it difficult for the learners to gain greater understanding and control over themselves and their world that is very dynamic. Eventually, when the colonial government showed interest in education, it further entrenched production of messengers to the white masters and clerks in the colonial government administration. This may be responsible in part, why many young adults are searching for white-collar jobs instead of entrepreneurial-based jobs. Apparently and recently too, the Nigerian government is becoming aware of this de-emancipating role of educational policies through poor implementation and is taking steps to make educational policy more robust. If this is achieved then Bill Clinton's description of education as; «the bedrock of the economic, political, sociological, and human resources development of any nation» as quoted by Akinwumi (2010) will then become true of Nigeria.

4. Operational Definition of De-emancipation

Emancipation is defined as «the act of freeing or state of being freed; liberation; freedom from inhibition and convention» (Memidex dictionary www.dictionary.com). The legal dictionary also defined it as «The act or process by which a person is liberated from the authority and control of another person». Further explanation given to emancipation by the legal dictionary could then be juxtaposed and employed to describe the process of Nigeria's emancipation in this discourse.

The term is primarily employed in regard to the release of a minor by his or her parents, which entails a complete relinquishment of the right to the care, custody, and earnings of such child, and a repudiation of parental (colonial) obligations. The emancipation may be express – pursuant to a voluntary agreement between parent and child – or implied from conduct that denotes consent. It may be absolute or conditional, total or partial. A partial emancipation

disengages a child for only a portion of the period of minority, or from only a particular aspect of the parent's rights or duties. legal-dictionary.com (2017).

The process described above could be likened to the case of Nigeria on 1 October, 1960 when she got her independence from Britain through the struggle of nationalists. Through education, the racial discrimination in the colonial system stimulated national consciousness as traditional rulers and elites were dissatisfied with these policies. Also, Nigerian students abroad organised themselves into groups; one of such is the popular West African Students Union (WASU) founded in 1925 by Ladipo Solanke (Ubaku, Emeh & Anyikwa, 2014). This turned out to be partial because there was no total decolonization of the mentality of the people and the academic content of the curriculum. Notable also is the fact the educational policies that have emerged since independence have not been properly implemented to fully emancipate the country and its people. Gradually, this has led to what is referred to in this paper as de-emancipation as there is still no «complete relinquishment of the right to the care, custody, and earnings of Nigeria and a repudiation of colonial obligations» (legal-dictionary.com) after independence and the supposed emancipation. Agreeing with Fafunwa (1974), Jayeola-Omoyeni and Omoyeni (2016, p. 8) submitted that:

Though far-reaching opinions were considered as to the future of Nigerian education, no efforts were considered to promote industrial education at the secondary school level. Ordinarily, if the European masters for their personal reasons did not encourage Nigerians to be an industrial nation during their colonial rule, how about when Nigerians were governing themselves?

The implication of this, therefore, is the total overhauling of Nigerian education policies is imperative to attain the status of full emancipation in Nigeria.

5. Philosophy and Goals of Education in Nigeria's National Policy on Education

The five main national goals of Nigeria, which have been endorsed as the necessary foundation for the national policy on education, are the building of:

- a. a free and democratic society;
- b. a just and egalitarian society;
- c. a united, strong and self-reliant nation;
- d. a great and dynamic economy;
- e. a land full of bright opportunities for all citizens (FRN, 2013).

Derived from the above national goals are the Nigeria's philosophy and goals of education as presented in Table 1 for quick perusal. They are the outcome of the 1969 curriculum conference and seminar on NPE in June 1973. The philosophy and goals of education since independence seem not to have changed drastically to keep in touch with the current trend of functionalism in education, though it was

mentioned in the philosophy. This reflects the observation of Akinpelu (2005, p. 161) on the last seminar on NPE in June 1973 that:

... both in its present practice, and in its future probable trends ... the Nigerian philosophy of education is essentially evolutionary (rather than revolutionary), and to that extent makes it less easy to attain comprehensiveness, coherence, and integration among its component parts, to realise the five national objectives spelt out in the Second National Development Plan, and to operate the system efficiently and effectively.

Though it has been clearly stated in Nigeria's philosophy of education that there is the need for functional education for the promotion of a progressive united Nigeria, and school programmes need to be relevant, practical and comprehensive; while interest and ability should determine individual's direction in education, what is on ground has not tended towards this philosophy.

Table 1: Nigeria's Philosophy and Goals of Education

	National Policy on Education 1998 Edition - Section 1, paragraph 4, p. 6	National Policy on Education 2004 Edition - Section 1, paragraph 4, p.1	National Policy on Education 2013 Edition - Section 1, paragraph 3, p.13
Nigeria's Philosophy of Education	(a) Education is an instrument for national development, to this end, the formulation of ideas, their integration for national development, and the interaction of persons and ideas are all aspects of education. (b) Education fosters the worth and development of the individual, for each individual's sake, and for the general development of the society. (c) There is the need for equality of educational opportunities to all Nigerian children, irrespective of any real or imagined disabilities each according to his or her ability (d) There is the need for functional education for the promotion of a progressive united Nigeria; to this end, school programmes need to be relevant, practical and comprehensive; while interest and ability should determine an individual's direction in education	(a) Education is an instrument for national development, to this end, the formulation of ideas, their integration for national development, and the interaction of persons and ideas are all aspects of education. (b) Education fosters the worth and development of the individual, for each individual's sake, and for the general development of the society. (c) There is the need for equality of educational opportunities to all Nigerian children, irrespective of any real or imagined disabilities each according to his or her ability (d) There is the need for functional education for the promotion of a progressive united Nigeria; to this end, school programmes need to be relevant, practical and comprehensive; while interest and ability should determine an individual's direction in education	(a) Education is an instrument for national development and social change (b) Education is vital for the promotion of a progressive and united Nigeria; (c) Education maximizes the creative potentials and skills of the individual for self-fulfillment and general development of the society; (d) Education is compulsory and a right of every Nigerian irrespective of gender, social status, religion, ethnic background and any peculiar individual challenges; and (e) Education is to be qualitative, comprehensive, functional and relevant to the needs of the society.

	Section 1, paragraph 7, p. 6	Section 1, paragraph 7, p. 2	Section 1, paragraph 6, p. 14
Goals of Education	(a) The inculcation of national consciousness and national unity; (b) The inculcation of the right type of values and attitudes for the survival of the individual and the Nigerian society; (c) The training of the mind in the understanding of the world around; and (d) The acquisition of appropriate skills and the development of mental, physical and social abilities and competencies as equipment for the individual to live in and contribute to the development of his society	(a) The inculcation of national consciousness and national unity; (b) The inculcation of the right type of values and attitudes for the survival of the individual and the Nigerian society; (c) The training of the mind in the understanding of the world around; and (d) The acquisition of appropriate skills and the development of mental, physical and social abilities and competencies as equipment for the individual to live in and contribute to the development of his society	(a) Development of the individual into a morally sound, patriotic and effective citizen; (b) Total integration of the individual into the immediate community, the Nigerian society, and the world; (c) Provision of equal access to qualitative educational opportunities for all citizens at all levels of education, within and outside the formal school system; (d) Inculcation of national consciousness, values and national unity; and (e) Development of appropriate skills, mental, physical, and social abilities and competencies to empower the individual to live in and contribute positively to the society.

Sources: National Policy on Education - 1998, 2004 & 2013 Editions

Reading through the goals and philosophy of education as enunciated in the policy, one could see that nothing much has changed. For a period of seven years (1998-2004), nothing has reflected development in the world of education globally. Also, the goals that were reviewed in the 2013 edition, especially goal (e), have not been reflected generally in the education policy implementation.

6. The 6-3-3-4 and 9-3-4 Structure: Policies for De-emancipation?

DaSylva (2010) traced the history of the 6-3-3-4 structure of Nigeria’s education system to 8th September 1969 when the then Federal Commissioner for Education inaugurated the conference that formulated the structure. When the structure was arrived at, it was conceived as an instrument of national unity and designed to inject functional technology-based education into the Nigerian school system. In all the earlier editions of NPE before 2004, what the structure stands for is that the first six years of schooling will be for primary education, three years of junior secondary education; three years of senior secondary education; and, four years of tertiary education. However, the year 2004 edition of the NPE redefined the structure to 9 years of basic education; comprising 6 years of primary school education and 3 years of junior secondary education as basic education for all when it stated in section 3 paragraph 15 that; «basic education shall be of 9-year duration comprising

6 years of primary education and 3 years of junior secondary education. It shall be free and compulsory». The 2013 edition elaborated further by including Early Childhood Education (4years) and Kindergarten Education (1-year) before primary education. According to Obioma (2013), reasons for the 2013 edition was informed by specific needs, some of which are to:

- a) situate the education sector within the overall context of government's reform agenda enunciated in the National Economic Empowerment and Development Strategy (NEEDS);
- b) reposition the Nigerian education sector to effectively meet the challenges of EFA initiative, MDGs, and NEEDS;
- c) improve and refocus education quality and service delivery for the accelerated attainment of NEEDS goals of social and economic transformation, wealth creation, poverty reduction, employment generation and value reorientation, as well as meet the ideals of the Transformation Agenda of the (then) President of the Federal Republic of Nigeria;
- d) reflect the National Vision of attaining global economic relevance by 2020, Roadmap for the Development of the Education Sector (2011-2015) and the government's white paper on the report of the Presidential Task Team on Education.

Although the reasons above seem to be genuine and are laudable, the crux of the matter is the implementation, monitoring, and evaluation which has been lacking in the system. In the opinion of DaSylva (2010), the policy was brilliant, but the implementation was woeful. Shittu (2010) also agreed that there is a need for checks and balances by regular and effective supervision and inspection for the education industry to carry out its function of developing quality human capital. Shittu further observed that the inadequate number of inspectors, inadequate funds for inspection, poor transportation facilities, and, low quality of personnel recruited into the inspectorate are some of the problems in the implementation of the policy for functional education. There is the need for possession of good academic qualifications, specialised skills and well-established staff development programmes for the inspectors to keep pace with the changes in the education sector. Regrettably, how do you get good results from monitoring where a lawyer is the commissioner for education?

Akinpelu (2005, p. 161) submitted that «a dispassionate examination of the Nigerian educational scene will reveal a considerable degree of discontinuity, jarring inconsistency and disharmony» characterized as «educational disjunctivitis» (quoting Freeman-Butts, 1969). The effect of this is that few entrepreneurs are produced and they are unable to meet demands for good quality products. Therefore, goods and services from our former colonial masters are now preferred, and several university graduates that are being turned out are unemployable or cannot have a job of their own because they lack the right skills needed to perform tasks required in their chosen fields. Some that are lucky to get jobs are accused of not being able to exhibit adequate and relevant skills in their purported fields of study because «the school curriculum emphasises more on the cognitive domain and pays little or no attention

to the psychomotor and the affective domains» (Innocent-Ene, 2008, p. 243). This implies that the education they acquired did not develop their entire personality. Ajayi (2016, p. 492), quoting the President and Chairman of the Chartered Institute of Personnel Management (CIPM) in an interview granted in the Guardian Newspaper, supported his opinion that:

Products of our various institutions sometimes can be theoretically strong but lacking in what I'll call usable skills, unlike what you'll find working abroad where right from school, the focus of the teaching is an end in mind. The curriculum there is already tailored in such a way that the end aim is kept in focus because you are not just there for the sake of learning. You are there so that you can use what you have learnt in the workplace. It is completely different for us. The take is «come and learn and just pass the exam.

The deficiency has to be managed by employers to the extent that organizations that recruit the university graduates have to embark on retraining them to bridge the gap in the following areas:

- Information;
- Communication technology;
- Writing skill;
- Application of modern equipment;
- Record keeping;
- Communication skills;
- General knowledge;
- Knowledge of job;
- Attitude to work;
- Practical application;
- Supervisory skills;
- Information technology;
- Analytical skills;
- Ability to trace faults;
- Technical judgment;
- Basic research and data gathering;
- Knowledge of the right tools;
- Economy in the use of time; and
- Skilful use of tools (Federal Ministry of Education, 2005, p. 40).

The reason for this situation may not be far-fetched; «there is the growth of a culture of frequent policy summersaults - frequent changes in policy directions that simply disrupt the smooth flow of educational service delivery» (FRN, 2011, p. 30). More importantly, truncating effective policy implementation and leading to non-actualisation of the policy goals. The goals of education in Nigeria as documented in the NPE surely need more emphasis on the aspect of curriculum contents in relation to functionalism so as to produce educated citizens that will fix themselves into in a dynamic society. It is obvious that rather than emancipating Nigeria, the

implementation of educational policies is de-emancipating Nigeria, because they are well written on paper but not properly implemented because there is no goodwill (on the part of the government and its agents) to do so. We may ask ourselves why Africans generally excel abroad in their various chosen fields. The answer may not be far-fetched; secured and enabling environment and functional education. Akinwumi's (2010) observation that: «a well-paid university teacher without adequate research facilities and grants is as deprived as a secondary school teacher who receives a good salary without a well-equipped laboratory to teach pronunciation or to teach how to perform experiment» would, therefore, be relevant to sum up the scenario in the policy implementation in the education sector in Nigeria.

7. Education Policy for True Emancipation

It was stated categorically in the introduction to the 4th edition of the NPE that, the edition was necessitated by some policy innovations and changes, and the need to update the 3rd edition. Notable among the included innovations and changes are paragraphs 113-117. These so-called innovations are highlighted and discussed to see the extent of the implementation and the implication on emancipation (paragraph 113-117),

113. The Federal Government shall prescribe the minimum standards of education at all levels;

(a) In this regard:

i. in pre-primary schools, there shall not be more than 20 pupils to a teacher and a helper (assistant)

ii. in primary and secondary schools, there shall not be more than 35 and 40 pupils respectively in a class.

iii. In technical and vocational colleges, there shall not be more than 20 pupils for practical work.

(b) primary, post-primary and tertiary education shall be the responsibility of the local, state and federal governments.

(c) Education boards or similar authorities shall be responsible for the management of schools and appointment, posting, and discipline of teachers within defined areas of authority (FGN, 2004, p. 53)

It should be noted that since 2004 till now, in the public schools, Nigeria has not attained the pupil-teacher ratio of 20, 35 and 40 in the pre-primary, primary and secondary schools respectively. Instead, what we see is overcrowded classes mostly in the public schools located in urban areas. In city centres, children are even up to 100 in a class in the junior secondary schools. The technical and vocational colleges are not available in adequate numbers to cater for those who are unable to continue to the senior secondary schools. Though Education Boards or similar authorities are responsible for the management of schools to some extent, appointment, posting, and discipline of teachers have been highly politicized. There are several cases of putting round pegs in square holes thus disallowing quality teaching and learning in schools.

114. Special and adequate inducement shall be provided for teachers in rural areas to make them stay on their jobs (p. 53).

Contrary to this paragraph, no incentive has been packaged for teachers in the rural areas. The «connected» teachers are found in the public schools in urban areas while those who have no godfathers are posted to remote villages. Unfortunately, those who found themselves in rural schools are known to have devised a method of rotating when to go to school because of poor transportation, poor basic amenities and deficient basic infrastructures which characterized rural areas they are posted to serve. So, the pupils in the rural areas end up receiving «half-education» which sometimes is worse than illiteracy and can only lead to de-emancipation. Sekoni's (2016, p. 5) submission that «an education policy that manifests reluctance on the part of the states and local governments to provide equal learning conditions to students in the public school system needs to be reviewed and changed» should, therefore, be in focus. Paragraph 115-117 of the policy highlighted monitoring and maintenance of minimum standards:

115. Government shall establish efficient inspectorate services at federal, state and local government levels for monitoring and maintaining minimum standards at all levels of education below the tertiary level.

116. State Ministries of Education and Local Education Authorities in collaboration with the Federal Inspectorate Services shall be responsible for the organization of supervision and inspection of all educational institutions under their jurisdiction.

117. The inspectorate services shall operate as an autonomous body supervised by the Minister/Commissioner for Education as may be appropriate.

Monitoring and maintenance of minimum standards could not work in an atmosphere of non-payment of salaries of teachers and other staff in the education sector. Sometimes schools, colleges, and universities are shut down for several months due to strike actions; and no learning can take place. Essential education for emancipation are given haphazardly when teachers eventually resume for work and maintaining standards becomes absolutely impossible. This is also responsible for brain drain as students who are financially capable always opted to study outside Nigeria. Coupled with this is the existence of several bodies and parastatals in the education sector with overlapping functions at times, making it difficult to have a clear-cut demarcation of who does what. Listed below are some of the parastatals.

1. National Board for Educational Measurement (NBEM)
2. National Business and Technical Examination Board (NABTEB)
3. National Commission for Mass Literacy, Adult and Non-Formal Education (NMEC)
4. National Commission for Nomadic Education (NCNE)
5. National Commission for Colleges of Education (NCCE)
6. National Examinations Council (NECO)
7. National Universities Commission (NUC)

8. West African Examinations Council (WAEC)
9. Joint Admissions and Matriculation Board (JAMB)
10. National Teachers Institute (NTI)
11. Universal Basic Education Commission (UBEC)
12. Education Tax Fund (ETF)
13. National Institute for Nigerian Languages (NINLAN)
14. National Institute for Educational Planning and Administration (NIEPA)
15. Nigeria Educational Research and Development Council (NERDC)

Section 8, paragraph 69a & b of the 4th edition of NPE (FRN, 2004); and section 5 paragraph 91 a&b of the 6th edition of the policy (FRN, 2013) address university education. It stated that:

(a) A sizeable proportion of expenditure on university education shall be devoted to Science and Technology,

(b) Not less than 60% of places shall be allocated to science and science-oriented courses in the conventional universities and not less than 80% in the universities of technology and agriculture.

It could be noted that the statements above are lofty but what is on the ground is contrary to this policy. Budgetary allocation to education generally has not met the UNESCO (2014) prescription of 26% of the total annual national budget of any country. In Nigeria, and in recent times, the highest budgetary allocation to education has been 10.4% of the annual budget in the year 2006 to all levels of education, included also is the recurrent expenditure which gulped 77.7% of the allocation as shown in the table below. In fact, there is no year that recurrent expenditure did not exceed capital expenditure. The implication may be glaring; no enough fund for research and infrastructure.

Table 2: Percentages of Recurrent and Capital Expenditures Allocated to Education

Year	Recurrent (=N=Bn)	As % of allocation to education	Capital (=N=Bn)	As % of allocation to education	Total (=N=Bn)	As % of FGN annual budgets
2000	29.5	68.6	13.5	31.4	43.0	5.8%
2001	39.0	61.1	24.8	38.9	63.8	6.1%
2002	51.3	69.9	22.1	30.1	73.4	3.2%
2003	61.7	79.7	15.7	20.3	77.4	3.1%
2004	72.2	77.0	21.6	23.0	93.8	3.5%
2005	92.6	76.7	27.4	23.3	120.8	6.6%
2006	129.9	77.7	37.4	22.3	167.3	10.4%
2007	142.1	75.1	47.1	24.9	189.2	9.4%
2008	167.5	76.8	50.5	23.2	218.0	6.6%

2009	181.9	82.0	40.0	18.0	221.9	7.3%
2010	196.3	72.4	74.9	27.6	271.2	7.2%
2011	306.3	83.7	59.6	16.3	365.9	8.5%
2012	3,357.2	68.8	1,520.0	31.2	4,877.2	6.50%
2013	3,395.6	68.1	1,591.7	31.9	4,987.2	4.55%
2014	3,575.6	76.2	1,119.6	23.8	4,695.2	5.25%
2015	3,936.4	87.6	557.0	12.4	4,493.4	5.69%

Source: Adapted from the Statistics from Federal Budget Office Abuja, Nigeria

Unfortunately, too, revisions that have been done to the policies have not addressed «noticeable gaps in the contents and provisions that emerged in the course of implementation, maintain currency, relevance and to give adequate attention to new opportunities, issues and challenges» (Obioma, 2013, p. ix) properly in line with best global practices. The Presidential Task Team on Education set up by the Federal Republic of Nigeria (FRN, 2011) has rightly observed that:

There has been a growing trend to develop policy ideas almost exclusively at the federal level and then expect states to buy them. This has often been resisted by the states, who are often accused by federal authorities of constituting a cog in the wheels of reform and innovation. Education Agencies of both Federal and State governments have also adopted the practice of developing policy initiatives at the top level and then going on to «sensitize» the citizenry. This is a phenomenon that leads to policies being merely chanted, instead of being internalized by stakeholders (p. 30).

To effectively address the persistent gaps in education policy provisions and implementation in Nigeria expressed above, and to make it publicly owned, internalized and complied with by all, the process of the development of the 2013 edition of NPE, according to Obioma (2013), involved collective and wide consultations. This was coordinated by the Nigerian Educational Research and Development Council (NERDC) through the High-Level Policy Committee - comprising State Commissioners of Education/FCT Education Secretary, Directors in the Federal Ministry of Education and their parastatals, Professional bodies, International Development Partners and other relevant bodies. However, the crux of the matter is the willpower by the successive governments to firmly implement decisions from various committees that would lead to proper implementation of the contents of the academic curriculum in the policies. Hence, the educational policies have not affected total emancipation.

8. Conclusion and the Way Forward

As discussed earlier, it is obvious that education policies in Nigeria have not been properly implemented, monitored, and relevant in the dynamic world we

find ourselves. It has also failed in the total emancipation of Nigeria; rather, it has continued, in a subtle manner, to de-emancipate Nigerians. Should this continue without urgent attention to ameliorating the situation, we might soon become a colony to many nations. The opinion of Obanya (2004) that concerted efforts have to be made by Nigeria to overcome the educational deficits it has carried into the twenty-first century, should be seen as relevant. Therefore, it is imperative to focus overhauling of the education policy, monitor the implementation, evaluate the outcome, and make necessary adjustments and changes where necessary. Hence, education should mean «the enterprise of supplying the conditions which insure growth, or adequacy of life, irrespective of age» (Dewey, 2012, p. 57), and quality assurance should be embedded in all the processes.

Ojerinde (2011, p. 107) has rightly observed that «the drive for Science and Technology in the global world has changed the orientation and contents of the curricula in schools; Nigeria should therefore not be an exemption». Therefore, vocational and technical education should be emphasized and designed in a way that it will accommodate entrepreneurial training for effective achievement of the goal of a united, strong and self-reliant nation.

The challenge of infrastructure should be addressed urgently. In public schools, especially in the rural areas, pupils sit on the floor or are taught under trees. Most public schools do not have electricity; hence, no Information and Communication Technology (ICT) facilities are available to deliver education. This should be provided urgently so that pupils could acquire some necessary skills early enough. It is also necessary to make the school environment more secure for effective teaching and learning. Meaningful education takes place in a stable environment and an atmosphere that gives room for peace.

The curriculum across all levels of education should be made more innovative, current, relevant, and tailored towards the achievement of the national goals of education. Entrepreneurship education should emphasize more on practical rather than theory.

Quality of teachers is very important as no nation can rise above the level of its teachers. Teachers require the most comprehensive education and pedagogical training on «how to teach high-level curricula, otherwise, society's message to students would be to aim for academic adequacy, not academic excellence» (UNESCO, 1996, p. 37). They should be equipped and trained towards the application of theories to daily living, technological advancement and building of entrepreneurial skills and intentions on learners. Learners should be made to know what they can make out of what they are learning daily in the class in their future endeavours.

As earlier presented, section 5, paragraph 91b of the 6th edition of NPE (FRN, 2013), states that not less than 60% of places shall be allocated to science and science-oriented courses in the conventional universities and not less than 80% in the universities of technology and agriculture. This policy may encourage technological development and food sufficiency. However, admissions into all Nigerian universities since 2010, and 2012-2016, as reflected in JAMB statistics, have shown that what was proposed in the policy was not strictly adhered to; as the highest per cent of admissions into the Faculty of Science and all other science-related faculties was 52.84% in the year 2015.

Table 3: JAMB Admissions Statistics by Faculty

Faculty	2010	2010 (%)	2012	2012 (%)	2013	2013 (%)	2014	2014 (%)	2015	2015 (%)
Administration (Business & Public)	53640	18.72	42923	11.78	21669	8.25	30008	8.34	29938	7.79
Agriculture	6510	2.27	8914	2.45	15363	5.85	9033	2.51	10756	2.80
Arts/Humanities	23436	8.18	32250	8.85	27221	10.37	28385	7.89	24063	6.26
Education	16264	5.68	24648	6.76	37770	14.39	23130	6.43	26778	6.97
ENG/TECH/ENV. Design	40199	14.03	58875	16.16	31932	12.16	57521	16.00	62912	16.36
Law/Legal Studies	18836	6.57	380	0.10	8148	3.10	21043	5.85	23983	6.24
Medicine	22545	7.87	54759	15.03	20940	7.98	58344	16.22	63850	16.61
Sciences	49782	17.37	64206	17.62	52111	19.85	60061	16.70	65605	17.06
Social Sciences	55361	19.32	77471	21.26	47356	18.04	72074	20.04	76557	19.91
Total	286573		364426		262510		359599		384442	
Total % Science & Science related faculties		41.54		51.25		45.8		51.43		52.84

Source: jamb.gov.ng/statistics.aspx

The principles of African traditional education, functionalism and others, should be brought to bear on modern educational policies. The apprenticeship system could be modernized to make students learn practical skills that will make them to be self-reliant. By so doing, there wouldn't be a sharp departure from our socio-cultural value, but a gradual blending in line with global changes. The authors also want to agree with the CIA that «Nigeria needs to harness the potential of its burgeoning youth population in order to boost economic development, reduce widespread poverty, and channel large numbers of unemployed youth into productive activities».

Adequate funding of the education sector is germane, if truly Nigeria wants to make her education relevant and functional. The budgetary allocation to the education sector should increase tremendously to facilitate content and process upgrade of education. Most of the equipment and material needed to teach students towards practical orientation are not readily available, right from elementary to the uppermost level of education in Nigeria. This could be traced to inadequate funding of education. Therefore, the public and private partnership in education is ripe for activation for meaningful progress in the effective implementation of educational policies in Nigeria.

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