



**FEDERAL REPUBLIC OF NIGERIA**

**IN COLLABORATION WITH**

**INTERNATIONAL LABOUR ORGANISATION (ILO)  
ACTION PROGRAMME ON EDUCATION, 2004-2005**

**TEACHERS FOR THE FUTURE: MEETING TEACHER  
SHORTAGES TO ACHIEVE EDUCATION FOR ALL**

**NATIONAL POLICY BRIEF, NIGERIA**

## Members of the National Steering Group (Nigeria)

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2.	Dr. (Mrs.) Timiebi A. Koripamo-Agary	FMEL & P	Vice Chair I
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4.	Mrs. E. O. Oga	FME	Member
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6.	Mr. Onah G. Uche	EFA/FME	Member
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8.	Miss Omorefe Aimiuwu	FMEL & P	Member
9.	Mr. Johnny O. Okoronkwo	FMEL & P	Member
10.	Dr. Moses O. Ojo	NCCE	Member
11.	Mal. Wada Zakari	UBEC	Member
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13.	Comrade Adams N. Zakari	NUT	Member
14.	Comrade Moses M. Attah	NUT	Member
15.	Mrs. E. N. Ekpunobi	NTI	Member
16.	Mr. Ahmadu Sanda	ILO	Member
17.	Dr. (Mrs.) Iyabo Fagbulu	UNESCO	Member
18.	Mrs. Faith I Akinnola	UNESCO	Member
19.	Dr. (Mrs.) Aminata H. Maiga	UNICEF	Member
20.	Dr. Samuel W. Aluwong	NCCE	Member/Secretary

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# Executive Summary

## Introduction

Surveys on teacher need by ILO and UNESCO in 2002 showed a steady increase in the number of teachers since 1990. This notwithstanding, the surveys further revealed that teaching still remained unattractive. As a result of this finding, among others, the Governing Body of the International Labour Office, at its 286th Session (March 2003) adopted a sectoral activities programme tagged "Action Programme on Education, 2004 - 2005, Teachers for the Future: Meeting Teacher Shortages to Achieve Education for All (EFA)". A conceptual framework was subsequently developed. The objectives of ILO Action Programme on Education are to improve the attractiveness of teaching, eliminate teacher shortages and achieve Education For All (EFA) goals. To articulate ILO's conceptual framework from Nigeria's perspective, a National Steering Group (NSG) was set up comprising relevant stakeholders. The NSG's work included a survey on teachers and teacher education issues in nine (9) States in Nigeria.

## Education in Nigeria

There are four levels of Education in Nigeria, namely:

- i) Early childhood (pre-primary);
- ii) Basic Education (9 years) - comprising Primary and Junior Secondary Education, which is compulsory, universal and free;
- iii) Senior Secondary Education (3 years); and
- iv) Tertiary Education.

The National Policy on Education spells out the philosophy and objectives of Education. The Nigeria Certificate in Education (NCE) is the *minimum teaching qualification*. Teacher recruitment is carried out by the various levels of government (Federal, State and Local) and the Private Sector. All teachers and by whatever other nomenclatures they are called, are expected to register with the Teachers Registration Council of Nigeria.

## Funding

The allocation to Education in the National Budget in recent times has been encouraging, though not enough. Allocations for 2003, 2004 and 2005 financial years were 7%, 12% and 11% respectively. These rates excluded funding for the Universal Basic Education (UBE) and Education Trust Fund (ETF), which had separate allocations. For 2006, 11% has already been budgeted, which also excludes UBE and ETF.

## Composition of the teaching profession

Based on the States surveyed, the teaching force at the pre-primary and primary levels in Nigeria for 2004/2005 academic year was approximately 124,727 and 2,048,172 teachers respectively. Owing to the on-going disarticulation of Junior Secondary Schools from Senior Secondary Schools, the numbers teaching exclusively in Junior Secondary Schools and in Senior Secondary Schools could not be ascertained, as some teachers could be teaching in both JSS and SS.

### **Distribution of teachers**

The NSG (2005) survey showed an estimated 981 male and 2,347 female teachers at the pre-primary school level, while 30,625 male and female 24,430 teachers respectively dispensed education at the primary school level in the surveyed States.

### **Age and geographic distribution of teachers**

The findings of the NSG survey (2005) indicated that most pre-primary school teachers were in the age bracket of 21-30 years, while at the primary school level, the teachers were in the age bracket 31-40 years. With regard to the geographic distribution of teachers, States in the South West geo-political zone (Lagos, Oyo, Ogun, Ondo, Osun and Ekiti) had relatively more teachers than States in the other geo-political zones of Nigeria.

### **Teachers' qualifications and professional development**

The survey findings by NSG (2005) revealed that most of the teachers at the pre-primary and primary levels in the surveyed States were either Teachers' Grade II or NCE holders. On the issue of teacher professional development, observations showed that teacher professional development is usually through in-service training, seminars, workshops and conferences. The in-service training of teachers is handled mainly by the National Teachers Institute, Colleges of Education and Faculties/Institutes of Education of Universities.

### **Teacher candidates, recruitment, education and professional development**

Of the three main tertiary institutions, Universities, Polytechnics and Colleges of Education, Colleges of Education have the lowest entry requirement, which is three credit level passes at the School Certificate. In spite of this, there is a paucity of applications to read teacher education, particularly at NCE level. As a result, Colleges admit a large percentage of their students through the pre-NCE mode. This fact was corroborated by NSG survey (2005) findings. To motivate candidates to go into teacher education, a Federal Teachers' Scheme (FTS) is being put in place to engage NCE graduates for two years' internship.

### **Professional assessment**

Inspectorate Services are available at the Federal, State and Local Government Levels. The report of the NSG survey (2005) showed that the emphasis of school inspectors was on assessment of teaching and identification of educational problems with the hope of proffering solution.

### **Employment, careers, teaching and learning conditions**

The survey report by NSG (2005) showed that teachers, including those from the disadvantaged/minority ethnic groups, were recruited through applications for available vacancies. The selection criteria were merit and quota. The NSG report further showed that induction was rarely organized for newly recruited teachers, neither were new teachers assigned mentors. Most married female teachers were posted to where their husbands resided. HIV/AIDS records of teachers were not kept, as that is confidential. The NSG report further showed that teachers earned less than their counterparts with the same qualifications in many public and private sector organizations. Teachers enjoyed various forms of leave, mainly: annual, sick and study leave. Observations show that teachers enjoy special salary and housing allowances in some States of Nigeria. Generally, science teachers are given a 'science teachers' allowance.

## **Social dialogue and participatory decision-making in education**

The NSG survey (2005) revealed that circulars were the major means of sharing information between Ministries of Education and Private Schools, with the main subject of information sharing being 'educational policies'. Others were: curriculum review, teacher professional development issues and teacher working environment. The survey report further showed that the major subject of consultation between teachers and employers was 'teacher quality and professionalism'. Others included promotion, discipline, remuneration and working conditions.

Observations show that mechanism for bargaining between employers and teachers do not exist. The Nigeria Union of Teachers (NUT) has its impact in the public sector, but not in the private sector. The Union uses strike, demonstration, work-to-rule and legal means (courts) to bring about negotiation. The subjects for negotiation are usually career structure, remuneration and incentives, working environment and rules that are repugnant to justice, equity and good conscience

## Preface

International Surveys by ILO and UNESCO in 2002 revealed a significant increase in the number of new teachers being recruited since 1990. The surveys, however, showed that on one hand, there were demographic pressures on the education sector, while on the other hand fewer people were interested in teaching. The surveys further found that the relative unattractiveness of teaching was causing serious teacher shortages in many countries. To this extent, the success of EFA goals by 2015 was being threatened.

The Governing Body of ILO, at its 286th Session (March, 2003) adopted as a sectoral activities programme, an 'Action Programme on Education, 2004 – 2005, Teachers for the Future: Meeting Teacher Shortages to Achieve Education For All (EFA)'. Member States were asked to show their interest in participating in the programme.

Nigeria indicated interest in collaborating with the ILO, as doing so would help in bringing about improvement in the skills and competencies of teachers; it would also help to enhance the welfare of teachers and the challenges facing the teaching profession.

ILO welcomed the interest shown by Nigeria. Thus, a National Steering Group (NSG) was set-up comprising the relevant stakeholders, namely:

- i) Federal Ministry of Education (FME);
- ii) Federal Ministry of Employment, Labour and Productivity (FMEL&P);
- iii) National Commission for Colleges of Education (NCCE);
- iv) Universal Basic Education Commission (UBEC);
- v) Teachers' Registration Council of Nigeria (TRCN);
- vi) Nigeria Union of Teachers (NUT);
- vii) International Labour Organization (ILO)
- viii) National Teachers' Institute (NTI);
- ix) UNESCO; and,
- x) UNICEF.

## **Task of the National Steering Group**

The National Steering Group was charged with the responsibility of articulating the national education system vis-à-vis the ILO Conceptual Framework. To address the issues adequately, the Group subdivided itself into smaller groups, each headed by a Ministry or Parastatal as follows:

- |   |                     |
|---|---------------------|
| i) Context of National Education System:                                      | Chaired by FME      |
| ii) Composition of the Teaching Profession in Nigeria:                        | Chaired by UBEC     |
| iii) Teacher Candidates, Recruitment, Education and Professional Development: | Chaired by NCCE     |
| iv) Employment, Careers, Teaching and Learning Conditions:                    | Chaired by FMEL & P |
| v) Social Dialogue and Participatory Decision-Making in Education:            | Chaired by NCCE     |
| vi) Policy Recommendations  | Chaired by FME      |

In addressing the above issues, the Group found it necessary to have input from the State Ministries of Education (SMOEs), State Universal Basic Education Boards (SUBEBs), Local Government Education Authorities (LGEAs) and Private Schools. A questionnaire was developed and administered in nine (9) out of twelve (12) sampled States between July 17 – 30, 2005. These States were Adamawa, Bauchi, Bayelsa, Delta, Imo, Kaduna, Kogi, Oyo and Sokoto. The results obtained from the data collected and analyzed have been incorporated into the relevant sections of this document.

## **Objectives of the ILO Action Programme on Education**

The main objectives of the programme are to:

- i) Improve the attractiveness of teaching;
- ii) Eliminate teacher shortages; and
- iii) Achieve Education for All (EFA) goals.

**DR. KABIRU ISYAKU, mni,**  
**CHAIRMAN**  
**NATIONAL STEERING GROUP (Nigeria)**

September 30, 2005

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## Abbreviations

1.	ANCOPSS	All Nigeria Conference of Principals of Secondary Schools
2.	C & G	City and Guilds
3.	COEs	Colleges of Education
4.	EFA	Education For All
5.	ETF	Education Trust Fund
6.	FME	Federal Ministry of Education
7.	FMEL & P	Federal Ministry of Employment, Labour and Productivity
8.	FTC	Federal Training Centre
9.	FTS	Federal Teachers' Scheme
10.	GCE	General Certificate in Education
11.	HIS	Higher Islamic Studies
12.	ILO	International Labour Organization
13.	JCCE	Joint Consultative Council on Education
14.	JSS	Junior Secondary School
15.	LGEAs	Local Government Education Authorities
16.	NABTEB	National Business and Technical Education Board
17.	NAPTAN	National Parents'/Teachers' Association of Nigeria
18.	NBTE	National Board for Technical Education
19.	NCCE	National Commission for Colleges of Education
20.	NCE	National Council on Education
21.	NCE	Nigeria Certificate in Education
22.	NCNE	National Commission for Nomadic Education
23.	NECO	National Examinations Council
24.	NERDC	Nigerian Educational Research and Development Council
25.	NMEC	National Mass Education Commission
26.	NPE	National Policy on Education
27.	NSG	National Steering Group (Nigeria)
28.	NTI	National Teachers' Institute
29.	NUC	National Universities Commission
30.	NUT	Nigeria Union of Teachers
31.	PTTP	Pivotal Teacher Training Programme
32.	RSA	Royal Society of Arts
33.	SNEP	Strategic National Education Plan
34.	SSCE	Senior Secondary Certificate Examination
35.	SSS	Senior Secondary School
36.	SMOEs	State Ministries of Education
37.	SUBEBs	State Universal Basic Education Boards
38.	TC II	Teachers' Grade II Certificate
39.	UNESCO	United Nations Educational, Scientific and Cultural Organization
40.	UNICEF	United Nations Children's Emergency Fund

# Section One

## Context of the National Education System

### 1. Introduction

Education in Nigeria (NPE, 2004) is an instrument “par excellence” for effecting national development. It is, therefore, the most important instrument of change. The philosophy of Nigeria’s education is based on:

the development of the individual into a sound and effective citizen;  
the full integration of the individual into the community; and the  
provision of equal access to educational opportunities for all citizens  
of the country at the primary, secondary and tertiary levels both inside  
and outside the formal school system.

In keeping with this, teacher education programmes are being structured and re-structured in ways that equip teachers with relevant competencies and skills for the effective performance of their duties in a globalized world.

### 2. Brief description of school-going age

In Nigeria, Education is on the concurrent legislative list, which presupposes that the Federal, States and Local Governments can formulate policies on issues concerning education. All three have similar levels of educational structures, which are as follows:

- i) Early Child-hood - Pre-Primary;
- ii) Basic Education;
- iii) Senior Secondary; and,
- iv) Tertiary

### 3. Levels of education

There are four levels of education in Nigeria, namely:

#### A. Early childhood - pre-primary education

The 1998 National Policy on Education (NPE) gives the school-going age at the pre-primary level or early childhood education to be between the ages of 3 – 5 years. This is prior to their entering primary school. The Nigerian government encourages both private and community participation in the provision of pre-primary education. The NPE further states that government shall:

- i) establish pre-primary sections in existing public schools;
- ii) make provision in teacher education programmes for specialization in early childhood education;
- iii) ensure that the medium of instruction is principally the mother-tongue or the language of the immediate community; and to this end will:
- iv) develop the orthography of many more Nigerian languages; and,
- v) produce textbooks in Nigerian languages;
- vi) ensure that the main method of teaching at this level shall be through play and that the curriculum of teacher education is oriented to achieve this;
- vii) regulate and control the operation of pre-primary education; set and monitor minimum standards for early childcare centers; and,
- viii) ensure full participation of government, communities and teachers’ associations in the running and maintenance of Early Childhood Education facilities.

## **B. Basic education**

Basic Education comprises Primary and Junior Secondary Schools Education, which spans nine (9) years of learning. Basic Education under the Universal Basic Education (UBE) Law is *compulsory, universal and free*.

### **i) Primary education**

Primary Education in Nigeria is the education given in institutions for children between the ages 6 to 12 years and is for a duration of 6 years. Primary education under the UBE law is free.

### **ii) Junior secondary school education**

Junior secondary school consists of both pre-vocational and academic education. It forms part of Universal Basic Education, which is free, universal and compulsory. At this level, basic subjects are taught, which will enable pupils to acquire further knowledge and skills.

## **C. Senior secondary education**

Senior Secondary Education is for those who have successfully completed the Junior Secondary level. Education at this level is comprehensive, with a three-year core-curriculum designed to broaden pupils' knowledge and outlook for future academic pursuit.

## **D. Tertiary education**

This is education given after secondary education in Universities, Colleges of Education, Polytechnics, and Monotechnics, including institutions offering correspondence courses.

## **4. National education objectives**

According to the National Policy on Education, the objectives are as follows:

- i) the inculcation of national consciousness and national unity;
- ii) the inculcation of the right type of values and attitudes for the survival of the individual and the Nigerian society;
- iii) the training of the mind in the understanding of the world around; and
- iv) 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 the society.

## **5. Recent reforms that would influence decisions on teacher recruitment, training and employment**

- i) Universal Basic Education Act of 2004, which provides for 9 years basic education (6 years primary and 3 years junior secondary). Education at this level is free, universal and compulsory - the UBE law has provision for parents who fail to send their children to school and also sanctions for States;
- ii) Establishment of the Teachers Registration Council by law in 1993;
- iii) Separation of junior from senior secondary schools;
- iv) Introduction of information and communication technology (ICT) into the school system;
- v) Prescription of minimum number of subjects to be taken by SSCE candidates;
- vi) Prescription of French in the primary and secondary school curriculum as a second official language;
- vii) Integration of basic education in the programme of Quranic schools, to ensure equal opportunity and effective implementation of UBE;
- viii) Repositioning of science, technical and vocational education in the scheme of national education for optimum performance; and,
- ix) Establishment of the Federal Teachers' Scheme.

## 6. **Student competencies**

Decision points concerning teacher training and new professional roles:

- i) Training of student teachers in the area of ICT so as to improve learning by pupils (self-learning capacities in the students can be fully utilized through ICT); and,
- ii) Development of teamwork through a cluster teaching method could enhance outreach to numerous schools in the local areas.

## 7. **Demographics**

The survey report of the National Steering Group (2005) revealed that the number of pupils in nursery and primary schools for the 2004/2005 academic year in the nine (9) States surveyed was 125,609 and 2,131,600, respectively. The number of teachers at these levels of education in those States was 3,371 and 55,356 for nursery and primary schools, respectively. Information on Junior Secondary School (JSS) was incomplete because of the current disarticulation of JSS from Senior Secondary School (SSS). Thus, the information obtained could not, therefore, be analyzed and used for the purpose of this document.

## 8. **Financing**

The allocations to Education in the National Budget for 2003, 2004 and 2005 were 7%, 12% and 11% respectively. These did not include the Universal Basic Education (UBE) and Education Trust Fund (ETF) budget allocations. The National Budget proposal for 2006 is 11%, which does not include the UBE and ETF budget provisions. The quantum of the Private Sector contribution is, however, unknown.

### a) **Obstacles to sound financial bases for education and sound distribution of resources to teaching and teaching support functions**

- i) inconsistent financial policy and late or non release of budget allocation;
- ii) the Nation's over dependence on oil income which is unstable and affects budgetary allocation to the education sector;
- iii) under-funding of the education sector;
- iv) inadequate data on the education sector; and,
- v) misapplication of funds allocated to the education sector.

### b) **Obstacles to sound distribution of resources to teaching and teaching support functions**

- i) concentration of resources such as libraries, laboratories and teaching facilities in urban schools to the neglect of the rural areas;
- ii) inaccessibility of some rural areas; and,
- iii) inadequate funds.

## 9. **Governance/administration**

Decision points concerning teacher recruitment, training and employment:

- i) Teacher Recruitment: This varies with the different levels of education. For example, State Universal Basic Education Boards (SUBEBs) and Local Government Education Authorities (LGEAs) handle recruitment for the Basic Education level.
- ii) Federal Teachers' Scheme is aimed at providing internship to NCE graduates for two years at the Basic Education level.
- iii) Training of teachers is done by the National Teachers' Institute (NTI), Colleges of Education, Polytechnics offering Education programmes and Universities.
- iv) Employment of teachers is by the 3 levels of Government (Local, State and Federal), as well as the Private Sector.

- v) School-based Management Boards are involved in the recruitment/employment of teachers for the purpose of effective control and discipline.

## **10. Teacher education and training requirements**

### **a) Initial qualification levels**

The Nigeria Certificate in Education (NCE) is the minimum qualification for teaching at the Basic Education level.

### **b) Requirements for up-grading/maintaining certification (if any)**

- i) Teachers are encouraged to upgrade their qualifications either through the National Teachers Institute (NTI) in Kaduna or through the Faculties of Education in the Universities and Colleges of Education.
- ii) Registration with the Teachers' Registration Council (TRC) is mandatory for teachers for the purpose of professionalism.
- iii) The deadline for meeting the minimum requirement for registration is 2006 for serving teachers.
- iv) Teachers are to pay relevant fees to maintain or upgrade their certification.

## **11. Public support/constituent considerations**

The degree of public satisfaction or dissatisfaction with the education system and teachers can be assessed mainly through research carried out by governments, employers and teacher organizations.

## Section Two

### Composition of the teaching profession in Nigeria

#### 1. Introduction

The National policy on Education (2004) states that “the Federal Government of Nigeria has adopted education as an instrument par excellence for effecting national development”. Education is, therefore, a necessity as it helps to prepare and equip learners for all aspects of life. To achieve this requires a core of qualified teachers who are equipped with the desired knowledge, skills, competence and commitment, and are empowered to perform their tasks professionally. Whatever the quality of teachers, there is a need for infrastructure and facilities, curricular and instructional materials.

#### 2. Numbers of teachers by level of education

- i) **Pre-primary:** This level of education is handled largely by the Private Sector. The survey report by NSG (2005) for the nine States reported 3,371 teachers at this level, which, if extrapolated, would give a projection of about 124,727 pre-primary school teachers for the 2004/2005 academic year.
- ii) **Basic education level:** Between 1999 – 2003, there was a steady increase in the number of teachers at the basic education level, from 423,711 to 591,041, representing an increase of 39.5% (see Table 1). The NSG survey report (2005) for the nine States showed that there were 55,356 teachers in primary schools alone. The figure for the JSS could not be obtained because of the on-going disarticulation of JSS from SSS.
- iii) **Secondary education level:** There was also a steady increase in the number of teachers at the secondary level, from 114,916 to 180,278 between 1999 – 2003, representing an increase of 56.5% (see Table 1). It should be stressed that although the private sector is involved in secondary school education, the number of teachers engaged by that sector is not available. As information on this topic was incomplete in the NSG survey work, it could not be analyzed for the purpose of this paper.

**Table 1: Number of Teachers by Level of Education**

Pre – Primary	Primary	Secondary	Years
NO RECORD	423,711	114,916	1999
	433,550	212,021	2000
	454,180	129,534	2001
	491,295	134,976	2002
	591,041	180,278	2003

**Source:** Baseline data, 2001 and Digest of Statistics (UBEC), 2005

The number of teachers in the primary schools more than doubled those in secondary schools.

- iv) **Private schools:** Private schools are also involved in basic and senior secondary school education. However, data are not readily available.

### 3. Gender distribution of teachers by level of education

The gender distribution of teachers by level of education is shown in Table 2 below. It covers only the primary and secondary school levels because no data were available for the pre-primary level.

**Table 2: Gender Distribution of Teachers by Level of Education**

PRE PRIMARY		PRIMARY		SECONDARY		
M	F	M	F	M	F	
NO RECORD	NO RECORD	216,198	207,513	68,816	46,100	1999
		51%	46%	53%	47%	
		219,909	213,641	71,127	49,894	2000
		59%	49%	54%	46%	
		240,763	213,417	75,060	54,474	2001
51%	49%	53%	47%			
248,904	242,391	80,780	54,196	2002		
51%	49%	60%	40%			
309,806	281,235	111,008	69,270	2003		
52%	48%	62%	38%			

Source: Baseline Data, 2001 and Digest of Statistics (UBEC), 2005

- i) **Pre-primary:** The survey report by the NSG (2005) for the nine States reported 981 (29.48%) male and 2,347 female (70.52%) and teachers at this level of education for the 2004/2005 academic year.
- ii) **Basic education:** Between 1999 – 2003, there was a gradual increase in the number of male teachers, from 216,178 to 309,806 (43.3% increase). The number of female teachers increased from 207,513 to 281,235 (35.5% increase). The NSG's survey report (2005) further showed that there were 30,625 (55.63%) and 24,430 (44.37%) male and female teachers respectively at the primary education level in the nine surveyed States. The disarticulation of JSS from SSS made it impossible for reliable data on gender distribution of teachers at this level to be obtained.
- iii) **Secondary:** The number of male teachers increased from 68,816 to 111,008, an increase of 61.3% over the period, while female teachers increased from 46,100 to 69,270 (53.3% increase).

Table 2 shows a relatively balanced gender distribution of teachers at the primary level, while the male teachers overwhelming predominate at the secondary school level.

**Table 3: Gender Distribution of Teachers by Level of Education and Responsibility in the Surveyed States**

LEVEL OF EDUCATION	SCHOOL SUPERVISOR			HEAD TEACHER			ASSISTANT HEAD TEACHER			TOTAL
	M	F	T	M	F	T	M	F	T	
Pre-Primary	31	25	56	83	129	211	90	30	120	381
Primary	1039	183	1209	3634	1134	4783	2992	1755	4709	10644

Source: Primary Data from SUBEBs and LGEAs (2005)

Table 3 shows that most positions of responsibility at the Pre-Primary School level were held by female teachers. Conversely, most positions of responsibility at the Primary School level were held by male teachers. Adequate information was unavailable on JSS because of the disarticulation of JSS from SSS.

#### 4. Age distribution of teachers by level of education

The survey report by NSG (2005) showed that most teachers at the pre-primary education level in the surveyed States were between the ages 21 – 30 (801 teachers), while most teachers at the Primary education level were between the ages 31 – 40 (15,578 teachers). No adequate data on teachers at the JSS level were available because of the disarticulation of JSS from SSS (see Table 4).

**Table 4: Age distribution of teachers by level of education in the surveyed states**

Level of Education	Less than 20			21-30			31-40			41-50			51-60			60 & above			Total
	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	
Pre-Primary	232	225	457	282	519	801	253	323	576	49	56	105	20	33	53	4	1	5	1997
Primary	8,015	4,489	12,504	6,818	8,381	15,199	7,917	7,661	15,578	532	725	1,257	301	429	730	215	121	336	45,604
J.S.S	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-

Source: Primary data from SUBEBs and LGEAs (2005)

#### 5. Geographic distribution of teachers

Teachers are not evenly distributed in Nigeria. The number of schools and pupil enrolment within the various geo-political areas influences the number of teachers in a particular State. Recently, the quantum of funds available for the payment of teachers' salaries and allowances has been a factor for consideration in teacher recruitment. A striking feature of the data reported is the wide variation across States in the number of primary school teachers.

Tables 5A and 5B show that States in the South West (Lagos, Oyo, Ogun, Osun, Ondo and Ekiti) had more teachers when compared with other geo-political zones. In the Northern States, teachers were generally fewer than those in the South. The only exceptions were Kano, Kaduna and the States in the North Central geo-political zones (Niger, Kogi, Plateau, Benue, Kwara and Nasarawa).

**Table 5A: Geographic distribution of primary school teachers**

S/N	States	Primary School					Percentage Shares				
		1999	2000	2001	2002	2003	1999	2000	2001	2002	2003
1	ABIA	10,966	11,331	12,423	12,152	12,431	2.5	2.5	3.4	2.5	2.1
2	ADAMAWA	10,745	11,129	12,005	*15	18,259	2.9	2.5	3.2	-	3.1
3	AKWA-IBOM	11,662	11,842	13,106	18,097	18,661	2.7	2.7	3.5	3.7	3.2
4	ANAMBRA	13,795	13,824	13,967	12,355	13,076	3.2	3.1	3.8	2.5	2.2
5	BAUCHI	9,647	9,754	13,466	12,463	15,497	2.2	2.2	3.6	2.5	2.6
6	BAYELSA	3,595	3,950	4,586	4,846	6,314	0.8	0.9	1.2	1.0	1.1
7	BENUE	13,176	13,534	13,848	16,345	23,433	3.0	3.0	3.7	3.3	4.0
8	BORNO	10,179	10,390	11,081	12,753	13,637	2.4	2.3	3.0	2.6	2.3
9	CROSS RIVER	12,326	13,369	15,791	15,769	16,044	2.9	3.0	4.3	3.2	2.7
10	DELTA	21,503	21,212	22,145	20,378	22,044	5.0	4.8	6.0	4.1	3.7
11	EBONYI	9,117	9,729	11,279	9,571	10,591	2.1	2.2	3.0	1.9	1.8
12	EDO	10,296	10,185	10,701	9,757	17,133	2.4	2.3	2.9	2.0	2.9
13	EKITI	7,921	8,434	8,811	9,657	10,261	1.8	1.9	2.4	2.0	1.7
14	ENUGU	12,286	12,212	12,161	12,086	12,550	2.8	2.7	3.3	2.6	2.1
15	GOMBE	6,656	7,339	9,438	8,022	9,167	1.5	1.6	2.6	1.6	1.6
16	IMO	12,660	13,014	13,897	14,454	16,880	2.9	2.9	3.8	2.9	2.9
17	JIGAWA	9,395	10,047	11,286	11,212	13,368	2.2	2.6	3.1	2.3	2.3
18	KADUNA	9,135	11,077	14,881	21,500	31,090	2.1	2.5	4.0	4.4	5.3
19	KANO	19,145	19,670	21,712	23,514	25,868	4.4	4.4	5.7	4.8	4.3
20	KATSINA	12,621	13,037	14,606	14,436	18,101	2.9	2.9	3.9	2.9	3.1
21	KEBBI	6,764	7,146	8,624	8,804	10,840	1.6	1.6	2.3	1.8	1.8
22	KOGI	13,011	13,289	14,096	11,887	17,393	3.0	3.0	3.8	2.4	2.9
23	KWARA	10,866	11,035	12,118	14,412	14,356	2.5	2.5	3.3	2.9	2.4
24	LAGOS	17,589	17,768	18,040	20,387	29,864	4.1	4.0	4.9	4.1	5.1
25	NASARAWA	11,432	11,626	12,385	11,272	10,021	2.6	2.6	3.3	2.3	1.7
26	NIGER	13,920	13,812	15,739	17,472	23,556	3.2	3.1	4.3	3.6	4.0
27	OGUN	17,529	18,199	19,159	19,042	17,607	4.1	4.1	5.2	3.9	3.0
28	ONDO	12,008	12,573	13,793	14,821	11,492	2.8	2.8	3.7	3.0	1.9
29	OSUN	15,822	15,459	15,895	16,326	14,262	3.7	3.5	4.3	3.3	2.4
30	OYO	28,446	29,588	30,798	29,066	31,474	6.6	6.6	8.3	5.9	5.3
31	PLATEAU	15,943	16,474	17,526	17,926	18,938	3.7	3.7	4.7	3.6	3.2
32	RIVERS	8,885	8,553	8,321	9,602	9,368	2.1	1.9	2.2	2.0	1.6
33	SOKOTO	9,601	9,970	11,343	12,554	17,956	2.2	2.2	3.1	2.6	3.0
34	TARABA	8,426	9,507	10,138	10,013	17,608	2.0	2.1	2.7	2.0	3.0
35	YOBE	5,565	6,409	7,663	7,330	7,789	1.3	1.4	2.1	1.5	1.3
36	ZAMFARA	5,310	5,163	5,612	5,882	6,722	1.2	1.2	1.5	1.2	1.1
37	FCT ABUJA	4,155	4,755	5,725	5,573	7,390	1.0	1.1	1.5	1.1	1.3
	<b>TOTAL</b>	<b>432,098</b>	<b>446,445</b>	<b>369,988</b>	<b>491,565</b>	<b>591,041</b>					

\*Incomplete Returns.

Source: Baseline Data 2001 and Digest of Statistics (UBEC) 2005.

**Table 5B: Geographic distribution of secondary school teachers**

S/N	States	Secondary School					Percentage Shares				
		1999	2000	2001	2002	2003	1999	2000	2001	2002	2003
1	ABIA	4,251	3,306	-`	3,370	3,743	3.4	2.5	-	2.0	2.1
2	ADAMAWA	625	587	699	*81	2,952	0.5	0.4	0.5	-	1.7
3	AKWA-IBOM	2,488	4,757	3,465	5,884	6,610	2.0	3.6	2.5	3.5	3.7
4	ANAMBRA	5,516	5,422	5,333	5,933	3,606	4.4	4.1	3.8	3.5	2.0
5	BAUCHI	1,740	1,489	1,762	1,886	2,018	1.4	1.1	1.3	1.1	1.1
6	BAYELSA	1,021	1,226	1,574	919*	2,040	0.8	0.9	1.1	-	1.2
7	BENUE	1,855	1,443	1,519	4,475	5,511	1.5	1.1	1.1	2.7	3.1
8	BORNO	1,294	1,290	1,335	1,943	2,786	1.0	1.0	0.9	1.2	1.6
9	CROSS RIVER	2,818	2,881	3,178	4,060	3,703	2.3	2.2	2.3	2.4	2.1
10	DELTA	7,814	8,692	10,736	11007*	12,566	6.3	6.5	7.6	-	7.1
11	EBONYI	274	212	469	348	2,311	0.2	0.2	0.3	0.2	1.3
12	EDO	5,115	5,056	6,034	5892*	9,768	4.1	3.8	4.3	-	5.5
13	EKITI	1,399	1,480	1,608	1,965	5,414	1.1	1.1	1.1	1.2	3.1
14	ENUGU	4,573	4,603	5,076	5,469	5,725	3.7	3.5	3.6	3.2	3.2
15	GOMBE	2,235	2,088	3,119	2,623	2,503	1.8	1.6	2.2	1.6	1.4
16	IMO	3,048	2,635	2,852	4,230	7,012	2.5	2.0	2.0	2.5	4.0
17	JIGAWA	654	680	800	757*	1,671	0.5	0.5	0.6	-	0.9
18	KADUNA	3,321	2,563	2,850	5,410	6,320	2.7	1.9	2.0	3.2	3.6
19	KANO	4,299	4,332	4,730	4,689	5,173	3.5	3.3	3.4	2.8	2.9
20	KATSINA	1,898	1,969	2,146	2,400	2,856	1.5	1.5	1.5	1.4	1.6
21	KEBBI	1,958	2,183	2,537	2437*	1596*	1.6	1.6	1.8	-	-
22	KOGI	3,358	3,310	3,456	3,394	4,059	2.7	2.5	2.5	2.0	2.3
23	KWARA	3,216	2,987	2,832	3,805	3,108	2.6	2.2	2.0	2.3	2.8
24	LAGOS	14,605	14,951	15,815	18,344	17,560	11.8	11.3	11.2	10.9	9.9
25	NASARAWA	2,018	2,512	3,421	3,519	3,785	1.6	1.9	2.4	2.1	2.1
26	NIGER	3,937	4,084	4,307	4,711	4,070	3.2	3.1	3.1	2.8	2.3
27	OGUN	6,890	7,272	7,289	7,276	7,131	5.6	5.5	5.2	4.3	4.0
28	ONDO	4,828	5,555	6,949	7,115	7,152	3.9	4.2	4.9	4.2	4.0
29	OSUN	6,969	6,840	5,565	6,067	5,398	5.6	5.1	4.0	3.6	3.0
30	OYO	9,257	10,376	12,130	12,538	12,878	7.5	7.8	8.6	7.5	7.3
31	PLATEAU	4,765	4,779	4,805	4,852	5,277	3.8	3.6	3.4	2.9	3.0
32	RIVERS	4,408	4,370	4,275	5,667	4,455	3.6	3.3	3.0	3.4	2.5
33	SOKOTO	1,618	1,567	1,808	1,985	1,741	1.3	1.2	1.3	1.2	1.0
34	TARABA	709	718	790	967	1,192	0.6	0.5	0.6	0.6	0.8
35	YOBE	1,203	1,205	1,657	2,749	2,235	1.0	0.9	1.2	1.6	1.3
36	ZAMFARA	685	839	837	1,060	1,130	0.6	0.6	0.6	0.6	0.6
37	FCT ABUJA	2,350	2,625	2,873	3,133*	3,223	1.9	2.0	2.0	-	1.8
	<b>TOTAL</b>	<b>124,136</b>	<b>132,884</b>	<b>140,631</b>	<b>167,649</b>	<b>177,278</b>					

\*Incomplete Returns.

Source: Baseline Data 2001 and Digest of Statistics (UBEC) 2005

**Table 6: Summary of statistics on primary and secondary school teachers**

<b>Primary</b>	1999	2000	2001	2002	2003
Graduates Qualified	15383	17980	2219	4149	33754
NCE & Equivalent	2832	3221	4449	23667	6275
Grade I	174931	184641	200626	206429	247270
Grade II	16532	15719	15788	14680	17782
WASC/GCE	138618	131034	136297	136245	151185
Others	30424	32103	40243	51515	46397
Special Teachers	39731	40389	45857	46950	79036
Not Specified	5257	5362	6395	7660	9342
<b>TOTAL TEACHERS</b>	<b>432096</b>	<b>446405</b>	<b>488164</b>	<b>491751</b>	<b>591041</b>
<b>% QUALIFIED</b>	<b>44.0</b>	<b>45.4</b>	<b>45.7</b>	<b>42.8</b>	<b>47.6</b>
<b>Secondary</b>					
Graduates Qualified	14009	15920	18532	18303	79216
Graduate Unqualified	48902	51771	55914	59308	27939
NCE & Equivalent	49399	51017	52367	48907	61148
Grade I	1266	1008	1109	1413	1996
Grade II	387	414	472	629	1121
WASC/GCE	393	413	466	532	1216
Others	25	25	22	4926	7045
Special Teachers	274	316	343	328	597
Not specified					
<b>Total Teachers</b>	<b>114655</b>	<b>120884</b>	<b>129225</b>	<b>134366</b>	<b>180278</b>
<b>% Qualified</b>	<b>55.3</b>	<b>55.4</b>	<b>54.9</b>	<b>50.0</b>	<b>77.9</b>
<b>Source:</b> Baseline Data, 2001 and Digest of Statistics (UBEC), 2005-07-04					

## 6. Teacher qualifications

The prescribed minimum teaching qualification in Nigeria is the Nigeria Certificate in Education (NCE). Table 6 on Summary of Statistics of Teachers in Nigeria by Qualifications (1999 – 2003) reflects that an average of 45.1% of primary school teachers were qualified. The bulk of the teachers within the period were NCE and Teacher Grade Two certificate holders. An average of 58.7% of secondary school teachers within the period were qualified.

A considerably large number of graduate teachers were without teaching qualifications (average 38.9%) at the secondary school level. The situation was, however, considerably redressed in 2003 with 77.9% qualified teachers.

Table 7 depicts that most teachers at the pre-primary and primary are NCE holders (Pre-Primary, 1,188 and Primary, 20,681). There are, however, teachers with Masters' degrees at these two levels of education. Again, no adequate data were available on JSS teachers because of the disarticulation of the JSS from the SSS.

**Table 7: Teacher Qualifications**

Level of Education	GRD11			NCE			TTTP			B.ED			M.ED			PHD			Total
	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	
Pre-Primary	273	710	983	498	690	1,188	132	109	241	14	21	35	15	6	21	-	-	-	2,468
Primary	13,462	5,619	19,081	8,368	12,313	20,681	222	165	387	268	319	587	521	226	747	123	-	123	41,606
J.S.S	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-

Source: Primary data from SUBEBs and LGEAs (2005)

## 7. Substitute teaching staff

Nigeria does not operate with a system of 'substitute' teaching staff.

## 8. Professional development of teachers

Professional development of teachers in Nigeria could be through in-service training, seminars, workshops and conferences. In furtherance of this, the National Teachers' Institute (NTI) was established. Its mandate includes mounting of in-service training programmes through Distance Learning System for serving teachers.

The Institute is currently running three programmes by Distance Learning. These are Teachers' Grade Two Certificate (TC.II by DLS), Nigeria Certificate in Education (NCE by DLS) and Diploma Programmes such as Post Graduate Diploma in Education (PGDE by DLS) and the Advanced Diploma in Guidance and Counseling, School Supervision and Inspection, and Early Childhood Education.

### i) Teachers' GradeII by distance learning system (TC II by DLS):

This programme started in 1984 with the aim of upgrading teachers possessing qualifications lower than the TC.II to the TC.II level. The duration of the programme is between 1 and 3 years, depending on the number of subjects a candidate is re-taking (re-sitting).

Enrolment of students in this programme in the year 2004 was 102,229. To date, a total of about 854,742 people have benefited from the programme. The trend in enrollment is shown in Table 8

**Table 8: Trends in enrolment in Tc Ii By Dls (1996 - 2004)**

YEAR	NUMBER OF STUDENTS
1996	15,798
1997	13,915
1998	18,814
1999	34,729
2000	37,885
2001	113,199
2002	137,612
2003	127,561
2004	102,229

Source: NTI Annual Report (2002)

### ii) Nigeria Certificate in Education by Distance Learning System (NCE/DLS)

The NCE by Distance Learning System commenced in 1990. The aim of this programme is to upgrade TC.II certificate holders to NCE level, which is the minimum teaching qualification in Nigeria. The programme covers a period of four academic years, which the Institute refers to as "Cycle". Each cycle has two Semesters.

Enrolment of students in this programme in the year 2004 was 103,547. To date, a total of 77,963 have graduated from the programme. The trend in enrollment is as shown below:

**Table 9: Trends in enrolment in NCE BY DLS (1995 - 2004)**

<b>YEAR</b>	<b>NUMBER OF STUDENTS</b>
1995	36,233
1996	31,375
1997	30,575
1998	29,632
1999	32,287
2000	42,703
2001	47,744
2002	71,714
2003	99,150
2004	103,547

**Source:** NTI Annual Report (2002)

**iii) Diploma programmes**

These programmes commenced in 2005. The programmes are Post Graduate Diploma in Education; and, Advanced Diploma in Guidance and Counseling, School Supervision and Instruction, and Early Childhood Education. The rationale for the programmes is to enable graduate teachers, who have no teaching qualification to acquire deeper knowledge of the job and provide skills in specialized fields in education for teachers and school administrators.

The courses are designed for 12 months of academic work and practical teaching. This is followed by 3 months of internship. A total of 4, 500 and 1,500 students are presently enrolled in the PGDE and Advanced Diploma programmes respectively.

**9. Retention and distribution**

Table 10 shows that most teachers leave service by reason of 'retirement' at both the pre-primary and primary school levels (67.29% and 54.89% of respondents indicated this factor respectively). Reliable data could not be obtained at the JSS level because of the disarticulation of the JSS from the SSS.

Table 11 shows that the major reason for teachers *returning to service* at the pre-primary and primary levels was 'acquisition' of additional qualification (70.25% and 43.92% of respondents indicated this factor respectively). No reliable data could be ascertained for the JSS because of the disarticulation of the JSS from the SSS.

**Table 10: Number Of Teachers Leaving Service And Reason**

Level of Education	PERSONAL DECISION			TERMINATION			DISMISSAL			RETIREMENT			DEATH			TOTAL
	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	
Pre-Primary	27	17	44	1	1	2	3	2	5	45	136	181	20	21	41	269
Primary	131	78	209	45	17	52	21	-	21	414	304	718	199	123	324	1308
J.S.S	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-

**Source:** Primary data from the SUBEBs and LGEAs (2005)

**Table 11: Number Of Teachers Returning To Service And Reason**

LEVEL OF EDUCATION	ECONOMIC REASONS			ACQUISITION OF ADDITIONAL QUALIFICATION			JOB SATISFACTION			TOTAL
	M	F	T	M	F	T	M	F	T	
Pre-Primary	23	11	34	56	29	85	2	-	2	121
Primary	383	205	597	429	307	736	132	80	341	1674
J.S.S	-	-	-	-	-	-	-	-	-	-

**Source:** Primary data from the SUBEBs and LGEAs (2005)

## 10. Regional/international mobility

Reliable data on regional/international mobility of teachers were not available.

## **Section Three**

### **Teacher candidates, recruitment, education and professional development**

#### **1. Introduction**

Teachers form the hub of the education process. It is in this context that teacher candidate becomes a matter of great concern. To ensure that quality education is dispensed in our schools, the National Policy on Education has prescribed the Nigeria Certificate in Education (NCE) as the minimum teaching qualification.

At present, the main institutions for the training of teachers are the Colleges of Education and University Faculties/Institutes of Education. Colleges of Education train the non-degree teachers, that is, NCE holders while the University Faculties of Education and Institutes of Education train degree teachers. While the Universities have difficulty in admitting all the candidates seeking admission, the Colleges of Education have difficulty getting enough candidates. Hence, there has been a call on Colleges of Education to award degrees.

#### **2. Teacher candidates**

##### **a) Perceived difficulties in attracting individuals to teacher training programmes**

The paucity of applicants entering Colleges of Education to train as teachers has been a source of worry to the highest body on educational matters in the country, the National Council on Education (NCE). Because of this, the National Commission for Colleges of Education was mandated to conduct research on the dearth of applicants for Colleges of Education in the country. This shortage of applicants impinges directly on the very foundation of our education system. This is because of the policy provision in the National Policy on Education that the NCE is to be the minimum qualification for entering the teaching profession. This provision has resulted in the phasing out of Grade II Teachers Training Colleges by almost all the States of the Federation. This has made Colleges of Education and the Certificate they award - the NCE, very important in the scheme of our education.

The survey (2004) by NCCE on prospective candidates for admission into tertiary institutions found that teacher education was fast losing its attraction, especially at the NCE level, and that only candidates who could not make it to the University or Polytechnic were opting for Colleges of Education.

As to why individuals (prospective applicants for tertiary institutions) perceived teacher training unattractive, the study found that:

- i) Financial reasons topped the list, as teachers were not paid their salaries regularly and that generally, teachers were not well paid.
- ii) Parental influence dissuaded them from aspiring to be teachers; candidates preferred a teacher education course that would enable them to teach at the tertiary level of education rather than the elementary level which attending the College of Education implied.

Interestingly, the candidates did not perceive Colleges of Education as inferior to other tertiary institutions, neither was the “poor public image” of the teacher implicated as a factor dissuading them from wanting to be trained as teachers.

Candidates were also not inclined to believe that teacher education was only suitable for the feminine gender.

On further probing, most of the candidates, (76%) would not want to attend the College of Education to be trained as teachers, 16% were undecided, while only 8% of the respondents would want to attend the College of Education.

**b) Evaluation of the qualifications and motivation of those who choose to enter teacher education**

Of the three main tertiary institutions: Universities, Polytechnics and Colleges of Education, Colleges of Education have the lowest entry requirement of three credit level passes at one sitting in the West African School Certificate; National Examination Council Certificate, General Certificate Ordinary Level, or the Teachers’ Grade II Certificate. Be that as it may, Colleges of Education attract the least candidates.

A baseline survey of Colleges of Education carried out by the National Commission for Colleges of Education (NCCE, 2004) shows the under-listed categories of entrants into the Colleges of Education in Nigeria:

**Table 12: Distribution of Entrants Into Colleges of Education by Types of Certificates**

S/NO	CERTIFICATE	PERCENTAGE
1	SSCE	43.69%
2	NECO	22.73%
3	SSCE/NECO	7.6%
4	NECO/GCE	17.31%
5	SSCE/GCE	5.0%
6	NABTEB	2.12%
7	TCII	5.82%
8	PTTP	0.07%
9	G&C/RSA	0.032%
10	HIS	0.75%
11	FTC	0.21%

**Source:** NCCE Baseline Survey of COEs, 2004

Table 12 represents only the candidates who were admitted through the direct entry mode, and they are never enough for Colleges of Education.

As a result of the paucity of applicants for Colleges of Education, these have devised a means of sourcing their candidates from individuals who are not prima facie qualified for direct entry. They now admit students through the Pre-NCE Programme. Initially,

the Pre-NCE Programme was limited to courses for which there were very few qualified applicants, like Science, Technical Education, French, Nigerian Languages (where such languages are not the indigenous languages of the applicant). The Pre-NCE Programme has become popular and most of the Colleges of Education now admit candidates through the Pre-NCE Programme. Table 13 below depicts the increasing importance of the Pre-NCE mode of entry into Colleges of Education.

The Table below shows the submissions from 36 Colleges of Education across the country:

**Table 13: Distribution of Nce 1 Students by Mode of Entry**

Year	Total Enrolment in NCE 1	No. of candidates from Pre-NCE	% admitted through Pre-NCE
2000/01	17,182	13,860	80.66
2001/02	25,491	17,821	69.91
2002/03	30,638	23,898	78.00
2003/04	31,087	19,409	62.43
2004/05	25,272	20,314	80.38

**Source:** Primary Data Collected from COEs

To ensure that academic standards of candidates for initial teacher training do not plummet, the National Commission for Colleges of Education has developed a uniform curriculum for Pre-NCE Programmes and has also prescribed the minimum entry qualification for the Programme.

**c) Motivation of candidates who choose to enter teacher education**

In the past (1970s) there was the Federal Government Teachers Bursary which covered accommodation and feeding (tuition was free) among others, for teacher trainees. This encouraged many qualified but indigent students to apply for admission into Colleges of Education

Presently, the Teachers Bursary has been abolished. To motivate those who intend to apply for admission into Colleges of Education and train as teachers, the Federal Government has accepted in principle, to establish the Federal Teachers' Scheme. This scheme will enable NCE graduates to be employed for two years and be posted to areas where their services are required. Their emoluments will be paid by the Federal Government.

Some Local Governments have also put in place some bursary schemes for indigenes of the Local Government Areas. This is usually a fixed amount per student.

**3. Initial teacher education**

**d) Identified weaknesses in initial teacher training programmes**

The current structure of teacher training in terms of duration is 6-3-3-3 or 6-3-3-4 for NCE and first degree programmes respectively. Teaching practice takes about 12 weeks. This practical aspect of the programme appears to be inadequate. In Kenya for instance, students go on teaching practice for two academic terms i.e. about 24 - 28 weeks.

It is suggested that a year of teaching practice where trainees are paid some stipend would be appropriate. Some have also argued that the teaching subject content of teacher training is inadequate, thus, some products of our teacher training institutions show defects in some content areas.

**Table 14: Distribution of Nce graduates by year and sex**

Year	1997/98		1998/99		1999/2000		2000/2001		2001/2002	
SEX	MF	F	MF	F	MF	F	MF	F	MF	F
TOTAL	19,231	10,783	15,589	8,611	25,692	14,498	34,421	18,045	34,803	18,036

*Source:* NCCE 2005

**e) Reforms to remedy the weaknesses**

The proposed Federal Teachers' Scheme, which has received the approval of government, will enable NCE graduates to teach for two years after graduation in any part of the country. It is hoped that this period of teaching will serve as internship for these NCE graduates under the watchful eyes of more senior and experienced teachers.

All teacher trainees in the NCE programme offer courses in Primary Education Studies. This equips them to teach not only at the Junior Secondary level but also the Primary level.

**f) Unqualified teachers in Nigerian public school system**

As at January 2005, there still existed a large pool of sub grade-two teachers in the system. Statistics on teachers in the 60,119 public schools with a total enrolment of 31.8 million pupils nation-wide (FOS, 2004) shows the following:

Graduates with teaching Qualification	33,754
Graduates without teaching Qualification	6,257
NCE teachers	247,270
Grade I Teachers	17,782
Grade II Teachers	151,185
HSC	9,910
WASC	46,397
Others	78,468
<b>Total</b>	<b>591,023</b>

*Source:* FME/UBE, Abuja (National School Census, Primary Education Statistics, 2003).

Out of the 591,023 teachers in the public primary school system, 281,024 (52.45%) are not qualified, given the fact that the NCE is the minimum teaching qualification.

Further, a study on the impact of NCE by distance learning system by the National Teachers' Institute (2002), on community development, showed, among others, that the distance education trained teachers are empowered in the local community. They are involved in matters affecting the community through community mobilization and sensitization, and by engaging in enlightenment exercises or by membership of community-based associations.

The NCE (DLS) is the only tertiary programme within reach of some communities; hence the community members regard the teacher as a resource person to consult.

**g) Obstacles for serving teachers to in-service, continual professional development and implications for teacher skills levels/competencies and motivation**

The in-service training of a teacher is the training he receives while practising as a teacher to improve the quality of his performance. The main in-service training of teachers in Nigeria is the training they receive to upgrade their certificates so as to remain relevant as teachers in the nation's educational scheme. The main institutions that organize in-service training for teachers are:

1. The National Teachers' Institute, Kaduna;
2. Colleges of Education; and,
3. University Faculties and Institutes of Education.

The National Teachers' Institute, among others, mounts in-service training programmes for serving Grade II teachers to upgrade them to NCE teachers, which is now the prescribed minimum teaching qualification

Colleges of Education all over the country also prepare serving primary school teachers for the NCE. This in-service training programme usually takes place during long vacations and are called 'sandwich programme'. Some Colleges, in affiliation with universities, also run in-service training programmes leading to first degree in Education. Beneficiaries of this programme are usually NCE teachers teaching in primary and secondary schools.

University Faculties and Institutes of Education also run in-service programmes leading to the award of Bachelors' Degree in education. The in-service training of teachers was provided as a vital supplement to the regular educational process for those who, because of their age and other responsibilities, could not leave their job to enroll in the regular education system. The National Commission for Colleges of Education in 1998 carried out a study on the problems encountered by teachers undergoing the in-service training programmes to obtain the NCE. The study found financial problems as the main obstacles for serving teachers undergoing in-service training. For instance, the trainees identified the following as the main obstacles in the in-service programme:

- i) High school fees charged by the institutions running the in-service programme;
- ii) Difficulty in sourcing money to pay the exorbitant school fees;
- iii) The cost of the materials needed for the programme was out of the reach of the trainees;
- iv) Cost of transportation to study centre was high; and,
- v) Lack of facilities for practical work.

**h) Professional development: Alternative provisions**

Teacher Mentoring is currently being advocated as a form of in-service training. Experienced teachers serve as mentors to their less experienced counterparts. The Science Equipment Centre in Lagos also serves as a resource centre for the training of Primary Science teachers on the use of science apparatus to make the teaching of science more real. They are usually exposed to how to improvise simple primary science kits.

#### **4. Professional assessment**

##### ***Means of teacher evaluation, frequency and quality of evaluation by inspectors: impact on teachers' skills, careers and motivation***

In the Nigerian education system, the National Policy on Education (2004) and Education (National Minimum Standards and Establishment of Institutions) Act, Cap 104, 1990, are the major instruments for teacher evaluation. Under the said Act, inspectors are empowered to assess teachers on the following, among others:

- i) method of teaching;
- ii) use of continuous assessment (CA) of pupils/students;
- iii) correction of pupils'/students' work;
- iv) scheme of work and lesson notes;
- v) work ethics; and,
- vi) regularity and punctuality.

Of importance is the fact that modern inspection emphasizes inspection of education and not of the school, and the inspection of teaching and learning activities as well as all other activities in the school that facilitate teaching and learning and not necessarily the teacher. In other words, the emphasis of the inspector during inspection is not so much on assessing teachers but on assessing teaching and educational problems with the teacher in order to help him find solutions to the problems.

## Section Four

### Employment, careers, teaching and learning conditions

#### 1. Introduction

Nigeria has great natural resources. However, a large percentage of the population is poor and social development is limited. If the present trends continue, the country is not likely to meet the Millennium Development Goals (MDGs) and International Development Targets (IDTs), which were set to improve economic well-being, social and human development and ensure environmental sustainability and regeneration.

Researchers and governments have identified education as the bedrock of development, but unfortunately the quality of education in our primary, secondary, and tertiary institutions is going down and requires re-engineering. The issues of employment, careers, teaching and learning conditions were examined in order to address the challenges of education for all. According to the ILO, Education For All (EFA) goals by 2015 are threatened by current teacher shortages; hence, the need to better understand and develop policies and concrete measures to address these shortages in the interest of universal access and provision of quality basic education.

#### 2. Recruitment/Induction

From the NSG survey (2005), 79.4% of respondents indicated that all teachers, male and female, including those from disadvantaged/minority ethnic groups, were recruited on the basis of applications made for available vacancies. Again, 96.9% of respondents indicated that merit and quota were the major selection criteria used. Teachers, upon recruitment, were generally posted to areas of need. Induction was rarely organized for newly recruited teachers; neither were they assigned to senior teachers (mentors) for guidance.

#### 3. Careers

The career prospects of teachers, whether in the urban or rural area, is determined by established guidelines, which are non-discriminatory. Transfer of teachers is also a policy issue. However, most married female teachers are transferred to where their husbands are located. From the survey report by NSG, 75.4% of the respondents indicated that most female teachers spent about 1 – 5 years in a school, while 76.94% indicated that an additional qualification by a staff member could lead to a transfer. Observations, however, show that transfers cost money, therefore, they are not frequent, and when they do occur, they affect teachers who have stayed for not fewer than 5 years in a given school.

In view of the fact that confidentiality is associated with HIV/AIDS status, transfer of any teacher cannot easily be linked with his/her health condition. However, transfer from basic education to senior secondary level or vice versa could be facilitated by additional qualification or individual request for transfer of service.

#### **4. Remuneration/material incentives**

Teachers' remuneration and material incentives are generally lower than those of other workers with similar qualifications in the public and private sectors. The NSG survey report (2005) confirmed this. Eighty percent (80.0%) of the respondents suggested that this was the case. On the issue of salaries, 80.0% of respondents considered that teachers were generally poorly paid.

#### **5. Teaching and learning conditions**

The National Policy on Education and Implementation documents make provisions for:

- i) statutory hours of work;
- ii) overall teaching (curricular preparation, student evaluation, counseling, etc);
- iii) pupil-teacher ratio; etc.

The NSG survey report (2005) showed that 69.23% of respondents indicated that teachers had statutory hours of work.

A large number of schools do not have sufficient teaching materials as a result of inadequate funding of the sector. Approximately, fifty-one percent (50.77%) of respondents indicated that the problem existed because teaching materials were provided by authorities. On the issues of insecurity and violence as influences on teacher motivation and retention, it could be said that there have been isolated cases in schools, mainly involving parents. However, these incidents have not been significant enough to de-motivate teachers. On absenteeism, the survey conducted by the NSG in nine States showed that the major reason for teacher absenteeism was ill-health.

#### **6. Leave provisions**

On the issue of leave provisions, the Public Service Rules provide the necessary guidelines irrespective of area of posting. All respondents in the surveyed States (100%) agreed that there were various leave provisions for teachers (annual, sick, study, etc). Sabbatical leave is, however, restricted to teachers (lecturers) in tertiary institutions.

#### **7. Targeted incentives programmes**

In some States, additional incentives such as special salary and housing are offered to teachers. Generally, science teachers are also given a special science teachers' allowance.

## **Section Five**

### **Social dialogue and participatory decision-making in education.**

#### **1. Introduction**

With democratic principles sweeping across the globe, the introduction of Millennium Development Goals (MDGs) and the implementation of NEEDS, the education sector cannot but undergo some reforms. As it is noted in the NEEDS document, “education is the key bridge” to national success. Social dialogue, therefore, is an essential tool in participatory decision-making process in education.

Social dialogue between the public and private sectors of education is highly inevitable, because the tradition of the public doing it alone has become unproductive and it is quite clear that the private sector should be carried along.

#### **2. Information Sharing**

The issue of information sharing in educational policies and planning between education authorities and private school employers/management and teachers’ associations is a recent phenomenon, both in practice and in action. The NSG survey report (2005) showed that 77.0% of the respondents indicated that the major method for sharing information between Ministries of Education (MOEs) and Private Schools was through the use of circulars.

##### **a) Subjects for Information Sharing**

The survey report by NSG (2005) indicated that 75.4% of respondents were of the view that the main subject for information sharing between MOEs and Private Schools was ‘educational policies’. Other subjects for information sharing included:

- i) Curriculum reviews for Primary, JSS and Teacher Education;
- ii) Teacher professional development issues and opportunities such as DLS, in-service training opportunities, good practices, school-based mentoring, cluster training/professional development; and
- iii) Teacher working environment.

##### **b) Means for Social Dialogue**

The under-listed activities could be said to be some of the means for social dialogue:

- i) Summits such as the one on Higher Education in March 2002 in buja
- ii) Retreats on Policy Dialogue by stakeholders on teacher reforms such as the one held in December 2002, at Abuja;
- iii) On-going activities of the Taskforce on Policy Reforms and social dialogue between government agencies and teachers’ associations;
- iv) Websites;
- v) Organization and hosting of conferences, workshops and seminars on topical issues in education such as:
  - a. NCCE’s Workshops on Multi-grade Teaching Skills for Lecturers in Colleges of Education (April/May, 2005);
  - b. NUT’s Workshop (in collaboration with the School of Business and Leadership Studies, Abuja) on Repositioning Teacher and Teaching

Profession in Non-Teacher Friendly Environments: The Case of Nigeria  
(April 5, 2005);

- vi) NTI Annual Teachers' Summit;
- vii) FME/Centre for French Teaching and Documentation Workshop on Communicative Approach;
- viii) FME Seminars on the Role of Teachers in National Development;
- ix) Seminars during World Teachers' Day Celebration;
- x) New Approaches to Teaching of Primary Science at Federal Science and Equipment Centre, Oto-Ijanikin, Lagos;
- xi) Publications by FME and her Parastatals such as Newsletters, Magazines, Brochures, Annual Reports, etc.
- xii) Electronic and Print Media information dissemination via Press Briefs; and,
- xiii) NAPATAN activities.

Education For All (EFA) synergizes with the NEEDS philosophy on education. The success of EFA by 2015 would be facilitated by the implementation of NEEDS in practice and in budgetary provisions. Structures incorporating teachers' views in EFA and other major education reforms are in place. Interactive fora are continually being created through retreats, workshops, seminars, roundtable conferences, etc, to sensitize all stakeholders and also seek their views on how to achieve EFA goals by 2015 .

### 3. Consultations

Consultations between employers and teachers in both the public and private sectors do exist in our educational structures as revealed by NSG (2005) survey.

**a) Mechanisms for Consultation are:**

- i) The meeting of Reference Committees such as Joint Consultative Council on Education (JCCE) and the National Council on Education (NCE).
- ii) States and Local Government Consultative Structures.
- iii) Federal, State and local governments' regulatory bodies for the public and private schools for quality assurance, professional conduct and ethics. Such bodies include:-
  - TRCN teacher professionalization;
  - NUC regulation of public and private universities;
  - NBTE regulation of public and private polytechnics;
  - NCCE regulation of private and public Colleges of Education;
  - NERDC development of curriculum and educational reading materials for basic and senior education;
  - NTI in-service training of teachers;
  - UBEC provision of universal basic education to Nigerian children through SUBEBs and LGEAs; and
  - NUT teacher professional conduct and ethics.

**b) Subjects of Consultation**

From the NSG survey report (2005), 58.5% of respondents indicated that the major subject of consultation between MOEs and Private Schools was 'teacher quality and professionalism'. Other subjects of consultation included:

- iv) promotions and discipline;
- v) provision of infrastructure for teaching and learning;
- vi) remuneration and working conditions;
- vii) provision of instructional materials.

**c) Evidence of Successful Consultation**

On whether there had been a ‘policy shift’ because of consultations, 90.0% of respondents from the Private Schools said ‘no’. On the issue of supervision of Private Schools, 68.0% of respondents indicated that the SMOEs were mainly concerned with teacher working environment. Ninety percent (90.0%) of respondents indicated that SMOEs were not concerned about teacher incentives in Private Schools.

The concrete evidence of successful reforms arising from Consultation is the on-going policy dialogue and reforms between FME (government) and her agencies like NCCE, NTI, UBEC, TRCN, ETF, NMEC, NCNE and Teachers’ Associations such as COPSHON, ANCOPSS and NUT which are co-sponsored by UNESCO.

**4. Negotiations/Collective Bargaining**

*Mechanisms* for bargaining between public employers and teachers do not exist and those of the private are equally non-existent. However, there is a registered Trade Union for that sector, the Nigeria Union of Teachers (NUT). The impact of this Union is relatively felt in the Public Sector but not in the Private Sector.

This is a difficult situation as a high percentage of teachers are employed in the private sector and the issues that affect teacher productivity in the public sector also affect them. The survey report of NSG (2005) further showed that 80.0% of respondents indicated that consultation was the only method used by teachers in the Private Schools to bargain with employers.

Ultimately, the degree to which teachers in the Private Sector are motivated to perform better determines how effective they become. The Nigerian Child, a huge percentage of whom is catered for in the private sector is also affected.

The Nigeria Union of Teachers (NUT), on behalf of its Public Employee Members, use the following channels to bring about negotiation:

- i) Strike;
- ii) demonstration;
- iii) work to rule; and,
- iv) legal means (courts).

The under-listed issues could be considered as *subjects* for bargaining:

- a. career structure (favourable or unfavourable);
- b. remunerations and incentives;
- c. working environment; and,
- d. rules that are repugnant to natural justice, equity and good conscience.

The on-going reforms and social dialogue must, therefore, as of necessity, be extended to the teachers in the private sector. The SUBEBs and LGEAs are crucial and quite strategic in this process.

## SECTION SIX

### Policy recommendations

The National Policy on Education (2004) stipulates that the goals of teacher education shall be to:

*produce highly motivated, conscientious and efficient classroom teachers for all levels of our education system; encourage further the spirit of enquiry and creativity in teachers; help teachers to fit into social life of community and the society at large and enhance their commitment to national goals; provide teachers with the intellectual and professional background adequate for their assignment and make them adaptable to changing situations; and, enhance teachers' commitment to the teaching profession*

To this extent, teacher education shall continue to be given major emphasis in all educational planning and development. Given government's platform on what teacher education should be, the following recommendations are made:

#### 1. Education policy and planning

- The various levels of government should make teachers participating stakeholders on issues that affect teachers and teacher education.
- Teachers should be part of policy implementation.

#### 2. Teacher education and professional development

- Criteria for admission of new entrants into initial teacher preparation programmes should be reviewed.
- More training and re-training of teachers through in-service programmes, seminars, workshops and conferences are required.
- Government should make it mandatory that all those with teaching jobs at all levels must acquire teaching qualifications.
- In making a professional teaching qualification mandatory, government should give a deadline within a convenient time-frame to ensure that by 2015, all teachers would have been professionals.

#### 3. Recruitment and retention (career incentives)

- Proprietors of educational institutions to comply with the set criteria for recruitment of teachers.
- Government should endeavour to meet the EFA goals.
- Government should be more committed to the capacity building of teachers.
- Teachers with relevant additional qualification should be appropriately upgraded.
- The teaching service to be planned in such a way that teachers can transfer from one State to another without loss of status.

**4. Teacher remuneration and material incentives**

- Approved ‘Teachers’ Salary Scale’ (TSS) should be implemented to ensure the realization of EFA goals by 2015.
- There should be special incentives for teachers in difficult terrains.

**5. Teaching and learning conditions**

- Proprietors of educational institutions should endeavour to provide adequate infrastructure and instructional materials.

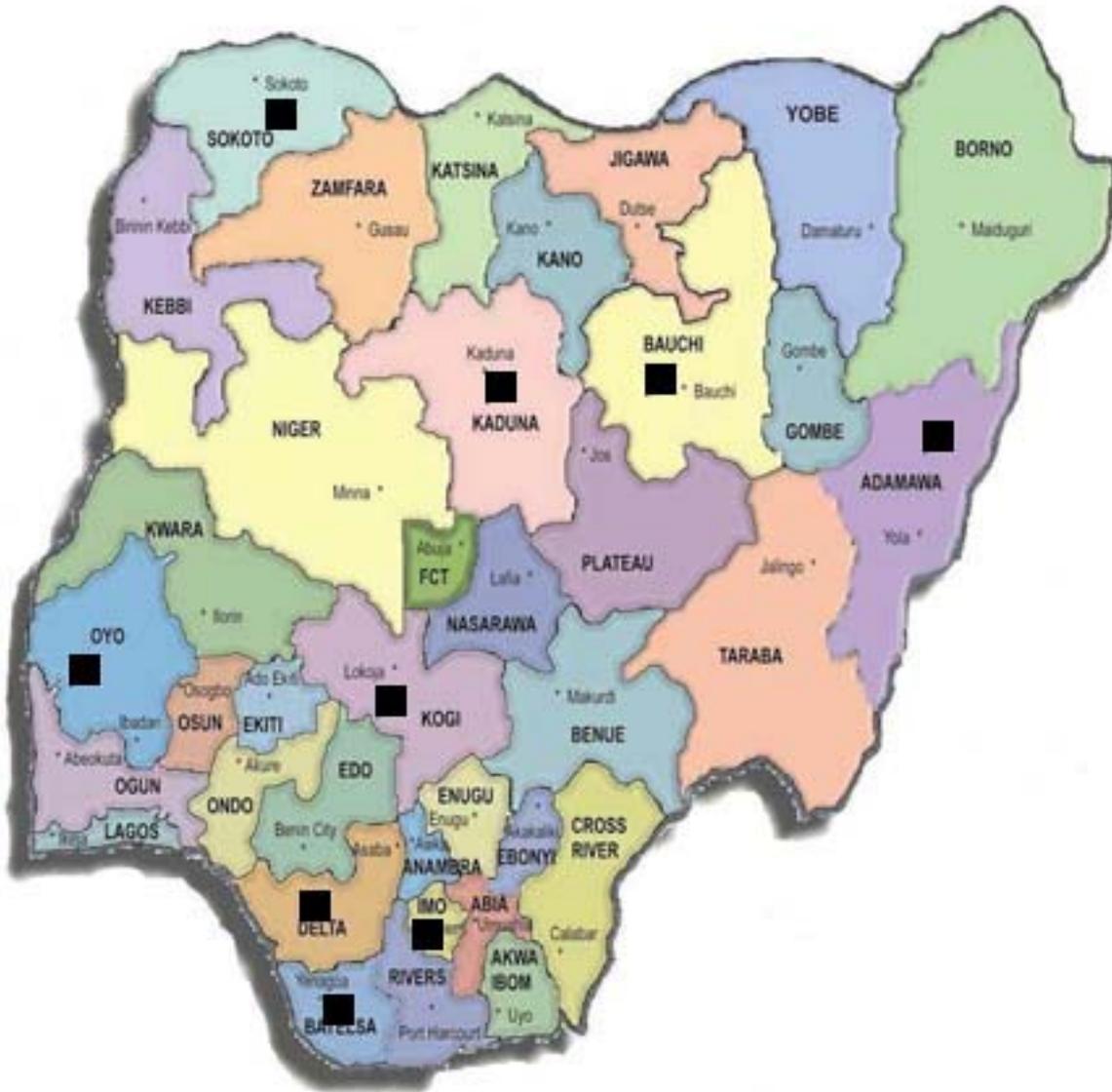
**6. Social dialogue between employers and unions on teacher shortages issues**

- Government should allow collective bargaining machinery to operate in the education sector.
- There should be a forum where government and private proprietors meet to discuss teachers’ issues.
- Government should establish a special monitoring unit that will ensure that private schools comply with relevant labour laws on issues concerning conditions of service.

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## Appendix 1

### MAP OF NIGERIA



States in which data were collected by NSG members, 2005