

FEDERAL REPUBLIC OF NIGERIA

NATIONAL PRIMARY EDUCATION COMMISSION, KADUNA

**NIGERIA PRIMARY EDUCATION PROJECT**  
(CR 2191 UNI)

COSTS, FINANCING AND MANAGEMENT OF  
PRIMARY EDUCATION IN KANO STATE

*(Revised)*  
**FINAL REPORT**

Technical Consultant Report Submitted to the NPEC-World  
Bank Nigeria Primary Education Project Group  
through  
Kano State Primary Education Board

**By**

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July 1997

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## ABSTRACT

The Kano State survey reveals an interesting pattern about the distribution of educational services in Kano State. The survey did reveal an encouraging upward surge towards getting more pupils in schools; as compared to the previous years in Kano State. The retention rate of all pupils, and increasing enrolment of girl-child reveal indicators of narrowing gender disparity in the education of children in the State in the previous years.

At the same time, the survey also reveals a picture of uneven pattern of enrolment distribution weighed heavily in favor of urban settlements. This has consequences in that education continues to be out of reach of many children in remote rural environments. Primary education in Kano is grossly under-funded, with little attention being paid to the conditions of classrooms, teacher welfare or instructional materials. These, coupled with an increasingly large enrolment figure serve to over-stretch the little resources available, and entrench a sub-mediocre quality to the provision of primary education in the State.

While it is often too easy to blame lack of funding and infrastructural facilities for the loss of appeal of the primary education establishments, as indeed our respondents did, it should be pointed out the current economic crunch makes any investment in education worthwhile only if the dividends are worth it. Keeping a child in a schooling system, learning concepts that may have little to do with his everyday reality, may seem to be little encouragement to make parents invest in the future of their children through massive enrolments.

## EXECUTIVE SUMMARY OF THE SURVEY

1. There is an increasingly high enrolment figures for primary-aged pupils in Kano State over the last four years. Although it is difficult to determine the significance of this since the absolute number of the children is not available, nevertheless it is encouraging to note a 1996 population of 903,427 children in the primary schools. Further, for a State that has a history of resistance to contemporary education there is quite an impressive primary education completion rate.
2. Without detailed previous figures on pupil enrolment, it is rather difficult to determine whether there is an increase in the percentage of girls enrolled in schools. In any event, the enrolment figures show that a steady 35% of the pupils in the primary schools are girls in each of the three years from 1994 to 1996.
3. With regards to the Primary School Leaving Certificate examination, the survey revealed that 64% of those examined for the PSLC in 68 *sampled* schools across the State seemed to have gained placement in JSS 1 in the sampled schools; while out of that, 56% of the girls who were examined passed the placement examinations. Again this is remarkable, but it is left to be determined whether this high number of girl-children actually took up their places in the Junior Secondary Schools.
4. Coupled with this high rate, at least for Kano State, of transition, is the need to know whether the quality of education over the last years is increasing or not. The result of the survey shows that the 68 *sampled* Headteachers of the opinion that the literacy trends among Kano pupils in spoken English, Arithmetic and Elementary Science is *rising*.
5. The distribution of qualifications among primary school teachers in Kano from 1990 to 1996 shows clearly how much needed to be done with regards to qualified teachers in the primary schools. Only 0.8% of the 19,628 primary school teachers in the entire State had university degrees, while the overwhelming majority of 32.4% or 6,365 were Grade II certificate holders; with about 23.2% (4,554) being Grade II failures. NCE holders constitute only about 9.6% (or 1,901).
6. Simple cursory analysis of the conditions of the classrooms in Kano State primary schools reveals structures with similarities to ruins than learning edifices. Most of the children sit either on the window ledges or on the bare, often uncemented, floor. With a total number of 903,427 pupils in the State's primary schools in 1996 alone, and a total of 6,802 classes, there appeared to be an average of 133 pupils per class in the schools. And even then, only 1,827 classes were in good shape. Assuming that the school authorities restrict the children to only these classes, the number of children in each of these 1,827 is staggering 494. This clearly shows how grossly inadequate the resource allocation is. Large population and shrinking number of classes are enough factors to dissuade any parent from sending their children to school, especially those from rural areas. With a hugely crowded classroom, the teaching process becomes reduced to a mechanical behavior with little emphasis on individual attention because there were too many individuals to pay attention to.
7. Only 6 schools out of 68 reported that more than 60% of the pupils have their own personal writing materials. Similarly, only 7 reported more than 60% of pupils having their own basic textbooks apart from the World Bank

supplied textbooks. The rest of the categories show a glaring inadequacy in the materials the pupils have for writing, or alternative textbooks to the already insufficient World Bank books

8. Of the instructional materials in the schools, only chalk is present some appreciable quantity. Almost every other item in the category is either not present at all, or is not adequate. Strangely even lessons notes, the main instrument of teaching, seem to be insufficient; perhaps because the teachers do not feel bothered to prepare them every lesson. Other, almost luxurious items, such as felt markers and pens are not supplied in sufficient quantities in the schools, while basic teaching aids such as globes and wall charts are insufficient.
9. Only 21 of the 68 schools surveyed in Kano admitted to having a library. The vast majority of 46 respondents profess not having one, with one abstention. Reading culture is therefore impossible to inculcate in the children, with nothing to read, or if available, nowhere to read it.
10. While there is an increase in pupil population every year — from 44,796 in 1995 to 73,004 in 1996, there is a corresponding decrease in per-pupil cost in the same period, from ₦ 630 in 1995 to ₦ 594 in 1996 based directly on Kano SPEB capital and recurrent expenditures for the same period.
11. However, looking at the Federal, State and Local Government sources of funds, we notice a remarkable increase over the three year period, starting with ₦ 61.8 million in 1994 and peaking at well over ₦ 906 million in 1996. Correspondingly, this leads to increase in the per-pupil cost ratio which started with a lowly ₦ 78.7 per year in 1994 and peaked at ₦ 1002.90 in 1996.

## CHAPTER 1 BACKGROUND TO THE STUDY

### 1.0. Background and Statement of the Problem

#### 1.1. Preamble

Kano State came into existence in 1967 when Nigeria assumed the status of 12 states. The State presently has 44 local government areas. The administrative structure of the state is stipulated in the 1979 constitution which provided for separate branches of Government with different powers and functions (executive, legislative and judicial).

The Executive power is wielded by the executive council with the Military Administrator as the Chief Executive. The legislative powers rest with the state House of Assembly. The system of local government was entrenched in the 1979 constitution by means of democratically elected Chairman and councilors. The existence of the Local Government councils is ensured by the state under a law which provides for their function and structure.

The State Capital, Kano City or metropolis is heterogeneous with people from different parts of the country. This is very much related to the fact that commerce and trade are the dominant activities which attracted a lot of migrants to the city. The influx made Kano metropolis heterogeneous and cosmopolitan while other parts of the State are relatively homogeneous.

The population of Kano is predominantly Muslim with strong attachment to the Islamic tenets. Apart from the indigenous population all other people of Nigeria are found to some extent in Kano. Predominant among them are Igbos, Yorubas, Kanuri, Nupe, etc, who have settled mostly in Sabon-Gari reserved for the non-indigenous population of the city. This ethnic mix has realigned the primary school landscape in that quite a large number of non-Kano children are admitted in the old municipal schools.

The State is one of the most populated in the country. The rate of population growth is projected to be 3.2%. The population density varies from one location to another. For instance in the city and surrounding areas the population density stood at 1,323 persons per square kilometer. In other areas the population density stood at 268 person per square kilometer.

The script that details the history of education in Kano has been read and re-written so many times that going over it again does not yield significant insight into the nature of the problems of education in the state, especially at the primary level. Suffice to argue that the history of education in Kano has been the history of a gargantuan struggle between competing forces. On the one hand is the force of modernity; the modernizing theory that seems to accept contemporary education as the basis for a sustainable change and societal integration with the World Order. On the other hand are forces that share a radically different, and opposing view, and that perceive Western contemporary education as alien, unnecessary and reductionist. It is difficult to take sides on this fence. Suffice to say that each view has a particular rationale peculiar to itself.

The argument of education for modernity has strong developmental appeals. Contemporary education provides children with the necessary skills, knowledge and opportunities to become contemporary citizens. However, this can only be possible from the standpoint of sufficiency in the nurturing process of children's education. In other words, it is no use expecting that education should be a platform for modern development when the necessary facilities to teach children are absent.

Connected to this is the other side of the argument which determines whether education, as provided, is meeting the cultural needs of the children; and whether in fact resistance to education, particularly in areas of Far North in Nigeria, including Kano State, might not have been attributed to the perceived irrelevance of the education systems by those whom to it is expected to serve. In other words, to what extent does the State education actually provide a relevant learning experience to the children? Also who determines relevance? The State machinery, or the clients of the system? The National Policy on Education attempts to address some of these issues by prescribing the objectives of primary education to include:

- a. The inculcation of permanent literacy and numeracy, and the ability to communicate effectively.
- b. The laying of a sound basis for scientific and reflective working.
- c. Citizenship education as a basis for effective participation in and contribution to the life of the society.
- d. Character and moral training and the development of sound attitudes.
- e. Developing in the child the ability to adapt to his changing environment.
- f. Giving the child opportunities for developing manipulative skills that will enable him to function effectively in the society within the limits of his capacity.
- g. Providing basic tools for further educational advancement including preparation for trades and crafts of the locality.

The National Policy on Education stipulated that these objectives will form the basis for primary education in all the States of the federation. Furthermore, in the policy the federal government is categorical in its commitment to universal primary education, so that each Nigerian child will enjoy equal educational opportunity to obtain primary education irrespective of traditional barriers to formal schooling.

### **1.2. Problem of the Study**

Apparently, there seems to be very little disagreement over the objectives of primary education and even the idea of universalizing primary schooling. ***What is controversial at the level of the government are the issues of cost, management and financing of the primary education sector.*** Reduced to simple economic terms, the issues to be addressed are: ***who*** will bear the ***cost*** of educating the primary school child? If a sponsor, either the Government, or an aid agency takes the burden, how can the funds so provided be ensured to have been used for the purpose outlined? In other words, who ***monitors*** the ***management*** of the primary education sector? Finally, how can ***regularity*** in

**education servicing** be maintained once the funds have been made available?

With increased commitment to other social service sectors, and dwindling resource generation, government certainly has to look for alternatives to fund primary education and ensure that it is well-managed. The present constitution placed primary education under the residual category thereby making it the preserve of the local government councils. To ensure the implementation of this constitutional provision, the Federal Military Government enacted a decree in 1991 dissolving the National Primary Education Commission and in effect, the Primary Schools Management Boards which were then established in almost all states in the federation.

Consequently all responsibilities in primary education were delegated to the local governments including the vexing issues of **funding**. However, the Local Government councils have insisted that they do not have sufficient fiscal base to fully bear the enormous costs of primary education. Realizing the vital role played by the National Primary Education Commission in disbursing funds and maintaining quality in the primary schools, the Federal Military Government returned the control of primary education policy and administration to a newly reconstituted National Primary Education Commission in 1994.

At the level of the society, primary education is facing two great challenges having to do with the capacity of the system to absorb all school-age population irrespective of their social milieu and the ability of the schools to impart basic knowledge and skills which will be permanently beneficial to the individuals and the society. In the case of Kano, for instance, previous research, particularly for the UNICEF Basic Education program in 1992 revealed that about 40% of school-age population are still not within the fold of primary school education. Reasons of culture, traditions, and more pathetically, socioeconomic and geographic factors, have made it difficult for most of these children to avail themselves to the acclaimed opportunities for primary education. Further, lack of funding in an increasingly depressed economy has made it more difficult to governments to shoulder fully and alone, the responsibility of providing quality education to all its citizens.

But the problem of equity is further compounded by the performances of the primary schools themselves. A significant proportion of the children that attend primary schools in Kano do not acquire the so-called rudiments of literacy and numeracy essential for the participation of the children in our modernizing society. Unfortunately these casualties of primary schooling are disproportionately found among the rural children and those coming from poor homes. Basic education policy should therefore ensure that reasonable guarantee is established in the primary schools so that any child that spends its six year of education can at least read, write and calculate. To ensure this objective is achieved requires investment in education; not philosophical investment in the nature of the curricula; but investment in terms of specific financial strategies.

### 1.3. Objectives of the Study

External sources of funding therefore become more viable long-term alternatives to supplement government funding. As a means of improving the overall performance of the primary education subsector, the **Nigerian Primary Education Project** (CR 2191- UNI) was approved by the National Primary Education Commission to provide baseline data for funding decisions before June 30<sup>th</sup> 1997. The project is intended to assist the government's program for:

- a. upgrading the quality of primary education;
- b. improving resource allocation;
- c. increasing enrolments;
- d. strengthening institutions; and
- e. facilitating future planning.

### 1.4. Methodology

1.4.1. To solve the basic problem *of cost, financing and management of primary education in Kano*, the National Primary Education Commission assembled a team of State Consultants at the National Teachers' Institute, Kaduna on March 4<sup>th</sup> 1997 to acquaint them with data collection and analytical techniques for collecting, synthesizing and analyzing baseline data about the *costs, financing and management* of primary schools in the country within the broad framework of the **National Primary Education Project**.

At the end of the sessions of the National Workshop, it was unanimously agreed that due to the importance of the State and Zonal reports as instruments for effective planning of this sub-sector, the World Bank and Special Projects Department of NPEC is to direct all the SPEB Chairmen throughout the Federation were given three weeks from July 1<sup>st</sup> 1997 to re-examine their state reports, reconcile the figures given by their consultants and present the final, cleaned figures to the State consultants who would then incorporate them into a final State report and submit same to NPEC.

The Kano State SPEB responded immediately, and on 23<sup>rd</sup> July 1997 (SPEB/GEN/88A.T/II) presented the essential figures requested to Dr. Abdalla Uba Adamu who was responsible for collating, synthesizing and writing the report for Kano State. This report is the final, clean and reconciled copy of the Kano State report.

A limitation of the dataset provided by the Kano State SPEB must be pointed out. It is clear that the PRS department (which provided the information) did not follow the pattern of the original questionnaire created for the project; but then since the contents of the NPEC instructions to them regarding the specific data they should provide is not known, it is likely that they are providing the basic data needed for understanding the trends of costs, financing, but not the management of primary education in Kano. This was because a lot of information was not provided in the communication (a copy of which is included in its entirety as the Appendix). For instance, detailed expenditure on instructional materials, vehicles, furniture, teacher and non-teaching salary and allowances and other expenses. Also the data given is not broken according to the various local governments, so it was difficult to determine the pattern of expenditure according to location and pupil population.

The data collection in this stage was based on a sample of 216 schools in Kano, making up about 10% of the entire primary school population in Kano. Due to the closure of the schools, and the fact that the data collection started in earnest only during the Ramadan period (...**30<sup>th</sup> December 1997 find the dates...**), All the data was returned on 10<sup>th</sup> January 1998. Due to time constraints, it was decided to simply total up the figures given for each table, and a master table created, from which the various analyses would be made.

#### **1.4.2. Study Population:**

68 Sample schools: initial study

216 sample schools: Follow-up

#### **1.4.3. Sample Size**

As noted earlier 216 schools were sampled from the over 2,000 primary schools in Kano. The sampling was done by the Planning, Research and Statistics unit of the Kano State Primary Education Board. The Kano SPEB also provided all the logistic support necessary for the collection of the data.

#### **1.4.4. Research Instruments**

All the research instruments were developed by the team of consultants assembled at The Hamdala Hotel, Kaduna (...**find the dates...**). These were modified from the original instruments developed for the project by the team of National Consultants.

#### **1.4.5. Validity and Reliability of Instruments**

Since the instruments were based on earlier developed and tested materials,

## CHAPTER 2

### Enrolment Trends and School Performance

#### 2.1. Male/Female

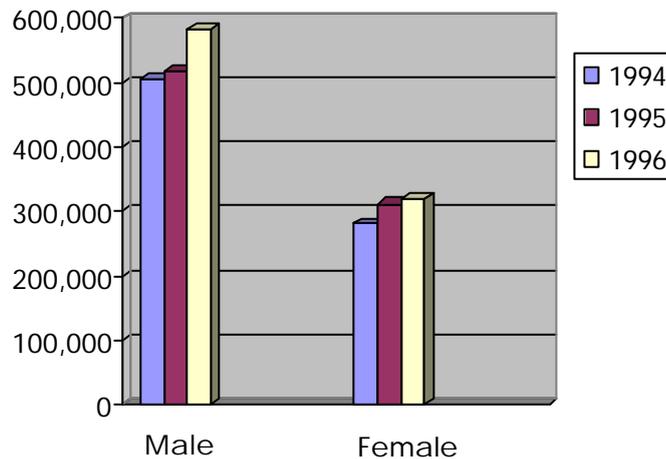
It is only appropriate that the first port of call in the analysis of any educational trend in any situation should be the total pool of clients of the system. For it is only when the enrolment patterns are established that trends analysis could be conducted to inform decision making.

There are generally two sources of data for the enrolment trends. The first source is the PEP01 returns for the 68 schools sampled. A summary of the total pupil enrolment in the sampled schools from PEP01 is outlined in Table 2.1 below.

**Table 2.1: Male-Female Enrolment Patterns in Kano State, 1994-1996**

Year	Male	Female	Total	% Female
1994	504,951	280,676	785,627	35
1995	518,637	311,786	830,423	37
1996	582,987	320,440	903,427	35

Figure 1 shows the data represented graphically to provide a visual commentary on the distribution of the enrolment patterns in the State over the last three years:



**Figure 1: Enrolment Pattern in Kano State, 1994-1996**

The figures in Table 2.1, and the graphic patterns in Figure 1 all show a remarkable increase in the student population over the years, jumping from 44,796 between 1994-1995, to 73,004 between 1995-1996. However, the female enrolment pattern remained almost steady within the same period, at about 35% of the total, with a peak variation of 37% in 1995.

However, it was not possible to determine the extent of the distribution of these figures with regards to rural or urban schools in the State. But as the first report of this project shows, it is quite likely that there are more pupil enrolments in the urban than in the rural schools due to rural apathy towards contemporary education.

From the figures given in the first report, it emerged that Tudun Wada, the furthest Local Government from central Kano at over 200 kilometers has the highest enrolment pattern outside the Big Three local governments of the old municipal. This could possibly be explained by proximity to a more cosmopolitan Plateau State which is significantly more advanced than Kano in relation to education. At the same time, the arable nature of the terrain has attracted a lot of migrants from other areas of the plateau basin, thus increasing the population of the Local Government Area.

Kumbotso Local Government, on the other hand, is just about 20 kilometers from central Kano. With the increased urban sprawl and development, Kumbotso indeed overlaps areas of Nassarawa Local Government, e.g. at Na'ibawa, Hotoro and Mariri. The smaller number of pupil enrolment as reported by the LGAES could simply mean that parents in the LGA would prefer to send their children to what they consider more equipped schools of either Nassarawa, Dala or Municipal Local Governments. Thus smaller number may not necessary mean lesser value to education.

The enrolment trend for girls, representing a lower value in relation to boys might reflect the numerical strength of boys over girls; or as is usually the case, could be attributed to reluctance on allowing female children to attend Western type schools. While this behavior is generally understandable in the "rural" areas, it is yet surprising that similar reasons for low enrolment of girls in schools are given by the Education Secretaries of the three local governments in the municipal cluster. According to the questionnaire (PEP02) from the Municipal Local Government Education Secretary, one of the problems confronting primary education in Kano State include, amongst others,

"Non-challant attitude of parents towards the education of their children"

A similar response from the Education Secretary of Nassarawa was noted:

"Lack of defined law to prevent parents from refusing to enroll their children or withdrawing them from schools."

Of the rest, there are quite interesting patterns. Even though any settlement outside the Kano city-state is considered "rural" nevertheless if inclination to pupil enrolment is anything to go by, then some areas appear to be "more rural" than others. Kumbotso, just a few kilometers outside the city-state seemed to have the lowest enrolment trend in the state, while Tudun Wada, the farthest from the city-state has the highest of the rest!

These patterns say a lot about the distribution of educational services in Kano State. On the one hand they seem to reflect an encouraging upward surge towards getting more pupils in schools; as compared to the previous years in Kano State. On the other hand, they do provide a picture of uneven pattern of distribution weighed heavily in favor of urban settlements. This has consequences in that education continues to be out of reach of many children in remote rural environments. While it is often too easy to blame lack of funding and infrastructural facilities for the loss of appeal of the primary education establishments, as indeed our respondents did, it should be pointed out the current economic crunch makes any investment in education worthwhile only if the dividends are worth it. This is a remarkable progress in the education of children in Kano State.

## 2.2. Performance Trends

As important as the completion rate is the rate at which the students get placed into the next level of education, the Junior Secondary School, state. Table 2.2 below shows the trend of pupils who sat for and passed the Primary Six Leaving Certificate Examination (PSLCE) from 1990-1996 **based on data from 68 sampled primary schools**

**Table 2.2: Primary Six Leaving Certificate Examination Results, Sample, 1990-1996**

Year	EXAMINED			FAILED			PASSED		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
1990	3520	1457	4977	1188	636	1824	2332	821	3153
1991	3427	1410	4837	1082	618	1700	2345	792	3137
1992	3521	1514	5035	1027	668	1695	2494	846	3340
1993	3564	1555	5119	1088	777	1865	2476	778	3254
1994	3608	1499	5107	1069	602	1671	2539	897	3436
1995	3878	1632	5510	1127	688	1815	2751	944	3695
1996	3949	1669	5618	1539	679	2218	2410	990	3400
<b>Total</b>	<b>25467</b>	<b>10736</b>	<b>36203</b>	<b>8120</b>	<b>4668</b>	<b>12788</b>	<b>39037</b>	<b>6068</b>	<b>23415</b>

In all the 68 **sampled schools**, the number who passed are those as indicating to have proceeded to Junior Secondary School class 1; but without a proper follow-up procedure, it is difficult to ascertain whether they have actually succeeded in being placed. In any event 64% of those examined for the PSLC seemed to have gained placement in JSS 1 in the sampled schools; while out of that, 56% of the girls who were examined passed the placement examinations. Again this is remarkable, but it is left to be determined whether this high number of girl-children were actually placed in the schools.

Coupled with this high rate, at least for Kano State, of transition, is the need to know whether the quality of education over the last years is increasing or not. Many arguments have been raised, especially in the popular press, but without much substantial measuring instrumentation, about how the "standards" of education have "fallen". The teachers, dealing with the pupils on a daily basis, and assuming their responses are accurate reflections on the reality of their classrooms, do not believe this argument. This is reflected in the questionnaire item given to the Headteachers to determine the general

trends in pupils performance in basic categories of literacy. The results from 1990-1996, and again **based on data from 68 sampled primary schools** are tabulated in Table 2.3:

**Table 2.3: Recent Literacy Trends Among Kano Pupils**

<b>Category</b>	<b>Falling</b>	<b>Rising</b>	<b>No Difference</b>
Reading English	23	39	8
Writing English	22	38	16
Spoken English	31	33	9
Arithmetic	13	49	20
Elementary Science	21	37	15

It must be kept in mind that this items seeks information from Headteachers whose answers are likely to be influenced by their own interests in projecting quality instruction in their schools. These responses therefore do not necessarily reflect what teachers in general think about literacy trends among pupils, but what the Headteachers believed to be the trend.

About 85 respondents, far beyond the 68 initially sampled, answered this item, perhaps believing that they could also contribute their opinion to the debate. From the responses, about 39 believed that the ability of children to read English was raising, while 23 believed it was falling. Not exactly antipodean, but fairly distant enough to be credible. Similarly, in all the other categories, the general view was that the literacy trends among Kano pupils in spoken English, Arithmetic and elementary science is raising. Without further field investigations, it is quite difficult to determine what caused this general upsurge; but the increasing way in which contemporary life-styles intrude into our homes in various formats is likely to have increased the overall gene pool of understanding of the pupils, regardless of their locations.

## CHAPTER 3

### School Personnel

#### 3.1. Teacher Quality

The responses from the Kano survey revealed that 33 of the schools were urban, while 38 were rural; the locator index being the one used by the NPEC which stipulates that a school located outside the local government headquarters is considered rural. Of the 68 schools surveyed, only one did not indicate its proprietorship, as the rest of the 68 are public schools. In retrospect, the Kano survey did not make much attempts to include private schools in the sampling. This was because it was felt that the private schools, being atypical, may produce responses capable of distorting the entire trend for the rest of the schools in the State, thus yielding data of doubtful integrity.

Further, 67 of the respondents were Headmasters and male, with one questionnaire being returned without the field for both rank and gender filled. However, the field assistants assured that all the respondents were male and Headteachers. It seems that school leadership has still remained a strongly male-dominated domain; although this could be because it is relatively rare to find *female Headteachers*, especially in rural schools in Kano.

About 35 of the 68 Headteachers or some 51% have the Nigerian Certificate of Education (NCE) as their highest qualification; while only 2 have B.Sc. (Education) degrees. Another 28 (41%) have Grade II Teachers' Certificate as their highest qualification, with only 2 other respondents indicating a qualification below Grade II. Thus it is gratifying to note that Kano State primary schools seemed to be moving towards ensuring quality in the leadership of the schools by appointing properly qualified personnel. Admittedly, the NCE may not reflect the most desired qualification for a Headteacher; but considering that a couple of years ago it was difficult to even get this class of people in the schools, it is assuring that some form of higher qualification is attained by the Headteachers. Disturbingly, many of the Headteachers are still Grade II certificate holders; but one hopes that vertical mobility may encourage them to seek higher qualifications as soon as possible.

The non-availability of graduates filling the jobs of Headteachers in Kano may simply reflect the social mobility of degree holders in Kano: rarely could they be persuaded to come and head *primary* schools; it is therefore not surprising to find so few of them in the schools.

Nevertheless, and despite the seemingly lower end qualifications of the Headteachers, they seemed to have generally an impressive longevity in the service. About 50 of them have 10-19 years of teaching experience, while 10 have spent more than 20 years in the system. Only six indicated that they have less than 10 years teaching experience. It is of course not clear from the responses where such longevity reflects inherent desire to remain within the teaching profession or lack of facilities to move on along the social mobility ladder; for instance access to higher education may be limited by lack of

scholarship or too much family commitment on the part of the Headteachers to enable them to continue with their studies. The extent to which trained teachers are available in all the schools in the State is reflected in Table 3.1

**Table 3.1: Teacher Qualification in Kano, 1996**

Category	Male	Female	Total	% of Total
Grade II Certificated	5,522	843	6,365	32.4
Grade II Un-certificated	4,088	466	4,554	23.2
Others	3,681	104	3,785	19.2
NCE	1,601	300	1,901	9.6
H.I.S. Certificated	1,323	106	1,429	7.2
Diploma	915	93	1,008	5.1
H.I.S. Un-certificated	379	37	416	2.1
Degree	146	24	170	0.8
<b>Total</b>	<b>17,655</b>	<b>1973</b>	<b>19,628</b>	<b>99.6</b>

Thus Grade II Certificated teachers constituted the largest corps of teachers in the Kano State primary schools in 1996, making up about 32.4% of the total. While this reflects the largest number of trained personnel, it is argued that it is only a matter of time before these same qualified teachers began to think of moving on to the higher rung in the mobility ladder and applying for further education courses. Ironically, 23.2% were Grade II trained, but had failed their papers, and so were Un-certificated — creating the same pressure point as in the first group, the desire to move on along the line.

The lowest category is that of degree holders, who constitute only 0.8% at 170. The figures given by the SPEB do not show the distribution pattern of all the teachers, otherwise, it would have been instructive to determine which part of the development divide, the urban or the rural is getting what category of teachers.

The Higher Islamic School is a particular and unique feature of teacher training facility in Kano State where graduates are produced predominantly in the Arabic disciplines, considering the extensive penetration of the Arabic and Islamic Studies culture in Kano State. Even then, due to the rather low status accorded to such teachers, compared for instance to mainstream conventional Westernized teachers, it is worth noting that they constitute 7.2% of the total number of teachers employed in the State's primary schools. Apparently the Arabic and Islamic studies niche is catered for, although not in the sufficient quantity needed.

All these figures point to the need for providing a re-training facility for the teachers of State's primary schools. This can be done in conjunction with the local higher and further education institutions, such as the Colleges of Education and the University. It is suggested that the SPEB makes moves to these institutions with the hope of working out a program of re-training for the untrained teachers in the State's primary education system.

### **3.2. Non-Teacher Spread**

Support personnel, in the form of non-teaching staff are no less significant than either furniture or instructional materials. They contribute to the success of the educational delivery system by facilitating communication between teachers and pupils, and generally contribute to the running of the school. However, considering the investment individuals make in their personal education, it is unlikely that the caliber of support staff in Kano primary schools would have been highly trained. From the SPEB supplied figures, there were only 5,601 non-teaching staff in the State's primary schools. Among these, the commonest non-teaching support staff in the sampled schools is the usual "security guard" who constitute about 92%.

## CHAPTER 4

### Space and Teacher Utilization

#### 4.1. Number of Classrooms Available

Another measure of the efficiency of the system is reflected in the adequacy of the infrastructural facilities available for effective teaching and learning in Kano State primary schools. Table 4.1 shows the total number of classes available in Kano State from 1994-1996.

**Table 4.1: Number of Classrooms Available in Kano, 1994-1996**

Category	Number
Classes Available	6,802
Number of Streams	17,417
Number in good shape	1,827
Number needing renovation	4,975
Number of new needed	747

With a total number of 903,427 pupils in the State's primary schools in 1996 alone, and a total of 6,802 classes, there appeared to be an average of 133 pupils per class in the schools. And even then, only 1,827 classes were in good shape. Assuming that the school authorities restrict the children to only these classes in "good shape" for safety reasons, the average number of children in each of these 1,827 is staggering 494. Further data provided by Kano SPEB revealed that it would cost at least ₦950,000.00 to build one classroom block, with a total of ₦709,650,000.00 required to renovate the entire system.

Large population and shrinking number of classes are enough factors to dissuade any parent from sending their children to school, especially those from rural areas. With a hugely crowded classroom, the teaching process becomes reduced to a mechanical behavior with little emphasis on individual attention because there were too many individuals to pay attention to.

The team would have wanted to compute the pattern of teacher utilization, which could be obtained from the Time-tables in the schools. However, this was not possible because only about 18 of the schools provided their time-tables indicating the number of periods per teacher. These cannot be used as bases for effective generalization of the other 30 schools, so this was omitted out for analysis. The time-tables obtained, however, are reproduced in this report. Although the number of teacher per the school is not indicated, nevertheless our field-team were able to confirm an average of 8 periods per teacher per day. Of interest are the specialist Science and Mathematics Special project schools which have become more common in Kano in recent years, providing indicators of the concern for getting more pupils involved in science. It is left to be determined, by a future research effort, whether the teachers have the pre-requisite qualifications to teach in these specialist science primary schools.

#### **4.2. Number needed to complement existing ones**

It is of course clear that too much in this case cannot be enough. There is a disproportionate distribution between the number of classes available and the pupil population. Consequently, the number of classrooms need and those requiring renovation should provide a measure of the concern for an effective and conducive learning atmosphere for the pupils. The various reports from our field workers during the data collection exercise painted a very bleak picture. In one school, a whole classroom was actually turned into a restroom simply because its condition was so hopeless that it could not be either repaired or renovated. In almost all the others, including those located in more upwardly mobile inner city neighborhoods, the dilapidated buildings of the primary schools paint a dark brooding picture of a bleak landscape. It is hard to imagine how effective learning and teaching could take place under these conditions. Table 4.1 above provided a picture of the situation.

Thus primary schools in Kano require an extra 747 classes, and about 4,975 of the existing ones require renovation with some of them in such state of dilapidation that they might as well be considered as requiring replacement.

## CHAPTER 5

### Instructional Materials

#### 5.1. Word Bank Textbooks

As it is not clear what the World Bank book policy entails, it is difficult to use any benchmark to determine the quality of the service provided through the distribution of the World Bank books. It is not clear, for instance, if the books were developed in Nigeria, imported, to be given by LGEAs free, or to be sold at subsidized prices. This uncertainty is reflected in Table 5.1 which chronicles the responses towards Word Bank books facility *in 68 sampled schools*.

**Table 5.1. Classes with World Bank Textbooks**

Class	No.	Used...		Adequate?		Free?	
Primary 1	67	Every Lesson	27	Yes	16	Free	21
Primary 2	9	Seldom	39	No	52	Paid	42
Primary 3	6	Not at all	1				
Primary 4	4						
Primary 5	3						
Primary 6	4						

From the table it is clear that only Primary 1 classes have the World Bank textbooks (98%), and in all cases the books are seldom used at all (57%) since they are not considered adequate (76%) or free (66%). A closer content analysis of the textbooks, even if developed within this country, would have yielded significant insight into why the books are in few schools. Further an understanding of the fiscal arrangement with regards to the distribution of the books is likely to explain why they are *free* in some cases and have to be *paid for* in others.

#### 5.2. Teacher's Guides

The teacher's guide is expected to provide specific strategies, especially to the untrained teacher, into how the curriculum can be interpreted. Within the context of general paucity in overall educational provisions, it is not surprising that 58% (40) of the respondents in the sampled schools indicated that they do not receive any teachers' guides, while 28 receive them from the State Primary Education Board and the LGA equally. The responses are indicated in Table 5.2.

**Table 5.2. Availability of Teachers' Guides**

Category	Response
SPEB	14
LGA/LGEA	14
PTA	0
Not Provided	40
Others	0
<b>Total</b>	<b>68</b>

Further, in a situation where recipients feel that education is government responsibility — after all, it is the *government* that wants a literate workforce! — it is hardly surprising that the PTA does not feel too compelled to provide any teachers’ guides.

But perhaps it should be pointed out that it is not clear specifically what sort of teachers’ guides are desired; are these supposed to be specific to the curricula guidelines developed for the primary schools in individual subjects? And if so, isn’t it the responsibility of the curriculum development authority to provide the guidelines, rather than either the schools or sponsoring agencies?

### 5.3. Writing Materials

The possession of writing materials makes it possible for the child to have, as it were, a record of what has been learnt in the classroom, a record which can be studied at a later period either at home or during a quite break in the school routine. Table 5.3 indicate the extent to which pupils in the sampled schools are able to do this:

**Table 5.3 Availability of Writing Materials in Sampled Schools**

Exercise Books...				Availability of Personal...	
SPEB/LGEA			Range	Writing Materials	Basic Textbooks
Class	Yes	No			
Primary 1	24	30	80-100%	3	1
Primary 2	23	30	60-79%	3	6
Primary 3	24	30	40-59%	16	18
Primary 4	24	30	20-39%	23	19
Primary 5	26	25	< 20%	23	20
Primary 6	23	29			
	24	27			

Thus only 6 schools reported that more than 60% of the pupils have their own personal writing materials. Similarly, only 7 reported more than 60% of pupils having their own basic textbooks apart from the World Bank supplied textbooks. The rest of the categories show a glaring inadequacy in the materials the pupils have for writing, or alternative textbooks to the already insufficient World Bank books. Again it would have been insightful to know which specific schools indicated this response; whether urban or rural.

Since it here also not clear what the policy is with regards to SPEB or LGEA exercise books — whether free or paid for — it is difficult to accurately analyze the data with regards to the provision of the exercise book by these sponsoring agencies. In any event, more than half of the respondents in each category indicated that they do not receive exercise books from either SPEB or LGEA. It is left to be determined whether this is because either the exercise books were not available, or there is a fault in the distribution channel.

#### 5.4. Teaching Aids

As is getting to be the case, teaching aids are not also commodities in abundant quantity as the tabulated responses in Table 5.4 below indicates:

**Table 5.4 Availability of Teaching Aids in Sampled Schools**

Item	Adequate	Averagely	Not at all
Maps	4	35	26
Wall Charts	5	28	29
Globe	4	27	30
Chalk Board	44	20	2
Pieces of Chalk	50	15	1
Dusters	18	28	21
Lesson Note	24	27	14
Biro Pens	4	10	52
Marking Pens	2	9	53
Cardboards	11	33	22
Felt Pen	1	2	61
Others	2	1	5

It seems from the table that only chalk is present some appreciable quantity! Almost every other item in the category is either not present all, or is not adequate. Strangely even lessons notes, the main instrument of teaching, coupled with the chalk, seem to be insufficient; perhaps because the teachers do not feel bothered to prepare them every lesson.

Other, almost luxurious items, such as felt markers and pens are not supplied in sufficient quantities in the schools, while basic teaching aids such globes and wall charts are insufficient.

## CHAPTER 6

### School Library and Records

#### 6.1. Availability and Adequacy of School Library

Any decent and reasonable space can be converted into a library space depending on how resourceful the school wants to be in providing children with private spaces for individualized study. The library space can be so many things to the children; but first and foremost, it provides a stimulating environment around which the natural curiosity can be enhanced and unorthodox but impactful teaching techniques devised to impart specific concepts to the child.

It is therefore sad that only 21 of the 68 schools surveyed in Kano admitted to having a library. The vast majority of 46 respondents profess not having one, with one abstention. The picture of the status is of the 21 libraries in Kano is given in Table 6.1 below:

*Table 6.1: Library Facilities in Sampled Schools*

Item	Inadequate	Average	Adequate
Space	13	9	7
Furniture	15	6	8
Shelves	12	10	6
Picture books	17	11	1
Reference Books	16	12	1
Supplementary	15	10	3
Fiction	20	8	3
Non-Fiction	15	10	3
Others	6	0	0

It is clear from the table above that the facilities, where found, were barely average. It would have been interesting to investigate the dataset more closely to determine, for instance, the types of Fiction works available in the libraries; whether they are by Nigerian, or even African writers or the usual Eurocentric novels inherited from successive educational policies. Building a library, and furnishing it with not only *something* to sit on, but also a lot of *relevant* Afrocentric materials to read becomes a vital priority.

#### 6.2. School Records

The returns from the respondents with regards to the nature of the school records they keep are quite encouraging. Virtually all respondents indicated the nature of the records they keep, with very few abstentions. The results are tabulated in Table 6.2.

As can be seen from the table, a high degree of importance is attached to attendance register, since almost all (with one abstention) of the respondents keep this basic instrument of school organization. This is quite important as it helps to monitor attendance to the school.

**Table 6.2 School Records in Sampled Schools**

<b>Category</b>	<b>Yes</b>	<b>No</b>
Attendance Register	67	0
Record Book/Minute Book	57	8
Diary	45	20
Continuous Assess.	63	5
Admission Register	68	0
Movement/Time Book	66	2
Punishment Book	65	3
Log-Book	67	1
Visitor's Book	67	1
Note of Lesson	60	8
School Syllabus/Curriculum Module	68	0
Time-table File	52	16
Account Book	12	56

It is interesting to note that quite a larger number (56) indicated not having an account book. This is strange since **some** form of financial transaction does take place in the schools, and one believes it is fully recorded **somewhere**.

The records as provided are therefore adequate, especially those in the areas of core school administration and educational delivery system.

## CHAPTER 7

### Funding

#### 7.1. Pattern of Income

The per-pupil cost of educating a primary school child in Kano, based on Kano SPEB expenditure as reflected in Table 7.1. clearly show how inadequate funding is.

*Table 7.1. Per-Pupil Cost from Kano SPEB*

Year	Capital Expenditure	Recurrent Expenditure	Total Expenditure	Pupil Enrolment	Per-Pupil Cost
1994	15,318,694.68	117,865,139.62	133,183,834.3	785,627	_ 169.5
1995	54,233,594.00	469,598,753.21	523,832,347.21	830,423	_ 630.8
1996	54,233,594.00	482,858,636.12	537,092,230.12	903,427	_ 594.0

As these figures do not give detailed breakdown, it is difficult to determine the distribution of these funds by categories. For instance, how much is spent on instructional materials? Furniture? Salaries and allowances for both teachers and non-teachers?

To interpret these figures in a way that makes calculation of per pupil cost possible, and in the absence of detailed breakdown of sub-heads, an assumption must be made, and that is ***every expenditure in the primary school is geared towards educating the child***. In other words, whatever is spent on any sub-head within the matrix must be for the child's benefit — creating a conducive atmosphere for the child to learn more effectively.

If this assumption is valid, then as can be seen, there seems to be a corresponding increase in funding with enrolment figures, although this was not sustained. In 1994 when the pupil population stood at 785,627, the total capital and recurrent expenditure of Kano SPEB was ₦133,183,834.3, which divided among the children resulted in about ₦169.5 per child. The situation drastically improved the following 1995 when the total expenditure jumped to ₦523,832,347.2, giving 830,423 pupils about ₦630.8 per child. It is hard to explain this sudden jump of almost ₦40 million in increase of funding from the previous year, especially as in the following year, 1996, the difference between what was spent in 1995 and 1996 dropped to about ₦13.2 million. A corresponding drop in per-pupil cost also reflected itself with drop to ₦594 in 1996 from ₦630.8 in 1995.

Thus while there is an increase in pupil population every year — from 44,796 in 1995 to 73,004 in 1996, there is a corresponding decrease in per-pupil cost in the same period, from ₦630.0 in 1995 to ₦594 in 1996.

#### 7.2. Other Sources of Revenue

The figures provided by the Kano SPEB concerning other sources of income clearly show that education is still perceived as a government responsibility.

This is because only the Federal, State and Local Governments made any appreciable contributions to the education of children in the State. The magnitude of their contributions is given in Table 7.2.

**Table 7.2a. Funding from Federal, State and LG Contributions**

<b>Agency</b>	<b>1994</b>	<b>1995</b>	<b>1996</b>	<b>Total</b>
Federal	15,318,694.68	29,721,625.00	10,157,686.70	55,198,006.38
State	36,359,191.53	52,064,252.33	460,061,511.14	548,484,955
Local Govt.	10,157,686.70	57,010,509.33	435,916,511.00	503,084,707.03
<b>Total</b>	<b>61,835,572.91</b>	<b>138,796,386.66</b>	<b>906,135,708.84</b>	<b>1,106,767,668.41</b>

**Table 7.2b. Per-Pupil Cost from Federal, State and LG Contributions**

<b>Year</b>	<b>Expenditure....</b>	<b>...Per Pupil</b>	
1994	61,835,572.91	785,627	_ 78.7
1995	138,796,386.66	830,423	_ 167.1
1996	906,135,708.84	903,427	_ 1002.9

Thus contributions from donor agencies such as World Bank, UNICEF, UNDP, or NGOs such as the PTA were not included in the other sources of income into the primary education system in the State. Therefore looking at the Federal, State and Local Government sources of funds, we notice a remarkable increase over the three year period, starting with \_ 61.8 million in 1994 and peaking at well over \_ 906 million in 1996. Correspondingly, this leads to increase in the per-pupil cost ratio which started with lowly \_ 78.7 per year in 1994 and peaking at \_ 1002.90 in 1996.

Without specific benchmark to determine the true value of this per-pupil cost of \_ 1003.90 in Kano in 1996, it is difficult to say whether this is adequate or not. Suffice to say, however, that it could not be enough, and government is urged to consider increasing the amount of funds released to the primary schools so that at the SPEB level the per-pupil cost should be at least \_ 3,000 while combined with other sources of income it should approach \_ 5,000 per annum.

## CHAPTER 8

### General Observations, Conclusions and Recommendations

#### 8.1. General Observations

Many series of observations can be drawn from this survey of the state of primary education costs, funding and management in Kano State. The picture that has been drawn paints a bleak and depressing landscape. However, its brush strokes are better provided by 33 of the 34 Local Government Education Secretaries who were asked to summarize the problems of education in Kano State. Table 8.1 lists the responses:

*Table 8.1. Problems of Education in Kano*

Value Label	Frequency	%	Valid %	Cum %
Parental indifference	4	11.8	11.8	11.8
Lack of facilities	13	38.2	38.2	50.0
Poor teacher motivation	1	2.9	2.9	52.9
Insufficient funding	9	26.5	26.5	79.4
Poor teacher working conditions	1	2.9	2.9	82.4
Inappropriate primary curricula	1	2.9	2.9	85.3
Lack of qualified teachers	4	11.8	11.8	97.1
No response	1	2.9	2.9	100.0
<b>Total</b>	<b>34</b>	<b>100.0</b>	<b>100.0</b>	

Thus lack of facilities (38.2%), insufficient funding (26.5%), might have lead to a small measure of parental indifference and lack of qualified teachers (11.%) to show indicators that primary education in Kano is in dire straits.

With severe resource constraints that deny the schools even basic furniture, it is not surprising that other vital issues such as the appropriateness of the primary school curricula do not receive such high rating from the respondents. The solutions to these problems rely on the rectification of the identified problems if primary education in Kano is to make any meaningful impact on the lives of some 2.5 million children benefiting from it.

#### 8.2. Conclusions

Primary school education is undoubtedly the most critical level for successful implementation of any mass educational program. The challenges of sustaining quality in costs, funding and management of primary education in Kano have to do with the twin issues of access and resources as statistics indicated that the resources available cannot hope to provide any form of decent education to the children in the primary schools.

To deal with this problem, a definite action has to be taken particularly with regards to improving the quality of resource allocation and usage in the primary schools. Some of the following measures may be found useful:

- a. The government should declare definite and concrete policy of universal FREE and COMPULSORY primary education scheme.
- b. The scheme should aim at ensuring universal enrolment and retention with a definite and sufficient financial back-up by the state and local governments. Considering the financial leverage of the federal government, it has to provide some financial assistance particularly with regards to capital work involved, either directly or through some form of outside funding.
- c. A planning process involving local communities, relevant organizations and interest groups should be worked out to ensure the success of universal enrolment.
- d. Mounting vigorous campaigns by the traditional and modern mass media using community leaders and religious preachers.
- e. Special campaign focus on those groups with comparatively low participation in education, e.g. rural dwellers, women, and low socio-economic status groups.
- f. Conducting research on a continuous basis to identify problem areas which may hinder the achievement of universal enrolment or cause drop out.
- g. Providing support services which will increase the quality of instruction in primary schools.
- h. Provision for all necessary facilities upon which successful learning depends.
- i. Provision for sufficient teachers that can rouse and retain pupils interest in education.
- j. Re-organizing primary school curriculum taking into cognizance the desires of local citizens particularly on aspects of culture, religion and their socio-economic patterns of life.

In realization of the importance of what individual states can do, Kano State proposes the creation of a Kano State Primary Education Project which seeks to go beyond the results of this report by sustaining the database activity of this particular research. The Project, a direct sustainability program of the Kano State SPEB has the following objectives:

1. Provide an efficient machinery around which data from the primary schools can be **collected, collated and synthesized** into easily digestible units for effective policy decisions.
2. Create an effective **working relationship** between researchers and administrators so that data can easily be interpreted
3. Organize regular **workshop/refresher courses** on basic research methods and statistics particularly for the PRS Department which focuses attention on the specific sets of data to be acquired, and how to treat it. This will include design and administration of research instruments, and how the data can be treated.
4. Produce **quarterly** reports on the state of primary education in the state in terms of continuity of manpower, availability of working materials (library resources, teaching equipment etc) so as to easily identify weaknesses
5. Monitor **curriculum interpretation** in the primary schools, and where deemed necessary provide suggestion on any low-level curriculum reform

needed to achieve the objectives of primary education in the state. Specifically, determine *what* is taught, and *how* it should be taught.

6. Provide *assistance in curricular interoperation*, such as in production of computer aided packages and designs.
7. Work out ways to make *primary education more acceptable* to the local populace by enriching the curriculum through community participation.

This proposal was submitted to the Kano State SPEB on Monday 2<sup>nd</sup> June 1997, and from all indications, there was an enthusiastic support for the objectives of the project. If the project does take off, the SPEB may even wish to contact the World Bank for direct funding, not necessarily through the NPEC.

## Postscript

This report, together with 36 others was referred to at the ***National Workshop on Costs, Financing and Management of Primary Education in Nigeria*** organized by National Primary Education Commission held at the NUC Auditorium in Abuja on 26<sup>th</sup> June 1997.

During the Workshop the NPEC National Consultants who had the job synthesizing the 37 reports from all the states presented ***a draft national report*** based on the Zonal and State reports on the project. This document was subjected to extensive debate, and a lot of controversy. This essentially came about due to observations by many SPEB Chairmen and Commissioners of Education that the figures given in their respective State and Zonal reports — figures to do with pupil enrolment, teacher size, expenditure, number of classrooms, etc. — were at variance with what they have on their records. It was pointed by the consultants that the draft national report was based on data provided by State consultants appointed by the SPEBS themselves. Further, the series of zonal workshops held throughout June 1997 had the purpose of providing a forum for reconciliation of the figures given by the State consultants and what the SPEBs had on their records. Ideally, the final Zonal report to the NPEC should have been a cleaned, reconciled copy of the document discussed at the zonal workshops in June which would have taken care of inconsistencies and anomalies in the figures.

Some of the zonal consultants, present at the National Workshop, pointed out that the data given to them were collected under project conditions, and in an extremely tight time-frame, which does not give much room for careful scrutiny, in addition to grossly inadequate funding to use first-rate field assistants. Further, the zonal consultants claimed that these were the figures given to them. If anything, the bickering showed the relative gap between administrators and researchers with regards to collection and interpretation of data in any social setting.

To enrich the interpretation of the new reconciled figures given by the SPEB in July 1997, we have retained elements of school management as provided in the original report and based on ***68 sampled schools***. Where data is limited to only sampled schools, this is indicated to prevent misinterpretation of the variables involved.

The interpretations of the figures presented are essentially the same as in the initial report. However, the entire document has been drastically reduced to its stark components to draw attention to the specific trends of cost, financing and management of primary education in the State. Thus all the appendices are gone, since they were broken down by component level to local governments; in the final figures submitted by the SPEB, only the State over-all figures were given.