

# **Education Sector Support Programme in Nigeria (ESSPIN)**

## **Assignment Report**

### **Lagos State Colleges of Education: An Assessment of the Preconditions and Potential for ESSPIN Support**

**Report Number LG 301**

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## Acronyms and Abbreviations

ESP	Education Sector Plan
ESSPIN	Education Sector Support Programme in Nigeria
ICT	Information and Communications Technology
JAMB	Joint Admission and Matriculation Board
JSS	Junior Secondary School
MSRO	Management Services and Reform Office
MTSS	Medium Term Sector Strategy
NCCE	National Commission for Colleges of Education
NCE	Nigeria Certificate in Education
SPARC	State Partnership for Accountability, Responsiveness & Capability
SUBEB	State Universal Basic Education Board
UBE	Universal Basic Education

## Abstract

1. The report assesses the preconditions and potential for ESSPIN support to State-funded colleges of education in Lagos State. There is a brief review of the colleges; current governmental arrangements and perspectives; and coherence with other ESSPIN activities. The report concludes with a series of recommendations.

## Executive Summary

### Introduction

2. The focus of the assignment was to investigate whether it is appropriate and timely for ESSPIN to support college of education reform in Lagos State.
3. The purpose of the assignment was open-ended and did not set out to persuade Lagos State that ESSPIN support is necessary – nor even that reform itself is necessary. This influenced the nature of the critical questions that guided the investigation.
4. Discussions were held with various government officials including the Special Advisor on Education to the Governor and the Special Advisor on Education to the Deputy Governor. ESSPIN staff and SPARC staff were also consulted. Adeniran Ogunsanya College of Education and Michael Otedola College of Primary Education were visited and meetings were held with the Provost, (Acting) Registrar, Deans and other college staff.
5. Three questions in particular formed the focus of the investigation.

**QUESTION 1:** Is there perceived to be a need for a College of Education reform process (that ESSPIN can support)?

- i. Those at a governmental level that have the formal mandate to oversee the colleges of education do not see the need for College reform and therefore, by implication, for ESSPIN support (a general suggestion for infrastructural support was made).
- ii. Those in government that employ NCE holders from the Colleges do see the need for College reform as the quality of teachers produced by the colleges is not seen as satisfactory. However, the overall arrangement of formal mandates in this respect is such that these government sections largely do not have any direct governance/management responsibility for the design, implementation and monitoring of such college reform.
- iii. Colleges generally are happy with the NCE minimum standards, would like to see more students at their institutions, and would appreciate more strategic guidance and engagement by government. A need for fundamental reform of curriculum, programmes or management was not expressed, although support for enhancing capacity in various areas was mentioned.

**QUESTION 2:** Is reform of colleges of education identified as a priority in the State Education Sector Plan?

- i. There is no mention of college reform in the State ESP, but reference is made to the need for improvement in the quality of teachers which could only be brought about by college of education reform. There is no mention of the need for the development of a comprehensive Strategic Framework (to support and enhance college effectiveness, efficiency, student numbers in all specialised areas, responsiveness to teacher demand and supply etc.) that would guide decision making on all the areas of operation of the Colleges.

**QUESTION 3:** Is there an effective champion for reform within government?

- i. It was not possible to identify a champion of reform that would also have the required mandate to carry it through. However, if there were to be structural changes within government such a champion might emerge.
6. **CONCLUSION:** It appears that at present favourable preconditions for an effective and sustainable college reform and thus for ESSPIN support do not exist. That is not to say, however, that conditions will not change. In particular, three factors may be identified that have the potential to change the landscape, namely:
- i. The work of SPARC and the MSRO in considering ministerial mandates.
  - ii. The outcome of the proposed assessment of teachers which might, by implication, provide evidence of the effectiveness of the colleges of education.
  - iii. The work of NCCE in the reform of the primary curriculum for colleges of education.
7. One other factor in particular emerged from the assignment. The importance, as well as the design and delivery of quality Primary Education - the foundational years of Universal Basic Education – appears not well understood by the various stakeholders in Lagos, as indeed appears to be the case throughout Nigeria. It appears that the introduction of UBE has had the unintended effect of ‘pushing down’ secondary school approaches into primary education and thus rendering it increasingly ineffectual as far as the development of basic skills related to learning, numeracy and literacy is concerned. The resulting and increasing drive to fragment the primary school curriculum into subject specialisations, the lack of class teaching, the general lack of status, the idea that anyone can teach at lower school levels, and the lack of acknowledgement that the learning of young children is a special educational field seriously threaten any reform process. It appears necessary for ESSPIN to consider developing a strategy to enhance public and official understanding (and policy) of primary education both as a foundational educational field for the learning of Nigeria’s young children and as an academic field in its own right.

## Recommendations

- (i) The possibility of an ESSPIN intervention should not be pursued at the present time.
- (ii) ESSPIN should pursue as appropriate, and keep under review, the following on-going initiatives to determine whether their outcome is likely to impact on the potential for ESSPIN support:
  - the work of SPARC and the MSRO in reviewing ministerial mandates;
  - the proposed assessment of teachers;
  - curriculum review by NCCE (being supported by ESSPIN).
- (iii) ESSPIN might consider developing a strategy to enhance public and official understanding (and policy) of primary education both as a foundational educational field for the learning of Nigeria's young children and as an academic field in its own right.
- (iv) The work of NCCE in terms of college reform, and curriculum reform in particular, should be made available to College Provosts and other appropriate persons, perhaps through the NCCE / ESSPIN Task Group.
- (v) The Special Advisor to the Deputy Governor who acts as a focus for ESSPIN activities and is a "customer" of the colleges of education should be kept informed of the work of NCCE and on-going developments.

## Introduction

8. The assignment was undertaken at the request of John Kay, ESSPIN Lead Specialist, Education Quality.
9. The fieldwork was undertaken during the period 30 August – 4 September 2009.
10. We are grateful to Mr Mohammed Sani Aliyu from the NCCE who accompanied us during the visit and to staff at the ESSPIN Lagos office for logistical support and valuable briefings.

## Purpose of the Consultancy

11. The purpose of the assignment was to undertake an assessment of the preconditions and potential for ESSPIN support to the State-funded colleges of education in Lagos State.

## Structure of the report

12. Following a description of the methodology and main activities, the findings will fall into three sections: a brief report on the two State-funded colleges of education in Lagos State; governmental arrangements for, and perspectives on, the colleges of education and their products; and comments on the coherence of ESSPIN support. Under "Conclusions" the report provides recommendations which are further elaborated under "Options and next steps".



## Methodology and main activities

13. Contrary to some comments and perceptions that were encountered during the assignment, the focus of the assignment was on identifying whether preconditions exist for ESSPIN support and on assessing the potential for that support. It was not the purpose of the assignment to advocate reform, nor to explain how ESSPIN would implement reform.

14. Consequently, the methodology and activities fell into the following phases.

- a. The gathering of background information including:
  - (i) A desk review of documentation including Lagos State's 2009-2020 Education Sector Plan (August 2008 1<sup>st</sup> draft), a draft of Lagos State MTSS and a World Bank report (untitled and undated) on Teacher Training Providers in Lagos State.
  - (ii) Briefings by staff in the ESSPIN Lagos office and staff at SPARC.
- b. Dialogue with stakeholders including:
  - (i) Field visits to the two State-funded colleges of education for discussions with staff.
  - (ii) Discussions with the Special Advisor on Education to the Governor, Special Advisor on Education to the Deputy Governor and with staff from the State Ministry of Education, SUBEB and Management Services Reform Office (MSRO).

These discussions took the form of semi-structured interviews and were designed to obtain different perspectives on three aspects of reform: strategic oversight by government; appropriateness of curriculum and quality of the learning experience; and managerial efficiency and effectiveness within the colleges. These aspects of reform were drawn from the essential components of the reform process at Kwara State College of Education, Oro.

- c. Analysis of the findings from the background information and dialogue with stakeholders. In order to focus on the specific purpose of the assignment a number of key questions were formulated to identify whether preconditions for reform existed, namely:
  - (i) Is a need for reform recognised by key stakeholders?
  - (ii) To what extent is college of education reform a State priority?
  - (iii) Is there an identifiable change agent in a key position?

The formulation of these questions was influenced by experience in Kwara State which demonstrated that issues of effectiveness should be addressed before issues of efficiency and that effectiveness implies governmental involvement.

If it were found that preconditions did not exist, a further key question would be:

- (iv) What events or activities might have the potential to lead to the creation of necessary preconditions?

During the course of dialogue with stakeholders, it was concluded that an additional key question should be considered, namely:

- (v) Is the importance and nature of primary teacher training sufficiently well understood by stakeholders?

d. Report writing.

## Findings

### Colleges of Education

15. There are two State-funded colleges of education in Lagos State. The key features emerging from discussions with the Provost and staff at each College are summarised below.

#### *Adeniran Ogunsanya College of Education*

##### Students and staff

- (i) The College accepts students for the NCE programme. Entry requirements for the full time three year programme are 5 passes with 3 at credit including English.
- (ii) The number of students admitted (currently 1200-1500 a year) is at the discretion of the College, taking account of NCCE staff : student ratio guidelines. No guidelines are given by government. This level of intake gives rise to large classes with consequential difficulties in terms of teaching space.
- (iii) There is also a part-time, four year NCE programme which runs Friday - Sunday. Numbers admitted are rather higher than for full-time students; entry qualifications are rather lower.
- (iv) A full-time preliminary year was recently discontinued.
- (v) Most students enter the College because they have failed to be accepted by the university or the polytechnic. Few students are motivated to be teachers. The programmed start of the session in September is usually delayed to facilitate late entry to capture failed university and polytechnic applicants.
- (vi) Not all graduates from the College are able to obtain jobs.
- (vii) In addition to NCE students, the College accepts sandwich course students on a degree programme from the University of Ado Ekiti.
- (viii) Current staff and student numbers were not readily available but a Master Plan for development indicated that in 2007-8 full-time student numbers on the three year NCE programme were 4605 and that the Centre for Sandwich Degree Programme (CESADEP) enrolled 11,512 students. Part-time NCE student numbers were thought to be “a little higher than full-time students”.

- (ix) Staff numbers in 2008 were 856 comprising: 268 (teaching staff), 275 (non-teaching senior staff), 313 (non-teaching junior staff).
- (x) Under public / private partnerships, at least two colleges were affiliated to the Adeniran Ogunsanya College of Education and admitted NCE students on four year programmes.

#### Funding

- (i) Full-time NCE students who are indigenes of Lagos receive a government bursary of N20,000 per year. This is paid to the College and students collect their cheques from the Bursary Department.
- (ii) Indigenes represent about 25% of the student population.
- (iii) Education is free for full-time students in that there is no tuition fee, but NCE 1 students pay about N10,000 in administrative charges for ID cards, medical expenses, etc.
- (iv) Part-time and sandwich students pay a fee which supplements staff salaries (for work at weekends) and contributes to other expenses. A large percentage of the staff involved with sandwich students on the University of Ado Ekiti degree programme are engaged from outside the College (eg postgraduates from Lagos State University).
- (v) The government subvention covers salaries but little or nothing remains for other expenses so the College is reliant on income generating activities.

#### Institutional plans

- (i) A review in December 2005 led to a rolling plan with five core areas for attention:
  - Physical development
  - Human capital development and re-engineering
  - Academic priority areas and students focus
  - Community involvement and networking
  - Fund raising
- (ii) In addition the College has revised its Master Plan for physical development with the aim of meeting space requirements within five years. The College Council has been supportive in this exercise. Accurate costings have not been attempted “because we don’t want to be scared” but individual aspects of the plan could be developed independently.

#### Governance and management

- (i) The governmental representative on the College Council is the Director of Monitoring and Evaluation within the Office of the Special Advisor to the Governor.

- (ii) There was a need for more effective management systems, particularly in terms of management information. At present there is “a lot of running about”. The College is intending to computerise staff and student record systems.
- (iii) In recent years, there has been a failure to obtain endorsement of students’ certificates by NCCE because of administrative difficulties. A backlog of 14,000 students was involved. This has not necessarily prevented students from obtaining employment but students would have been under pressure to produce their certificates. The backlog is now being cleared.

#### Proposed degree programme

- (i) The College is planning to develop into a specialist university offering degrees from the University of Ado Ekiti aimed at potential teachers in all sectors (ie including Senior Secondary Schools). Approval has been given by the National Universities Commission (NUC). This would be a four year post-JAMB programme or three years for students with NCE qualifications. (The upgrading of the colleges of education to degree awarding institutions appears as a third level priority activity in the draft State MTSS.)
- (ii) The initiative for the development came from the College which would prefer to phase in the development over time rather than having to respond to urgent demands, as has happened elsewhere.
- (iii) Government was not involved in the proposed development although the Special Advisor to the Governor has been informed.
- (iv) The most highly qualified staff would be directed towards the new programme. It was anticipated that Government would fund any additional staff needs.

#### In-service provision

- (i) The College does not offer in-service programmes since the lecturing staff do not have sufficient practical experience.

#### Curriculum

- (i) The NCE curriculum is used without any apparent critical view, apart from the time available for Teaching Practice, which is seen as insufficient.
- (ii) Students largely choose one or two teaching subjects as relevant to the UBE band. There is little attention to developing a professional understanding of learning and teaching in the childhood years of, say, 6-10. This is also indicated by the fact that less than 10 per cent of the students focus on primary education programmes although there are 1,050 public primary schools in the State compared with 311 public junior secondary schools.
- (iii) The College had the traditional structure of 5 schools that, apart from the school of Education, represent combinations of school subjects (i.e. School of Sciences, School of Languages, etc.). By implication, the organisational focus of the college is centred

around the content learning of fragmented school subjects, not around the creation of a coherent perspective of school learning for young children.

- (iv) The issue of Learning Materials is problematic. It was explained that students are not provided with course handouts as this is against college policy. This is instituted to prevent the selling of notes by lecturers, but undermines the opportunity for students to have a formal conceptual overview of the course. The library contains textbooks and students are referred to it for their further learning. With the numbers of students in the college and the single or perhaps at most 4-5 copies of a particular text available in the library this does not represent a realistic solution.
- (v) The general trend for students, and staff, is to focus on (secondary school related) subject learning. For students this is attractive as they do not intend to become teachers but would rather learn something in such areas as accounting, science or English. For staff this is attractive as primary school learning is looked down upon. The status quo of class teaching being an official policy at least for year 1-3 in Primary School was described as: 'it is confusing to us.'
- (vi) ECCE is not as yet being offered, but the department of Primary Education Studies has been tasked to look into this. There is a worry that anyone with an ECCE qualification will not get a job, as the (erroneous) perception is that schools have not yet started to take in children for ECCE.
- (vii) The college has an 'international' secondary school on campus. Staff do not really want to teach in the school as they see this as beneath them. The school is not optimally used for micro teaching and demonstration lessons etc.
- (viii) The pass-rate for courses tends to be over 75%. If a course has an overall pass-rate below 75% of students, there is an investigation. Such a pass-rate is not encountered, as a result.

### *Michael Otedola Primary College of Education*

#### Title

- (i) The title of the College is now a misnomer since it offers programmes for JSS as well as primary schools. The College is considering changing its name.

#### Background

- (i) The College is recovering from a period of crisis in 2004 and 2005 when the College was locked. When the Provost took up his appointment in 2007 there was a need for 50 new staff: 35 were appointed.
- (ii) The priorities for the College remain a shortage of quality staff and lack of facilities. These were reflected in a recent NCCE accreditation report.

- (iii) Notwithstanding the “zero tolerance” of staff vacancies expressed by government, the reality from the College perspective was that resources were not related to need. It was hoped that comments in the NCCE accreditation report would strengthen the College’s case for resources.

#### Students and staff

- (i) The College accepts students for the NCE programme. Entry requirements for the full-time three year programme are 3 credits at one sitting or 4 at two sittings. Passes have to include two that are related to the proposed College programme including mathematics (for science-based courses) and English (for Arts-based courses).
- (ii) There is a preliminary year for which the entry requirements are 4 passes.
- (iii) There is also a part-time, four year NCE programme. Because the College was locked for two years, students are currently in years 1 and 4.
- (iv) Student numbers during the 2008-09 session were:

<b>Full-time</b>	
Pre-NCE	58
NCE 1	301
NCE 2	1,318
NCE 3	643
<b>Total</b>	<b>2,320</b>
<b>Part-time</b>	
NCE 1	844

- (v) The reduction in numbers of NCE 1 students reflected the increased standards (passing of JAMB) that were imposed.
- (vi) Most students find a job in the private schools.
- (vii) Current intake numbers were thought to be too low. The estimated capacity of the site with current infrastructure was 5-6,000.
- (viii) In addition to the on-site part-time students there are 11 study centres (“annexes”) associated with the College offering four year part-time NCE programmes. Staff on the main site supervise activities in the annexes but do not undertake teaching themselves.
- (ix) In addition to NCE students, the Colleges accepts sandwich course students on a degree programme from the University of Ado Ekiti. Numbers were about 2,000 paying about N30,000 per year. Teaching was undertaken during holiday periods by College and non-College staff.
- (x) Current staff numbers are 336 comprising: 119 (teaching staff), 114 (non-teaching senior staff), 103 (non-teaching junior staff).

### Funding

- (xi) Full-time NCE students who are indigenes of Lagos receive a State government bursary. Federal and other bursaries are also available. The College also operates a work-study programme.
- (xii) Indigenes represent about 30% of the student population.
- (xiii) Education is free for full-time students in that there is no tuition fee, but students pay about N22,000 (NCE 1) and N5,800 (NCE 2 and 3) in administrative charges. This is likely to increase next year up to N30,000 and N10,000 respectively.
- (xiv) Part-time students currently pay an administrative charge of N23,000 (year 1) and N10,000 (year 4).
- (xv) The College receives a single line budget from government from which it is able to pay salaries, but there is no linkage between activities and the level of budget received.

### In-service provision

- (i) The College has a Directorate of Part-time Studies which organises in-service programmes. Recent programmes were of one week for each of head teachers, assistant head teachers and teachers; each programme was attended by about 500 people.

### Curriculum

- (i) The NCE curriculum is not seen as problematic, again apart from the time allocated to TP, which is seen as insufficient. There was a Curriculum Committee which responded to, and built upon, the minimum requirements specified by NCCE.
- (ii) The structure of the College into 5 schools, reflects secondary y school subjects and Primary Education Studies is a department, rather than a school. Most students opt for the political science / economics / vocational education areas. Primary education student numbers represent only about 12 per cent of the student population. PES takes care of methodology, the other schools and their subject related departments provide content learning.
- (iii) Students with relatively good results in subjects are allowed to do TP in Junior Secondary Schools (a total of about 10-15% of all college students), those with lower marks are put into primary schools for their TP.
- (iv) Most students, therefore, do not get primary education study methodology, yet will do their TP in primary schools. This is not perceived as problematic, as teaching in primary school is not problematic, in fact it is seen as easier than teaching in secondary school. As long as students get good content, the teaching of it will take care of itself.
- (v) The issue of Learning Materials is problematic here as well. It was explained that in general students are not provided with course handouts. But the college does set prices

for some lecturers' notes, once they have been scrutinised. This often undermines the opportunity for students to have a formal conceptual overview of the course. The library contains textbooks and students are referred to it for their further learning. With the numbers of students in the college and the single or perhaps at most 4-5 copies of a particular text available in the library this does not represent a realistic solution.

- (vi) There is no ECCE course at the college, it is believed (correctly) that this will not attract students. Political Science is believed to be a much more important subject to be offered at the college, because it is proven that it attracts students.

#### Learning materials

- (i) The College has a functional (in relative terms) library with internet facilities for which students are charged. There is a Resource Room and students have access to School journals.
- (ii) Notes are produced by lecturers. There is a committee which assesses the notes and determines a price at which they are sold to students.

#### Quality

- (i) About 80 per cent of NCE students pass; the remaining 20 per cent, who are deferred, usually pass at a subsequent attempt. The maximum length of the programme is five years.
- (ii) The College is seeking to expand its selection of external examiners to include more persons from outside the locality.
- (iii) Issues of poor quality were recognised. A particular problem is the standard of students' English. Quality assurance procedures were under consideration, including student assessment of lecturers.
- (iv) There was a Staff Development Committee. The College has developed an APER form (staff assessment form).

#### Governance and management

- (i) The governmental representative on the College Council is the Director of Higher Education within the Ministry of Education, although it is the Special Advisor to the Governor who has oversight of colleges of education.
- (ii) The College Council was seen as a Government appointed body which acted as a bridge between the Government and the College. More strategic direction from government would be welcomed.
- (iii) The College administration recognised the need for staff development. There had been no staff development for 8-10 years but key areas had been identified, including leadership, communication skills, record keeping and IT skills. The Acting Registrar



articulated the need for opportunities for regional workshops for cross-fertilisation of ideas with colleagues in other institutions.

- (iv) There was a recognised need to rectify ICT deficiencies in the Academic Office in the Registry Department, including the purchase of software packages.

#### Comment

- 16. Experience from reform at the Kwara College of Education, Oro indicates the importance of first addressing issues of effectiveness (ie strategic direction from government in terms of the role of colleges in pre-service and in-service provision to meet the needs of the State) before addressing issues of efficiency (ie internal management enhancement). However, the interaction with the administrative staff at the College tends to indicate that should ESSPIN become involved in college of education reform in Lagos State there could be fruitful collaboration with the administrative staff at Michael Otedola College.

### **Governmental arrangements and perspectives**

- 17. The two colleges of education, together with the Lagos State University and Lagos State Polytechnic, form a tertiary education portfolio for which the Special Advisor on Education to the Governor has “oversight responsibilities”<sup>1</sup>.
- 18. Basic education falls within the remit of the Special Advisor on Education to the Deputy Governor. The Deputy Governor subsumes the role of Commissioner.
- 19. Thus, strategic responsibility for the colleges of education falls within a different branch of government than the “customers” of the colleges who need teachers for basic education schools.
- 20. Such arrangements can be dysfunctional (although it is not unusual for there to be separate Ministries of Education and Higher Education) and require clear lines of responsibility and strong policy co-ordination if they are to be successful.
- 21. Two factors were noted which raise doubts about the strength of co-ordination and consistency of policy:
  - a. Each College of Education has a College Council which includes government representatives. On one College Council sits the Director of Higher Education from within the Ministry of Education which reports to the Deputy Governor (Commissioner); on the other College Council sits a representative from the office of the Special Advisor to the Governor.

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<sup>1</sup> 2009-2020 Education Sector Plan August 2008 1<sup>st</sup> Draft Report: section 3.2.7; page 34

- b. The Lagos State Education Sector Plan covers all education sectors. It refers to the need for curriculum reform and the poor quality of teachers. It recognises that “teachers are not well trained [and] teaching methods [are] out of date”<sup>2</sup> and that “teacher training and development at both pre-service and in-service levels is inappropriate in its approach”<sup>3</sup>. The Education Sector Plan explains that: “As elsewhere in the country, there are pervasive concerns about the quality of teacher training courses at both NCE and degree levels. Complaints about the competence of newly appointed teachers are commonplace.”<sup>4</sup> Despite this acknowledgement of poor quality, the “Critical Pillars” in the Lagos State Education Sector Plan which identify policy and strategic priorities do not specifically refer to the colleges of education.
22. Of more concern than any possible structural dysfunction is the clear difference in view about the role and quality of the colleges of education.
- a. The Special Advisor to the Governor expresses the view that the colleges of education are examples of best practice that should form a model for other States; that their products are better than those of 25 years ago in that new teachers are now IT compliant; and that the fact that college graduates find employment is evidence of the high quality of training.
  - b. Staff with a responsibility for the recruitment of teachers and for the delivery of basic education confirm the concerns expressed in the Education Sector Plan (see above) and speak about the poor quality of teachers and the outdated curriculum at the colleges of education.
23. These expressions of concern, together with an overview of current recruitment, were provided, in particular, in our discussions with SUBEB. Key points included:
- a. Liaison between SUBEB and the Special Advisor to the Governor was only just commencing. The Special Advisor was recognised as being the focal point in terms of strategy for the colleges of education.
  - b. SUBEB had undertaken an exercise to determine the number of teachers that would need to be replaced over a ten year period due to retirements.
  - c. The recruitment process for new teachers shows no preference to students from the two State colleges of education. New teachers may have qualified from anywhere; a significant number are graduates.

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<sup>2</sup> 2009-2020 Education Sector Plan August 2008 1<sup>st</sup> Draft Report: section 5.1.2; page 74

<sup>3</sup> 2009-2020 Education Sector Plan August 2008 1<sup>st</sup> Draft Report: section 4.1; page 36

<sup>4</sup> 2009-2020 Education Sector Plan August 2008 1<sup>st</sup> Draft Report: section 5.2.1; page 107

- d. More than 60 per cent of newly qualified teachers are arts/social sciences – based. There is a need for more science-based teachers.
- e. The State is producing more than enough teachers for its needs. The problem is the relevance of what is being produced.
- f. SUBEB has not recruited any teachers directly for four years. The only newly recruited teachers have come through the Federal Government scheme. Of the 1,000 such teachers recruited on the first occasion, the State has absorbed 510.<sup>5</sup>
- g. On the second occasion of the scheme, the State opted out of receiving any primary school teachers, but accepted 840 teachers for JSS.
- h. There was little involvement by SUBEB in the Federal Government recruitment process. The exercise was “all done in a rush”.
- i. There was a view that the NCCE curriculum should include the need for materials; teaching practice should be more effectively monitored; and head teachers should have an input into teaching practice assessment. There was a lack of effective monitoring and the training was teacher-centred rather than student-centred.
- j. Teachers need to have instruction to deal with special needs education.

### Coherence of ESSPIN support

24. The above paragraphs have addressed the colleges of education from college and governmental perspectives. Before conclusions are drawn on the basis of the evidence it may be worth reflecting on other factors that might influence a decision on ESSPIN support. These factors mainly relate to the coherence of ESSPIN’s activities and its inter-relationship with partner programmes and SPARC in particular.
25. In our discussions with SPARC and the Management Services Reform Office (MSRO) it is evident that a priority activity is a review of ministerial mandates. That process is likely to start in October and last perhaps three months. We have no insight into the areas to be covered but it is possible that the Ministry of Education, alongside all other Ministries, might be affected in some way. Since a major thrust of this report, as well as experience elsewhere in Nigeria, is that effective reform will be dependant upon strong support within government, the possibility of a changing governmental landscape may be a factor which could influence the timing of any ESSPIN support.
26. The ESSPIN office in Lagos is relatively new, being established in December 2008. Compared with the clear focus in Kwara State on supporting the Commissioner’s priority on teacher

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<sup>5</sup> Under the Federal Government scheme, the Federal Government appoints and pays teachers for two years. There is an expectation that the State will absorb these teachers at the end of the two-year period.

improvement as encapsulated in *Every Child Counts*, the focus of activity in Lagos is not as clearly articulated. Consequently, there has to be a clear rationale for engaging in college of education reform that would complement other activities. Two factors can be identified, one negative and one positive, which might be influential.

- a. Current ESSPIN support activities come within the sphere of the Special Advisor to the Deputy Governor who is also the Special Advisor for ESSPIN activities. The colleges of education, as mentioned elsewhere in this report, come within the sphere of the Special Advisor to the Governor. At present, therefore, there could be an element of dysfunctionality if ESSPIN support included the colleges of education.
- b. ESSPIN has made arrangements to support an assessment of teachers in Lagos State (as was undertaken in Kwara State). The results of this assessment will provide evidence of the quality of teachers in Lagos State and will, by implication, inform views about the training of teachers in the State. Consequently, the results will either strengthen or weaken the case for college of education reform and will add a gloss to the various views expressed to us and encapsulated in this report.

## Conclusions

27. The focus of this report is on whether it is appropriate and timely for ESSPIN to support college of education reform in Lagos State. The purpose of the assignment is not to persuade Lagos State that such support is necessary – nor even that reform itself is necessary. This influences the nature of the critical questions which have to be addressed.

- a. Is there perceived to be a need for a reform process that ESSPIN can support?
  - i. Those responsible for the colleges of education at a governmental level do not see the need for reform and therefore, by implication, ESSPIN support (other than a suggestion for infrastructural support).
  - ii. Those in government who do see the need for reform do not have any responsibility for implementation.
  - iii. The Colleges recognise that there are issues of quality that need to be addressed but are operating within a system which is unlikely to be changed without strategic intervention from government, a deeper understanding of the necessary balance between institutional autonomy and public accountability and significant curriculum reform.
- b. Is reform of colleges of education a priority in the State Education Sector Plan?
  - i. No
  - ii. But reference is made to the need for improvement in the quality of teachers which could only be brought about by college of education reform.
- c. Is there an effective catalyst for change within government?

- i. No.
  - ii. But if there were to be structural changes within government such a catalyst might emerge.
28. Consequently, the preconditions for ESSPIN support do not currently exist.
29. That is not to say, however, that conditions will not change. In particular, three factors may be identified that have the potential to change the landscape, namely:
- a. The work of SPARC and the MSRO in considering ministerial mandates.
  - b. The outcome of the proposed assessment of teachers which might, by implication, provide evidence of the effectiveness of the colleges of education.
  - c. The work of NCCE (with ESSPIN support) in the reform of the primary curriculum for colleges of education.
30. One other factor in particular emerged from the assignment. The importance, as well as the design and delivery of quality Primary Education - the foundational years of Universal Basic Education – appears not well understood by the various stakeholders in Lagos, as indeed appears to be the case throughout Nigeria. It appears that the introduction of UBE has had the unintended effect of ‘pushing down’ secondary school approaches into primary education and thus rendering it increasingly ineffectual as far as the development of basic skills related to learning, numeracy and literacy is concerned. The resulting and increasing drive to fragment the primary school curriculum into subject specialisations, the lack of class teaching, the general lack of status, the idea that anyone can teach at lower school levels, and the lack of acknowledgement that the learning of young children is a special educational field seriously threaten any reform process. It appears necessary for ESSPIN to consider developing a strategy to enhance public and official understanding (and policy) of primary education both as a foundational educational field for the learning of Nigeria’s young children and as an academic field in its own right.

## Options and next steps

31. The following are RECOMMENDED.
- a. The possibility of an ESSPIN intervention should not be pursued at the present time.
  - b. ESSPIN should pursue as appropriate and keep under review the following on-going initiatives to determine whether their outcome is likely to impact on the potential for ESSPIN support:
    - i. the work of SPARC and the MSRO in reviewing ministerial mandates;
    - ii. the proposed assessment of teachers;
    - iii. curriculum review by NCCE (being supported by ESSPIN).

- c. ESSPIN might consider developing a strategy to enhance public and official understanding (and policy) of primary education both as a foundational educational field for the learning of Nigeria's young children and as an academic field in its own right.
- d. The work of NCCE in terms of college reform, and curriculum reform in particular, should be made available to College Provosts and other appropriate persons, perhaps through the NCCE / ESSPIN Task Group.
- e. The Special Advisor to the Deputy Governor who acts as a focus for ESSPIN activities and is a "customer" of the colleges of education should be kept informed of the work of NCCE and on-going developments.

**Annex: Programme of activities**

<b>Date</b>	<b>Activity</b>
August 30	Travel to Lagos
31	Meetings with: ESSPIN staff Mr Ifeanyi Peters Ugwuoke, Technical Co-ordination Manager, SPARC Mrs Gbolahan K. Daodu, Executive Chairman, Mrs I.T.Oluseye, Secretary, Permanent Members and staff of SUBEB Permanent Secretary and Director of Higher Education, SMOE Mr O. Amisu, Director and staff, Management Services and Reforms Office (MSRO)
September 1	Meeting with the Special Advisor to the Governor Meeting with Ms Ronke Azeez, Special Advisor to the Deputy Governor Review and Documentation
2	Visit Adeniran Ogunsanya College of Education and meet: Mr Hakeem O. Ajose-Adeogun, Provost Mr Bola S. Disu, Registrar Deans
3	Visit Michael Otedola College of Primary Education and meet: Provost Deputy Provost Mrs Faramade A. Okuyiga, Acting Registrar Deans Administrative staff
4	Review and Documentation Leave Lagos