



# THE CHALLENGES OF TEACHER EDUCATION IN THE 21<sup>ST</sup> CENTURY IN NIGERIA

First Edition

BOOK OF PROCEEDING  
OF THE NATIONAL CONFERENCE

*Organised By:*

**FACULTY OF EDUCATION**  
**UNIVERSITY OF ABUJA, NIGERIA**

**17<sup>TH</sup> - 21<sup>ST</sup> OCTOBER, 2006**

*Edited by:*

**A. M. Maisamari Ph.D**  
and  
**A. B. C. Orji Ph. D**



# SCHOOL ENROLMENT, CLASS SIZE AND TEACHER REMUNERATION: IMPLICATIONS FOR EFFECTIVE TEACHING IN LAGOS STATE PRIMARY SCHOOLS.

BY

JIMOH, A.S.

Department Of Curriculum Studies, Faculty of Education  
Lagos State University.

## Abstract

*The paper presents a survey of public primary schools pupils' enrolment in Lagos State over a period of fifteen years. This was divided into four years immediately preceding the Free Education (at all levels) program of 1979, six years immediately after the program and the early five years in the 21st century. A survey of teachers' opinion about their motivation and productivity is also presented. The purposes are, to highlight the trend in pupils' enrolment, to determine the current average class size in the state's primary schools and to determine teachers' satisfaction with the enrolment and motivation as well as the conduciveness of all these to effective teaching and learning. It was discovered that there was a continuous annual increment in enrolment until a year before the Free Education Program. The pupils population was also continuously high for the first six sessions after the program. Instead of yearly increment in enrolment in the early five years of the 21st century, an annual reduction was discovered despite the introduction of pre-primary education program, into the primary schools, and that teachers were not satisfied with their enrolment package. However, the teacher-pupils' ratio of 1:29 (which is lower than the NPE 1:35 projection) could promote effective classroom instruction.*

## Introduction

Formal education in Lagos State has its roots in the Nigerian western education system with its origin in the missionary activities of the Methodist Missionary Society dated back to 1842 at Badagry. This was followed by other missions incursions into primary education for religious purposes. However, the establishment of the St Gregory's College in 1876 by the Catholic Missions signaled the beginning of private secondary schools in Lagos.

Historically, government participation in education dates from 1882 when the first Education Ordinance was enacted followed by those of 1937, 1902, 1906, 1916, 1926 and 1948 after which the federal constitution of 1954 included education in the concurrent list (Jakande and Afolabi, 1992).

The first Government school in Lagos was established in 1899. Since then Government has been playing increasing dominant role in the education system. Government major bold step (that also affected Lagosians) came in 1955 with the Free Education Program of the Western Region and that of the 1976 Federal Military Government's Universal Free Primary Education Program (U.F.P.E.) which was transected by

the 1979 Constitution that vested the responsibility of primary education on the State and Local Governments. The National Policy on Education that provided for the 6-3-3-4 system was also published in 1977. Many states could not start the 6-3-3-4 system immediately. In 1979, Lagos State Government (and some few others) introduced the Free Education Program at all levels.

This measure led to an unprecedented explosion in pupils' enrolment in schools. Lagos State schools have since then been experiencing high student population rate with resultant overstretch of available resources.

## The Unique Nature of Lagos State

Lagos State over the years, has developed unique characteristics of its own since its creation in May 27, 1967 which have conditioned its styles of administration particularly, the implementation of educational policies and processes.

The contributory factors to this feature formation are its location and comprehensive history, which includes its political, socio-economic, sociocultural, administrative, religious and educational dimensions.

Lagos State with a territory of about 34345 km is the smallest in size among the present thirty-six states of the Federation. It is however very densely populated. Lagos grew from 634,000 people in 1963 to well over 12 million people in 1995 (Odumosu, 2004).

The implication of this for planning is far reaching especially when the diversity of this population is considered. The population comprises of West Africans from neighbouring countries (who always consider Lagos as a city of opportunities) and fellow Nigerians from other states who migrated to Lagos for their perceived golden opportunities. Lagos is therefore a cosmopolitan. This gives the state a unique socio-economic status. This underscores the fact that the educational and social needs in the state should be carefully studied and planned accordingly.

The dynamic exposure of the state to trade and its ensuing politics since the 19th century and the springing up of many industries since independence had made the state a beehive of trade and industry. A territory where both Nigerians and foreigners believing that if all fails, one can go into any business and make a living. Crazy evidence is the upsurge in petty street traders and school age children who risk their lives hopping and running dangerously in traffic jams and long queues of vehicles.

Until the approval of Abuja as the Federal Capital Territory in 1976, Lagos has been the seat of Nigerian Government from the colonial days until the total movement of Federal Government seat to Abuja.

The socio-political status acquired by Lagos is responsible for its teeming heterogeneous population and an environment that is unlike of any others in the federation.

This complexity in nature has implications for the patronage and planning of education in the state. In planning education in the state, the heterogeneous nature and the teeming population must be taken cognizance of because they manifest in enrolment and social interactions in schools. Pupils' population determines the demand for teachers who are the hub of successful inculcation of knowledge. The needs of the teachers must therefore be

adequately cared for through prompt salary payment, adequate allowance, constant in-service training, conducive working environment, regular promotion etc. to ensure absolute commitment.

Since the rest of the education system is built upon the primary school, the survey of the enrolment trends and determination of teachers' satisfaction at this level is essential because it is the key to the success or failure of the entire education system in Nigeria.

#### Purpose

The paper highlights the trends in public primary schools' enrolment vis-avis teachers' remuneration and satisfaction in Lagos State and the effect this has on classroom instruction.

Pupil's enrolments in Lagos State Public Primary School for fifteen years were analysed in the paper. This was divided into four years before the free education program of 1979, six years after and five years in the 21st century. The primary school teachers' remuneration package was also previewed. This is to compare the differences in enrolments in the three eras and to consequently determine the current average class size, and pupil/teacher ratio alongside teacher motivation to determine teacher interest, commitment and the effectiveness in teaching and learning in the primary schools.

#### Research Questions

Answers were provided to the following questions:

1. What is the trend of primary school enrolment before and in the early years of the Free Education Program in Lagos State?
2. What is the trend of primary school enrolment in the 21st century in Lagos State?
3. What is primary school teachers' perception of motivation?
4. What is teachers' view on the parity of their emolument and classroom instructional demands?

#### Methodology

**Subject:** The population sample consisted of 143 primary school teachers (out of 150 served the questionnaire) in Lagos State public primary schools.

**Instruments:** Two instruments were used to source for data:

- i. Records: Primary school enrolment statistics.
- ii. Questionnaire: The Teacher Motivation Questionnaire (TMQ) which consisted of 20 items divided into parts A and B.

Part A sought for background information from respondents on name of school, age, gender, designation, entry qualification to teaching, present qualification and teaching experience. Part B consisted of 13 items for answering questions 3 and 4 in a 4 scale Likert type (SA, A, D, and SD format). Lecturer in the Curriculum Studies Department of Lagos State University validated the self developed questionnaire. The reliability was established at 0.76 using the test retest reliability involving 15 primary school teachers.

#### Analysis

The summary and analysis of the data are presented on tables 1 to 6 below. Simple calculations (addition and subtraction) and percentages were used in analysing the data generated.

#### Question One

(A) What is the trend of primary school enrolment in Lagos State before the Free Education Programme? Table 1 below presents the analysis.

**Table:** Enrolment statistics of public primary school Pupils before 1979 Free Education Program in Lagos State.

Session	1975/76	1976/77	1977/78	1978/79
Total Population	355645	88429	440405	434453
Difference		+32784	+51976	-5932

Source: *Tunumo and Atlanda (1989).*

Table 1 presents the enrolment statistics of public primary schools in Lagos State for four years before the introduction of Free Education at all levels in 1979. It shows an increase in the enrolment of pupils in 1975/76 to 1976/77 and 1977/78 sessions but a decrease between 1977/78 to 1978/79 sessions. This era was during the military regime.

#### Question one:

(b) What is the trend of primary school enrolment in Lagos State in the early stage of the Free Education Program?

The enrolment statistics for the first six years of the Free Education at all levels Program of the civilian administration in Lagos State is given on table 2 below.

**Table 2:** Enrolment of public primary schools in Lagos State for the first six years of the Free Education Program (1980-1986).

Season	Pre-Prv	Prv 1	Prv 2	Prv 3	Prv 4	Prv 5	Prv 6	Total	Difference
2000/01	-	82868	91977	98979	107087	112535	116372	609818	
2001/02	-	79407	83781	97969	107806	102288	121058	594309	-15509
2002/03	-	107127	111212	125614	129806	94903	94918	663577	+69268
2003/04	-	68878	73639	81343	91182	93620	89087	497749	-165828
2004/05	-	NA	NA	NA	NA	NA	NA	NA	NA
2005/06	49358	63143	69248	67963	73016	78261	74038	454127	-43622

Sources: Statistic Department Lagos State Ministry of Education; Macauley (1987).

Table 2 shows a continuous increase in pupils' enrolment yearly. With a close look at tables 2 and 1, one will observe that the highest registrations in the two periods (1977/78 and



1985/86) show that the greatest figure in the post-free education program is about one and a half of the pre free education program. This is a sign in primary schools during the free education era.

#### Question Two:

What is the trend of Lagos State Primary school enrolment in the 21st century? Table 3 below presents the statistics.

Table 3: Twenty first century primary school pupils' enrolment in Lagos State.

Session	Pry1	Pry. 2	Pry. 3	Pry. 4	Pry.5	Pry. 6	Total	Difference
1980/81	111640	98301	92163	87188	77851	51043	518186	
1981/82	1113618	111071	93389	89717	82783	69012	59590	+41404
1982/83	108906	108163	104392	93663	84449	71354	570927	+11337
1983/84	126097	111400	111283	106835	96029	80385	632029	+61102
1984/85	118052	119406	108479	107951	103230	93824	650943	+18914
1985/86	120495	116021	119070	111323	110303	95172	672386	+21443

Source: SUBEB 2006

Table 3 presents pupils' enrolment in public primary schools in Lagos State for the early five years in the 21 century. The differences show an increase only in the registration of pupils in 2002/2003 session over 2001/2002 and decrease in the registration for other sessions. The highest enrolment was in 2002/2003 (i.e. 663577 pupils).

#### Question three: What is primary school teachers' perception to motivation?

Table 4 below presents the analysis of data obtained.

Table 4: Primary school teachers' perception of elements of motivation (in percentages).

Item	Student	SA.	A	D	SD.	NR.	TOT.
1.	The outcome of motivation is increase productivity.	(68) 47.5	(57) 39.9	(6) 4.2	(9) 6.3	(3) 2.1	(143) 100
2.	Teachers will be highly productive if motivated	(97) 63.3	(37) 25.9	*	*	(9) 6.3	(143) 100
3.	Regular promotion positively affects teachers productivity	(26) 18.2	(102) 72	(6) 4.2	(3) 2.1	(6) 4.2	(143) 100
4.	Cordial relationship between teachers and head teachers promotes productivity.	(74) 51.7	(66) 46.2	(3) 2.1	*	*	(143) 100

5.	Constant training positively affects teachers productivity.	(71) 50	(60) 41.9	(3) 2.1	(3) 2.1	(6) 4.2	(143) 100
6.	Regular payment of salaries and allowance promotes productivity.	(51) 35.7	(00) 55.9	*	*	(12) 8.4	(143) 100
7.	The new minimum wage motivates teachers to work harder.	(51) 35.7	(83) 58	(9) 6.3	*	*	(143) 100
8.	Adequate/easy means of transportation and accommodation enhance teachers productivity.	(49) 34.3	(51) 35.7	(6) 4.2	(6) 4.2	(31) 21.7	(143) 100
9.	Job security positively affect teachers productivity.	(63) 44.1	(68) 47.5	(6) 4.2	*	(6) 4.2	(143) 100
10.	Poor and irregular payment of salaries could not solely make teachers dissatisfied with their job.	29 20.1	9 6.3	62 43.4	34 23.8	9 6.3	100 100
Total		(579) 40.49	(613) 42.83	(101) 7.06	(5) 3.82	(82) 5.73	(1430) 100

Table 4 above shows teachers conceptions of factors of motivation that could lead to increased productivity. The positive response to all the items had about 83.36% while the negative response was 10.88%. This shows that teachers' perceived all stated elements as elements of motivation.

#### Question 4: What is teachers' view on the parity of their emoluments and occupational demands? The analysis is presented on table 5 below

Table 5: Teachers view on the parity of their emoluments and job done (in percentages).

Item	Student	SA.	A	D	SD.	NR.	TOT.
11.	Teachers are satisfied with their working conditions.	(9) 6.3	*	(69) 48.3	(63) 44.1	(2) 1.3	(143) 100
12.	Teachers payment comparable to the work they do.	(11) 7.7	(9) 6.3	(72) 50.3	(51) 35.7	*	(143) 100
13.	Teachers are adequately motivated to perform their duties	*	(9) 6.3	(83) 58	(54) 35.7	*	(143) 100
TOTAL		(20) 4.66	(18) 4.2	(224) 52.21	(165) 38.46	(2) 0.49	(429) 100

As on table five, the total positive response to items on parity of teachers job and emoluments was 8.86% while the total negative response was 90.67%. This shows that teachers did not believe that their payment is commensurate with their job.

However, table six below shows students / teacher ratio for 2005/2006 session. This is to determine whether teachers teach over populated classes to justify their response in

table 5.

Table 6: Teacher-Pupil ratio in 2005/2006 session

Number of Schools	pupils Population	Number of Teacher	Teacher/Pupil Ratio
1010	454,127	15,796	1:28.7

Source: SUBEB 2006

Table 6 gives the teacher/pupil ratio of 2005/2006 session. From the table, it could be observed that the teacher/pupil ratio for the 2005/2006 session is 1:29.

### Discussion

The paper tried a review of the trends in enrolments of public primary schools in Lagos State immediately before and after the introduction of the Free Education at all levels program in the state in 1979 to make a comparison with the registration of pupils in the 21st century, as well as to determine the parity of teachers emoluments to the job done.

The analysis shows that while the session immediately before the introduction of the Free Education Program (1978/79) shows a decrease in pupils' registration, there were annual increments in the three sessions before it (table 1).

However, the first six sessions after the introduction of the program witnessed continuous increase in the figure of registered pupils (table 2). This confirms the assertion by some authors (like Jakande and Afolabi 1992) that "the measure led to an explosion of students' population in Lagos State schools".

The least figure (of 1980/81 session) during the free education program was 77781 pupils greater than the highest figure (of 1977/78 session) before the program.

Table 3 gives pupils enrolment for the first five years in the 21st century in Lagos State. While the post Free Education Program had an annual increment in pupil's enrolment, such was only witnessed in 2002/2003 session against 2001/2002. Despite the introduction of the pre-primary education program into the public primary schools, there was annual reduction in pupils' enrolment. This may be as a result of private nursery and primary schools (both approved and unapproved) that are mushrooming everywhere in the metropolis. Majority of parents are also oblivious of the existence of the pre-primary education program in our public primary schools. However, the perception of people about public primary schools may also compel parents to prefer the private schools to the public ones.

In view of these enrolments in the primary schools, are teachers adequately motivated to care for these pupils academically?

Answer to this question was provided through analysis of teachers' response to items on question three which sought teachers' perception of the concept of "motivation" and question four which sought their views on the parity of their emoluments and the services they render.

On teachers' perception of motivation, the analysis on table four shows that 83.30 agreed with all the stated items, which contained factors of motivation. In essence, they agreed that the strategies for motivating teachers include regular promotion, cordial relationship with school administrators, joint decision-making, accordance of recognition, stable, direct, well-implemented and favourable policies and teachers having representatives in NECO, JAMB and WAEC through the NUT. However, in the parity of their emoluments with the services they render, teachers were of the opinion that their payment is not commensurate to the services they render (table 5).

Employers must realize that for employees to be satisfactorily motivated, their basic physiological needs must be satisfied through a wage that is sufficient to feed, shelter, and protect them and their families. They must further realize that apart from teaching, teachers perform other administrative and guidance functions in school. Legally, their duty does not allow any other private practices.

According to the Harmonized Public Service Salary Structure, HAPSS, 2005, an NCE teacher on Salary Grade Level 07, Step 1 earns a total emolument of N15,471.78 monthly (deduction inclusive). Where promotion is regular, he is promoted to Grade Level 08 step 2 after three years with a total monthly package of N19,912.94. He is expected to survive on this with his family in Lagos State; a metropolitan state with incessant high cost of living and constant inflation in prices of goods and services. No wonder, many teachers are involved in petty trades during school hours, sharp practices, private practices, examination malpractice etc. to make ends meet. Such teachers lack commitment, dedication and interest in their job. This culminate into inadequate instruction at the primary school level and resultant low standard of education.

However, to verify teachers' claim of over populated classes, the teacher/pupil ratio for the 2005/2006 session was calculated.

The teacher/pupil ratio was given as 1:29 (table 6). For effective classroom instruction, the National Policy on Education (NPE, 2004) categorically states, "for effective teaching and learning, the teacher-pupil ratio shall be 1:35". This in essence, means being equal, if registered pupils are evenly distributed, into schools, a class teacher in the state should have 29 pupils to teach. This figure should promote efficiency and effective instruction in schools. This figure then decies the notion of over populated classes being orchestrated by teachers.

Available data however shows that densely populated Local Government Education Authority like Ajeromi Ifelodun has a total pupil enrolment of 35051 with 74 schools and 932 teachers for 2005/2006. This gives about 474 pupils per school and a teacher-pupil ratio of 1:38, which is slightly above the NPE recommendation. The least populated Local Government Education Authority like Ibeju Lekki has 10947 pupils in 36 schools to be taught by 260 teachers. This gives an average population of 304 per school (if evenly distributed) and a teacher-pupil ratio of 1:42, which is 7 pupils above NPE's recommendation.

All these ratios do not portend over populated classes in the state schools. However,



all other things being equal, if teachers are dedicated to their job, as a result of adequate motivation, there could be effective teaching and learning in our primary schools.

#### Conclusion

The following conclusions were therefore made:

- There was a continuous annual increment in enrolment before the free education program.
- there was a population explosion in Lagos State Primary Schools during the free education program.
- Primary school enrolment is decreasing progressively into the 21st century. Given the various analyses provided, the current population of pupils and teacher-pupil ratio favour effective classroom instruction in the state primary schools in this century. Teachers' remunerations are inadequate to the services they render.

#### Recommendations

- Public enlightenment on the recently introduced pre-primary education should be strengthened to boost public primary school enrolment in the state.
- More motivational packages should be introduced into teachers' emoluments to increase their interest and dedication to work.
- Necessary infrastructure and resource materials should be provided in schools to maintain an adequate teacher-pupil ratio rather than merging many classes together in a classroom.

#### References:

- Akinyemi S.T. (2005): "The Analysis Of Unit Costs Of Public Primary Education In Lagos State. Unpublished Ph.D Thesis, LASU.
- Federal Republic Of Nigeria (2004): National Policy On Education. Lagos: NERDC Press.
- Jakande L.K. and Afolabi D. (1992): (Eds). Nigerian Education Directory, 4th Edition. Lagos: John West.
- Lagos State Primary Education Board (SPEB) (2004): Expenditure Returns (1994-2003). Ikeja: Finance Department. Lagos State Universal Basic Education Board (2006): Statistics of Public Nursery/Primary Schools in Lagos State (2005/2006 Session) (in print)
- Lagos State Government (2005) "Harmonized Public Service Salary Structure (HAPSS) for State Public Service" Lagos Ministry of Establishment and Training.
- Macauley J.T (1987) "Educating the Women of Lagos State in Consonance with the Character and Needs of the State and the Nation". Paper Presented at a Seminar on the Education of Women. City Hall, Lagos.
- Tamuno T.N and Atanda J.A. (Eds) (1999): Nigeria Since Independence: The First Twenty - Five Years (Education) Volume II. Lagos: Heinemann Nigeria.