



History and Developments of Schools Administration in Nigeria: From Natives to Present

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Abstract: This paper discussed the trends in school administration and educational development from the time of the natives until now. Secondary data was used to support the points raised in the paper using an interpretive research paradigm by sourcing data from print and online resources. Several reformations and national educational policies were implemented at intervals to channel the developmental course. The finding from this study showed that incessant strike actions by the university unions, the proscription of the earlier approved private universities and cause, and the merging of some institutions during the military era were a setback to the expected development. Access to higher education is improved with the licensures of private universities and the embrace of open distance education. Challenges include corruption, decayed infrastructures, cultism, examination malpractices, poor ranking, underbudgeting for education, poor research output, brain drain, politicization of education, school dropout, and so on. It is recommended that the government increase the educational budgetary allocation, and the appropriate government agencies should monitor educational activities.

INTRODUCTION

The importance of university institutions as the citadel of learning and research cannot be over-emphasized. Globally, the university is known as the peak of tertiary education, and the university's role in teaching, research, and community development is second to none. Historically, the idea of establishing a university can be traced back to 1948, when the colonial government established the university college, Ibadan, based on the recommendation of the Elliot Commission (Aduba, 2016). In Nigeria and other capitalist countries, the law permits universities to be established and run by the government (federal and state), private individuals, or corporate and religious organizations. Universities operating in Nigeria are comprised of national, state-owned, and privately owned universities.

Based on the concept of school administration, it is classified into internal and external school administration. Internal school administration deals with managing the

affairs of a particular educational institution under the leadership of a school administrator. The external school administration is handled by the government ministries and agencies saddled with the responsibilities of policy formulation, program planning, curriculum development, allocation of resources, teacher development, and supervision of educational activities.

According to Nwankwoala (2016), school administration is a broad umbrella encompassing several processes, such as planning, coordinating, controlling, supervising, budgeting, directing, and being involved in other management processes that contribute to formulating and implementing policies. In university administration, Ogunode (2020) defined administration as the systematic harmonization of various components or stakeholders and the effective utilization of resources available to attain the cardinal (teaching, research, and community development) objectives. University administration uses open educational resources to achieve higher education's five pillars (Innovation, Industrialization, Teaching, Research, and Community development).

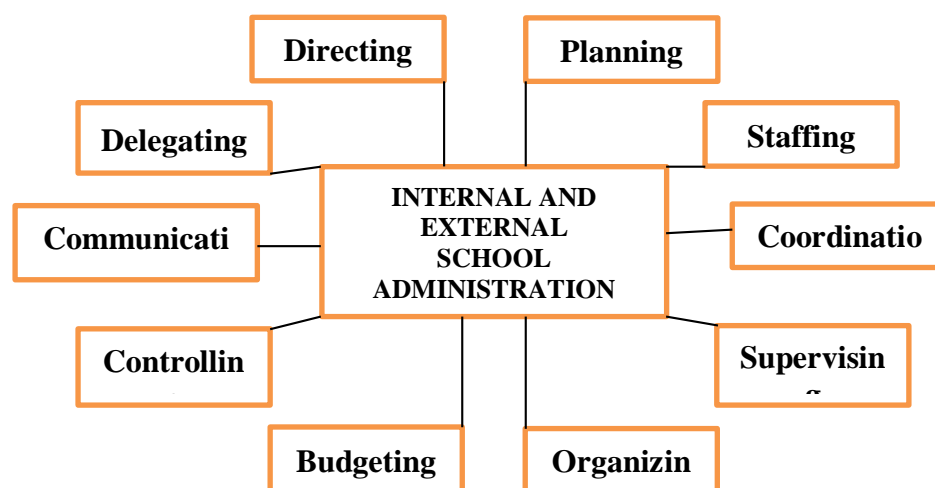


Figure 1: *Internal and External School Administration Framework*
Source: Ayoko et al. (2023)

THEORETICAL SUPPORT

The system theory guides our discussions in this paper. Bertalanffy (1956) propounded the general systems theory (GST). He defined a system as an entity comprising different independent parts and units interacting together to achieve a common goal. The systems approach to school management is viewed as the pedestal for school development because there must be a mutual relationship between the school and the stakeholders, decision-makers, and policymakers for synergy in practical administration. The concept behind Systems Theory is, "The whole is greater than the sum of its parts." The success of systems theories is the synergy that arises from interdependency, adaptability, exchange, collaboration, and energy from the different parts of the systems.

Educational Systems theory is critical because it involves all the stakeholders within the education sector, the interactions among the stakeholders, and the ability to identify and manage responsibilities and maintain mutual relationships, there by establishing

expected roles, communication / information flow, and harmonizing the school development in alignment with all internal and external stakeholders.

The educational system is open because it directly relates to the community (environment) through its day-to-day activities and mutual relationship with its stakeholders, policymakers and decision-makers. An open system is made up of five elements known input, process, output, feedback, and the society (environment).

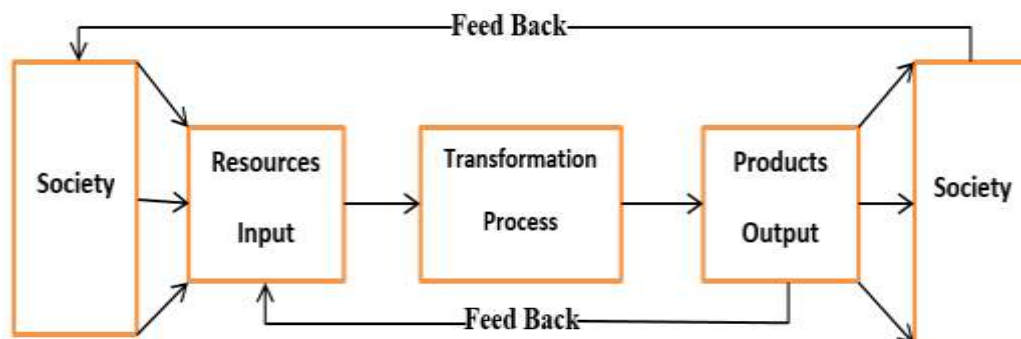


Figure 2: Open System Model of the Educational System
Source: Ayoko et al. (2023)

METHOD

This study adopted a qualitative multiple case study and literature review in the interpretive research paradigm. Qualitative research involves the why, what, or how questions that "stress how social experience is created and given meaning (Denzin & Lincoln, 2003). Data was collected from secondary sources and analyzed for content. This research approach looks at issues historically and holistically by addressing specific issues. The study used existing secondary data to present topics, especially in the literature review on particular points on the historical development and accessibility issues in the Nigerian educational system.

RESULT AND DISCUSSION

History and Development of primary and secondary schools Education in Nigeria *Pre-Colonial Education*

From the time of the natives, two educational traditions existed in Nigeria: Indigenous and Islamic education. They are also known as informal education. In the pre-literate era, Indigenous education was the earliest form of education offered within the community by the community members versed in particular skills, abilities, or knowledge on various areas of human endeavors. The male child is guided by the father or other senior members of the community in learning multiple ways of behaviors, skills, and vocations like palm wine taping, fishing, farming, cattle rearing, wild hunting, crafting, traditional medicines, and so on. This pre-colonial type of education is also known as conventional education. As observed by Esu & Junaid (2012), formal education, which was nurtured by traditional religions, was the process by which every society attempted to preserve and upgrade the accumulated knowledge, skills, and attitudes in its cultural setting and heritage to foster the well-being of mankind continuously.

According to Fafunwa (1974), the second type of pre-colonial educational tradition is known as Islamic learning, and it was established in Nigeria before the arrival of the Western type of education in the 19th century. Islam came into Hausa land (northern Nigeria) in the early 14th century by traders and scholars from Wangarawa (The republic of Mali) to Kano. Islamic education penetrated the whole of Northern Nigeria before long and gradually penetrated the western part of Nigeria. Islamic education was more or less informal under the knowledge of Mallams or Ulamas, scholars who specialized in religious learning and teachings. By 1914, it was estimated that about 25,000 Quranic schools existed all over northern Nigeria (Ajah, 2015).

Western Education in Nigeria

Historical issues in school administration (Western Education) in Nigeria can be viewed from three perspectives: (1) The missionary's Era of Administration of Schools. (2) The colonial Involvement (Government) in the administration of schools. (3) The post-colonial Era of school administration

The Missionary Efforts

School administration in Nigeria started with the missionaries running their schools internally without government involvement. The Portuguese missionaries established a school in the palace of the Oba of Benin in 1515, and the Portuguese administered the school purposely to educate the children of the Oba and his chiefs (Fafunwa, 1974). The British Colonial cum-missionaries presence started the introduction of formal education in Nigeria with the establishment of the Wesleyan Methodist in 1842 and the establishment of the first primary school at Badagry. This marked the beginning of school management and administration in Nigeria.

Following the successful establishment of the first primary school in 1842, several other missionaries started arriving at the shore of Nigeria. The church missionary society (C.M.S) arrived on 19th December 1842 and the Presbyterian Church of Scotland arrived in 1846. Others were the Qua Iboe Mission (QIM), Southern Baptist Convention, Roman Catholic Mission, primitive Methodist Missionary Society and a host of others. The presence of these missionaries resulted in the establishment of mission` houses, churches and schools to pave way for their aims of evangelism. Places like Badagry, Ibadan, Lagos, Ijaiye, Bonny, Ogbomoso, Eket, Iseyin, Ketu, Calabar, Abeokuta, Onitsha and other places benefited from the early establishment of schools.

These missionaries remained the major educators and managers of education to Nigerians in a formal way for nothing less than 40 years before the colonial education voice was heard (Abdulrahman, 2016). The Colonial Government remained silent throughout the missionaries` activities as a result, the missionaries administered education in a way and manner that is based on their denominational doctrines and principles. These variations resulted in differences in the school administration and standard was compromised. The variation was due to the main goal of the missionaries which was evangelism. As a result of the monopoly of school administration by the missionaries for over forty years, some problems were identified as highlighted by Oshokoya (1985) thus:

1). Lack of standard and Regulated examinations for all the schools. 2). Lack of Adequate supervision, teaching materials and necessary facilities. 3). Lack of common syllabus and standard textbooks relevant to the local people. 4). Lack of central school law, leading to the non-uniform standard of school administration. 5). The school focused more on religion. 6). Lack of trained teachers and teacher-training colleges. 7). Shortage of fund. 8). Lack of standard qualification for teachers. 9). Lack of proper records for the movements of teachers and pupils, resulting in irregular attendance. 10). The problem of educational imbalance between the northern and southern parts of Nigeria. 11). No serious interest and commitment showed by the missionaries in secondary and vocational education. It is worthy of note that despite the deficiencies that characterized the provision and administration of education by the missionaries, evangelism remained the priority of the different missions in Nigeria.

The Colonial Involvement in Schools Administration in Nigeria

Colonial involvement in education in Nigeria was not genuine, as it was for political, military and commercial reasons. Colonial rulers were afraid to support education in Nigeria because they knew it would bring liberation and freedom to the Nigerian people. Partial involvement of the Colonial Government in education in Nigeria was first witnessed by a grant of 30 pounds in 1872 to three mission schools (Osokoya, 1989). This grant-in-aid is seen as the beginning of educational funding by the colonial government in Nigeria. Apart from these grants, the provision of education, establishment, management and administration are still not a concern of the government. However, the government was forced to respond due to increasing criticism from a handful of elites and nationalists. This led to the promulgation of the Education Ordinance of 1882 to guide missionaries and other voluntary organizations on how and what education to provide to the native population.

The 1882 Education Ordinance applied to the Lagos colony and Accra under one colonial Administration until 1886. The provisions were thus: i).The Constitution of the General Board of Education, 2).The Constitution, powers and duties of the Local Board of Education. 3). Classification of Schools into (a) Government Schools, which were maintained entirely by public funds, and (b) Assisted schools established by private persons and aided by public funds. 4). Freedom of parents regarding the choice of religious instruction given to their children. 5) The provision of Grants to be used for school building and Teachers' salaries. 6) The grants-in-aid to private schools are based on managerial control, children's attendance, and examination results. 7) The Appointment of an Inspector of Schools for all British West Africa. 8) The admission of paupers' children into government and assisted schools. 9) The School curriculum to include Reading, Writing, English Language, Arithmetic, and Needlework for Girls. 10) The provision of grants to teachers training colleges.

According to Abdulrahman (2018), several ordinances were evolved to respond to the educational needs of the Nigerian people. Among these was the 1887 ordinance promulgated exclusively for Nigeria (Lagos colony only). The 1887 ordinance marked the foundation for educational policies in Nigeria. The ordinance was the first government demonstration of serious efforts in the promotion and Control of Education. According to

Ajayi & Oni (1992), the ordinance provided for the constitution of the Board for Education, the appointment of inspector of schools, grant-in-aid to schools, certification of teachers, the establishment of a scholarship for secondary and technical education students and also the power of Government to open and maintain Government schools.

In 1916, both ordinances and codes for the Educational administration of the country were produced. The ordinance was promulgated on the 21st of December, 1916 while the codes were made available on the 24th of December, 1916. It is worthy of note that all education ordinances that were promulgated before 1916 applied to parts and not entire Nigeria because Nigeria geographically existed before the amalgamation of the northern and southern protectorates in 1914. In the observation of Osokoya (2012), there were two distinct protectorates of the British administration before the unification. Even with the amalgamation and promulgation of the 1916 education ordinance and codes, the administration of schools was still dualized. The ordinance applied to both the north and the South while the codes were only applied in the South. Both of them had a significant impact on the Nigerian educational system and Administration. The ordinance was: (a) The first to consider the whole Nigeria as a country. (b) Provided for increased financial participation of government in the administration of schools. (c) Encouraged high-level cooperation between the government and missions. (d) It brought a measure of government control over education as a whole.

The code, which was operated in southern Nigeria only but not in the northern Nigeria provided new conditions for the allocation of grants as follows: as documented by Abdulrahman (2018). -30% for the tone of the school, discipline, organization and moral instruction. -20% for adequate and efficient teaching. -40% for periodical examinations and general progress. -10% for buildings, equipment and sanitation. The 1916 code also gave an age limit for pupils in infant and elementary schools and gave the power to inspect schools and approved religious instruction as an examinable subject. It is also worthy of note that not until 1929 when the northern and southern education departments were merged by the then Director of Education-ERJ Hussey, education was administered differently as two departments by the colonial Government. Osokoya (2012) observed that five decades after attaining independence, there is a distinction between the north and south in terms of socio-cultural, socio-economic and political orientations due to colonial experience and different regional orientations, administration of education has taken different forms in different parts of the country. According to Ajayi & Oni (1992), Educational ordinances were promulgated one after the other by adding and improving on the previous ones. In the 1950s, the country was divided into regions and each region started legislation on educational matters for the effective administration of schools in their respective regions. This brought positive changes and development to the various regions and the consciousness for formal education was increased.

Post-Independence Schools Administration

The administration and Control of Schools became the responsibility of the Government (Federal, State and Local) in the 1970s. The East-Central States, according to Okoroseye & Orubite (2002) enacted an edit in 1970 taking over primary and secondary

education from their original proprietors (the missionaries and the voluntary organizations). In 1975, the Federal Military Government through a military Decree took over all schools. This time it was not regional but nationwide. However, by 1979, the Government granted communities and non-governmental organizations the right to establish and manage schools according to the guidelines laid down by the Government. According to Ajayi & Oni (1992), the role of the Government in educational administration is mainly that of formulation, inspection and supervision of the policy guidelines and general conduct of educational practices all over the country. As noted by Abdulrahman (2012), the 1969 curriculum conference evolved a direction for how and what Nigerian education should result in the birth of the National policy on education in 1977. The National Policy on Education (NPE) is the working document for both educational and school administrations in Nigeria. The document spells out how different aspects of education at all levels can be carried out and implemented. It was issued in 1977 and at various times in 1981, 1989, 1998 and 2004. The function of the NPE is to ensure uniform standards, quality control, coordination, advisory, inspection, planning, research, evaluation and others that characterized the Administration of Education in the country.

History and Development of University (Higher Education) Education in Nigeria

Early Efforts

After the amalgamation of the Northern and Southern protectorates to form Nigeria in 1914, the first higher institution to be established was Yaba Higher College which came into existence in 1934. The college came into existence out of the desire to develop manpower needed to take over some responsibilities from the Europeans as a result, according to Hussey (1959), it was necessary to start an institution which in the first instance would be "Higher College" and develop in due course into a University.

Asquith Commission, 1943

A Commission headed by Asquith and known as Asquith Commission was set up in 1943 by the British Colonial Government. The mandate was to consider the principles which should guide the promotion of higher education, learning, research and development of Universities in the country. The commission recommended the creation of a University College at Ibadan. In January 1948, staff and students of Yaba Higher College were absorbed into the University College. According to Mellanby (1952), a brand-new college cannot enjoy the status of an established University until it has time to show its merit. As a result of this, the University College Ibadan became a College of the University of London. By this special arrangement, the University of London determined the College's syllabus, examination scheme, setting and grading of question papers and award of degrees to graduate students of University College. The university college, Ibadan attained the status of a full University in 1963 as the University of Ibadan.

The arrival of Indigenous Universities in Nigeria

Following the agitations by the Nigerian elite for a full-fledged indigenous University, the University of Nigeria, Nsukka (UNN) was established on October 5, 1960. It is worthy of note that before the establishment of the University of Nigeria, Nsukka, In

April 1959, the Federal Government commissioned an inquiry (the Ashby Commission) to look into the higher education needs of the country. But before the submission of the report, the Eastern Region established its University in Nsukka in 1960 (Jake, 2012).

Ashby Commission, 1959

Due to the anticipated manpower needs of the country in preparation for Independence, a commission was set up in April 1959 headed by Sir Eric Ashby. The commission is to advise the government on the higher education needs of the country for its first two decades. The Implementations of the Ashby reports led to the establishment of Universities in Lagos, the capital city and a University established in each of the three regions (west, east and north). This led to the establishment of the University of Lagos in 1962 by the Federal Government, the University of Ife(now Obafemi Awolowo University) in 1962 by the western region and Ahmadu Bello University, Zaria in 1962 by the Northern region. The Eastern region already established the University of Nsukka in 1960. According to Babalola et al. (2007), the University College, of Ibadan became a full-fledged University in 1962. This makes the University of Ibadan and the University of Lagos the first two Federal Universities in Nigeria while the other three remained regional Universities. Following the creation of the Mid-Western Region, the University of Benin was created in 1970. This makes a total of six Universities created between 1960- 1970. These Universities are referred to as the First Generation Universities.

The Second Generation Universities

The Second Generation Universities were established between 1975 and 1980. The Federal Military Government in the Third National Development Plan (1975-1980) established seven Universities namely: University of Ilorin, University of Jos, University of Calabar, University of Port-Harcourt, University of Maiduguri, Usman dan-folio University, Sokoto and Ado-Bayero University, Kano.

Civilian Administration (The 2nd Republic, 1979-1983)

The Civilian Administration between the period of 1979 and 1983 was referred to as the second republic. The period brought the emergence of the 1979 Constitution which also recognized the importance of tertiary education by placing it in the concurrent legislative list. This action contributes to the development of University education with the State government's involvement till the military takeover of power in 1983. All the First and Second Generation Universities were owned by the Federal Government of Nigeria. However, with the transfer of higher education issues from the Executive list to the Concurrent list as stipulated by the 1979 Constitution, both the Federal and State Government now has the power to legislate on issues concerning the administration of higher institutions. This led to the establishment and emergence of state-owned Universities in Nigeria. The establishment of a state University was pioneered by the old River State with the establishment of Rivers State University.

The Fourth National Development Plan (1980-1982) emphasized the needs of the country in the area of Technology and Agriculture. Between 1980 and 1982, the Federal

Government of Nigeria approved the establishment of seven Universities of Technology. In 1980, the Federal University of Technology in Bauchi, Owerri and Makurdi were established. In 1981, the Federal University of Technology in Akure and Yola was established, followed by the establishment of the Universities of Technology in Abeokuta and Minna In 1982.

Military Interventions

The prevailing economic impasses made the military government decide in October 1984 to merge four of the seven Universities of Technology with older Universities. Hence the University of Technology Abeokuta was merged with the University of Lagos, the one in Bauchi merged with Ahmadu Bello University in Zaria, the University of Technology, Makurdi merged with the University of Jos and the University of Technology Yola merged with the University of Maiduguri. After the Military takeover by General I.B Babangida from General M. Buhari, the merged Universities of Technology were demerged in 1987. Two of the demerged Universities of Technology in Abeokuta and Makurdi were eventually converted to the Universities of Agriculture in 1988. To balance the spread of the Universities of Agriculture, Michael Okpara University of Agriculture was established in Imudike, Abia State in 1992. In addition, the first attempt at the establishment of private Universities was between the periods of 1983 to 1984. However, the military intervention of 1983 led to the prescription of the twenty-six privately owned Universities by Decree No 19 of 1984.

Following this development, the Decree 19 of 1984 were amended in 1985 and made provision for the establishment of higher educational institutions by the Government, private individuals, corporate bodies or association who are citizens of Nigeria. But because of the fear of earlier prescription of the initial twenty-six private Universities, no one was courageous to establish private Universities till 1999. The Federal Government 1985 established the Nigerian Defense Academy, Kaduna, University of Abuja in 1988 and National Open University in 2002 respectively. In addition, because of the quest to address the shortage of qualified and professional teachers in the country, the Federal Government in 1982 approved that seven colleges of Education become Degree Awarding Colleges. These are colleges of Education located in Abraka, Ondo, Owerri, Port Harcourt, Uyo and Zaria. In the same vein, two polytechnics were given the status of Degree Awarding Institutions in 1987 for the need to promote technological education. Ladoke Akintola University of Technology in 1991 was changed from the Oyo State University of Technology Ogbomosho, created in 1989 after it became the joint property of Oyo and Osun States due to State creation. Recently, The State creation of 1991 by the military Government resulted in the inheritance of Universities from one state to the other and those states left without a University due to assets sharing established theirs.

The creation of Abia state from the old Imo state leads to the transfer of Imo state university to Abia State University, Ituru. Also, the creation of Edo and Delta States from Old Bendel State lead to the splitting of the Old Bendel State University into Edo State University, Ekpoma and (now Ambrose Ali University) and Delta State University, Abraka. The Federal Government in the year 1991 took over Cross Rivers State

University, Uyo and renamed it the University Of Uyo and Old Anambra State University, Enugu was split into Enugu State University and Anambra State University, Awka. In 1992, Anambra State University was taken over by the Federal Government and renamed Nnamdi Azikiwe University, Awka. The School of Agriculture, Imudike, Abia State was upgraded to the University of Agriculture in 1992. Both Benue and Kano States established their States Universities respectively in 1992.

Civilian Era (4th Republic, 1999 to Date)

This period witnessed the formulation of several education policies that consider various innovations and reforms which are in line with global best practices. These lead to the establishment of Universities by private individuals, religious organizations and corporate bodies. According to Yusuf (2017), another effort by the Government is the establishment of the National Open University of Nigeria in 2002 to provide educational opportunities for in-service education for those who are on the jobs and for whom that cannot pursue a regular degree. The Federal Government also considered the establishment of Universities in those States without the federal presence of a University. States Government also ventured into the establishment of more specialized and full fledged Universities.

CONCLUSION

Cheating behaviour is widespread in schools, especially junior high schools. In general, researchers assume that the causal factor, self-confidence, is one of the internal factors influencing students' tendency to cheat. Cheating activities occur during tests and exams and when doing school assignments and homework. Cheating is one of the shortcuts students take to get good grades. Students who are used to cheating will become very dependent and lose confidence or belief in their abilities. Cheating behaviour arises because there is encouragement from the surrounding environment, such as expectations about good results that can be achieved if the student participates in cheating. The results of this study state that for the often cheating category, there are ten students with a percentage of 29.41%; the next category is sometimes cheating, there are 15 students with a percentage of 44.12%, while the rarely cheating category has nine students and with a percentage of 26.47%. The most significant research results are in the sometimes cheating category, while the smallest category is in the rarely cheating category. It is suggested that future researchers examine problems with clear indicators to investigate the influence of student self-confidence on cheating behaviour more deeply.

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