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NIGERIA

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Introduction: definitions and conceptualisations

In Nigeria, schools are generally categorised as either government or private schools. From interaction with officials of the federal and state ministries of education, local government education secretaries and proprietors of private schools during field-work in the sampled states, the defining characteristics of private schools are:

- Ownership – owned by an individual, a religious or community organisation etc. and not by government;
- Source of funding – fees, no matter how small, are paid by parents/guardians, even if some form of financial support or a high-level of financial support is provided by government, an individual philanthropist, a corporate body etc.
- Type of management – such a school is privately managed and therefore not among the schools managed by the federal or state ministry of education or the Local Government Education Authority (LGEA).

The Nigerian Education Management Information System (NEMIS) and the State Education Management Information System (SEMIS) (in those states that have it) categorise schools simply into the two categories: government or private, as above. This means all schools that are not owned and managed by government are grouped together and referred to as private schools. This includes those that receive substantial financial and material support from government (e.g. Qur'anic and Islamiyya schools in states such as Kano and Sokoto), even though there are very significant differences among them in terms of goals, type and amount of fees charged, curricula and management systems etc. Private schools can be subdivided into those that are registered with and recognised by government and have met the prescribed minimum standards for the establishment of schools; and those that have not registered or have failed to meet the minimum standards and are therefore not recognised by government. It should be noted that the general neglect and collapse of public schools in the late 1980s and 1990s has led to a dramatic increase in the number of private schools, particularly of the unregistered and unrecognised variety. It is widely believed that there are more unregistered private schools than the registered schools captured in official statistics, which include NEMIS and SEMIS.

Private schooling in Nigeria: a review of relevant literature

The neglect and collapse of public primary schools in Nigeria in the 1980s and 1990s has not yet been fully addressed in most states and has brought about the deterioration of the quality of tuition in these schools. This in turn has led to a significant expansion of private primary schools, as more and more parents seek an alternative to public schools.

Despite the steady increase in the number of private primary schools and the significant proportion of children enrolled in them, they have not received the attention of researchers. Private schooling in Nigeria is seriously understudied and very few studies exist on the number, location, operational modalities and the quality of tuition private schools provide. However, concerns about Nigeria's ability to meet the goal of Education for All (EFA) and the Millennium Development Goals (MDGs) have led to a renewed interest in private schools and the extent to which they have provided access to basic education.

One of the most serious gaps in the literature on private education is lack of reliable data on the number and distribution of private primary and secondary schools in Nigeria, including data on teachers, teaching-learning facilities, enrolment and the socio-economic background of pupils who are enrolled in such schools. In an attempt to address this gap, *Basic and Senior Secondary Education Statistics in Nigeria: 2004 and 2005* was published by the Federal Ministry of Education in 2006. This publication provides data on not only public primary and secondary schools, but also pre-primary and private schools, learners with special needs and unenrolled children. It also includes NEMIS data and thematic mapping of indicators to the local government authority (LGA) level.¹ This publication remains the most current and easily accessible source of data on private schools in Nigeria and it covers more private schools than any previous publication. However, its coverage of private schools is not comprehensive. The report itself admits that 'there still appears to be many private schools (registered and unregistered) that are not captured in the system.'²

The near-total collapse of public primary schools and the deterioration in the quality of tuition they provide has led to the steady expansion of private schools. That in turn has engendered scholarly interest in private education and its contributions to EFA. Such studies include Tooley (2005a, 2006), Tooley and Dixon (2006) and Adelabu and Rose (2004).

Tooley (2005a) conducted a study of private schools in Lagos (Nigeria), Ghana, Kenya and India. He conducted a systematic census and survey of all public and private primary and secondary schools in selected low-income areas and tested 160 sampled schools in Lagos in mathematics, English and social studies.

The major findings of the study were that 'the majority of poor parents choose private-unaided schools for their children', and that 'in Lagos state, an estimated 75 per cent of school children are in private schools, with a larger proportion (33 per cent

compared to 25 per cent) in unregistered private than in government schools'.³ Tooley also found that the private schools did better in English and mathematics tests than government schools and cost significantly less in terms of teacher costs. The study also revealed school enrolment in private schools to be grossly underestimated, mainly because government statistics exclude unregistered/unrecognised private schools. Pupil-teacher ratios in unrecognised/unregistered private schools were found to be 'usually about half those in government schools... and there was a significantly higher level of teaching going on in private-unaided schools than in government schools.'⁴ The study's major implication is that private schools have an important role to play in helping government to attain EFA targets.

In a follow up study, entitled "'De facto" privatisation of education and the poor: implications of a study from sub-Saharan Africa and India', Tooley and Dixon (2006) used the findings of Tooley (2005a) to examine the concept of de facto privatisation. This they defined as a situation 'in which responsibilities for education have been transferred de facto to the private sector, through the rapid growth of private schools rather than de jure, through reform or legislation.'⁵ The focus of the study was also Lagos (Nigeria), Hyderabad (India), Ga (Ghana) and Nairobi (Kenya). They attributed the growth of de facto privatisation to poor quality of government schools, lack of accountability in public schools (teachers in private schools are more accountable) and the fact that the number of public schools is inadequate vis-à-vis the social demand for primary education. They identified from the literature on private education, three reasons why private schools for the poor are not seen as important tools for the attainment of the Millennium Development Goals in education and subjected them to scrutiny and further investigation in the light of studies conducted in Lagos, Ga and Hyderabad. These three reasons were:

- 'Private schools are inequitable because they charge fees, thus making them out of reach of the poorest of the poor'; and they 'exacerbate' gender inequalities 'as parents prefer to send their boys to them';
- The quality of tuition in private schools is poor, thus making them more accessible to the poor is not a desirable thing to do; and
- Private schools can undermine the public school system 'if poor parents support private education.'⁶

The findings of the follow-up study revealed that:

- More pupils were enrolled in private schools than in public schools. In Lagos state, 'two-thirds of primary school enrolment was in private schools and that enrolment in unregistered or unrecognised private schools exceeded that in government schools';
- In terms of gender enrolment, 'schools reported 50 per cent of girls and boys... (thus) private schools were no different from government schools in gender enrolment';

- Teacher commitment was greater and the rate of absenteeism lower in private schools;
- Private schools out-performed government schools in achievement tests in English and mathematics. In Lagos state, 'the mean maths score advantage over government schools was about 14 and 19 percentage points respectively in private registered and unregistered schools, while in English it was 22 and 29 percentage points'⁷; and
- There is no evidence to suggest that an increased role for private schools in the attainment of EFA would inevitably undermine public schooling.

These findings were further examined in Tooley (2006) with a view to identifying the specific ways in which the quality and effectiveness of private schools for the poor may be improved through the intervention of international donor agencies. These include helping private school proprietors to improve their infrastructure through microfinance loans, investment in educational technology and 'assisting the market in the creation of educational brand names that will help parents make their judgements in a more informed way.'⁸

However, although the studies reviewed above deal with the potentials for private education to contribute to the attainment of EFA, they should be treated with caution. In the Nigerian context, they focused on only one subset of private schools, i.e. those that are privately managed and privately funded and receive no state funds at all. In some parts of Nigeria, such as Kano state, private Islamiyya schools enrol more children than all other types of schools put together. In Kano state there are currently 3 million children enrolled in 28,000 Islamiyya and Qur'anic schools, as compared with nearly 4,000 public and private schools catering for over 1.5 million children.⁹ Similarly, the studies focused on only one state in Nigeria, i.e. Lagos state. This raises questions about the extent to which the findings can be generalised to other states in the country given the diversity and complexity of Nigeria.

In a study of non-state provision of basic education in Ekiti, Borno, Enugu, Oyo, Benue and Kano states of Nigeria, Adelabu and Rose (2004) critically discussed the historical evolution and current status of private schooling in Nigeria, using secondary and case study data generated from several states. The study indicates that:

- the expansion of private schooling was largely due to 'state failure to provide primary schooling which is both accessible and of appropriate quality.' Although there is no data on the growth of private sector education over a long period of time, some of the current evidence indicates, 'private primary schools comprise as much as one-fifth of the total number of schools in some states'.¹⁰
- Unrecognised/unregistered schools do provide access to a significant number of children, particularly in urban and peri-urban areas. Although '...in some cases they appear to be offering a better quality of education compared with some government schools, this is still below a desirable level.'

- Unapproved schools will continue to exist and it is therefore desirable to take measures that would bring them under greater state control so as to enforce standards, given the legitimate concerns that... 'some unapproved schools are taking advantage of the gap in the market, and are more concerned with making money than the quality of education provided.'¹¹

The study emphasised the need for further research on the size of the private sector, '... the relationships between different types of schools (government, approved, unapproved) in terms of access and quality, including reasons for parental choice of different types of schools.... and how different aspects of standards influence parental decisions over the types of schools to send their children to.' Other areas for further research suggested by the study include the roles being played by Islamiyya schools in northern Nigeria in providing access to education and how they can be integrated into the formal system, and the impact of the proposed return of mission schools (which were taken over by the state in the 1970s) on access to schooling for children from poor households.¹²

Research methodology and data analysis

The major concern of this study was to investigate the 'impact of low-cost private sector education on achieving Universal Primary Education (UPE) in Nigeria.' It sought to determine the extent to which low-cost private schooling has contributed to access to UPE in Nigeria. Its fundamental assumption is that despite the phenomenal expansion of the public primary sector, it has not been able to adequately meet the social demand for primary education. At the same time, the recent collapse of the sector in terms of quality of tuition has prompted many poor parents to seek alternatives in low-cost private schools, which in their view are qualitatively better than public primary schools. Thus this study addresses three key issues:

1. From the demand side, are parents in the low-income groups (in this case peasants, the working class and the lower-middle class) sending a significant proportion of their children to low-cost private schools, in spite of the existence and accessibility to public primary schools? A related question is the extent to which low-cost private schools have expanded to meet the social demand for primary education, and the presumed better quality of the tuition provided in such schools given the widely acknowledged deterioration of quality in the public sector?
2. How do the low-cost private schools compare with the public schools in terms of quality of tuition and are the poor who prefer low-cost private education getting 'value for money' as measured by pupils' performance in public examinations or other measures of pupils' learning outcomes – for example, the periodic monitoring of learning achievement conducted by the Federal Ministry of Education?
3. What is the future of low-cost private schools? Will they continue to grow in the light of the general dissatisfaction with the quality of public primary schools or

would they shrink and or stabilise at their current levels as government takes measures to enhance the quality of tuition of public schools through the provision of improved learning environments, text books, more qualified teachers, strengthening of the inspectorate etc?

In order to address these issues, data were gathered to answer the following research questions:

- How many low-cost private schools are there? Are there certain areas where they are concentrated, e.g. urban versus rural; or in states/districts with poor-quality government schools?
- Are there any size patterns? Are low-cost private schools smaller or larger than the average government schools in their areas?
- What is the enrolment? What is the percentage of students in such schools as compared with other types of schools, including other non-state schools? Is the gender balance different from government schools?
- What are the staffing patterns? How do pupil-teacher ratios (PTRs) and teacher qualifications compare with the state sector?
- What are the fees? How do these vary between clusters of private schools? How do costs compare with government schools when one includes other parental costs such as uniforms, pens, exercise books etc?
- What is the quality of low-cost private primary schools as compared with that of public schools? Are children in low-cost private schools getting 'value for money' as compared with their counterparts in the public sector?

The research methodology used in this study is inter-method triangulation and the methods triangulated are:

1. A critical review of the secondary data on private schooling. These include published and unpublished studies on private schooling, government reports, EMIS etc;
2. Primary (case study) data obtained through:
 - Key informant interviewing; the key informants interviewed were policy-makers at the state, local and federal levels, proprietors of private schools, the Nigeria Union of Teachers (NUT), Parent Teacher Associations (PTAs), the Association of Private School Owners at the state and local levels, school inspectors and community leaders; and
 - Focus group discussions with teachers, pupils, head teachers and proprietors of private and public schools selected for this study.

The data analysis: national secondary data

Number and distribution of private primary schools, classrooms and enrolment by state

According to the data published by the Federal Ministry of Education in 2006, in 2005 there were 9,318 private primary schools in Nigeria, with a total enrolment of 1,578,635 pupils (814,693 male, 763,942 female) and 105,326 teachers and 61,223 classrooms. Enrolment increased from 4.6 per cent in 1998 to 7.25 per cent in 2005.

As table 5.1 below shows, all the 36 states and the Federal Capital Territory (FCT) have a significant number of private primary schools. Lagos state has the highest number of schools at 1,251, followed by Oyo state (879 schools), Ogun state (561 schools),¹³ Delta state (462 schools) and Kano state (382 schools). The state with the fewest private primary schools is Zamfara (24 schools) and the FCT Abuja (3).¹⁴

In 2005, there were 22,267,407 pupils enrolled in primary schools. Of these, 20,688,772 pupils were enrolled in public schools, while 1,578,635 were enrolled in private schools.¹⁵ Table 5.2, below, provides comparative data of public and private schools in terms of enrolment, number of teachers, pupil-teacher ratio (PTR), pupil-qualified-teacher ratio (PQTR) and gender gap.

Table 5.3 shows that enrolment in private primary schools constitutes only 7 per cent of total enrolment. However, it should be noted that this figure is only for registered/recognised private schools and excludes unregistered/unrecognised schools. The figure will increase significantly if the latter are added to the total. Private schools tend to do better in terms of PTR, which is 15.07 as compared with 41.86 for public schools; PQTR which is 38.21 as compared with 80.42 for public schools; and pupil-classroom ratio which is 20.00 for private schools as against 91.25 for public schools (see Table 5.2). However private schools had a higher withdrawal rate of 2.02 per cent as compared with 0.88 for public schools (see Table 5.3), and a pupil-to-core-textbook ratio of 5.59 as compared with 3.10 for public schools.

Quality of private and public schools

The quality of schools has at least two dimensions. First, the quality of inputs such as teachers and teaching-learning facilities etc. and secondly the performance of pupils in external examinations and assessments and the performance of school graduates. Ideally, it should be possible to compare the quality of public and private schools along these dimensions. However, while comparative data exist for inputs such as teachers and classrooms, there is no readily available comparative data on teaching-learning facilities, toilets, playgrounds etc. or on performance in public examinations. The only source of comparative data on academic performance of pupils in public and private schools is the Monitoring of Learning Achievement (MLA) report of 2003, which compares the learning achievement of primary grade 4 and 6 pupils in literacy, numeracy and life skills, and which was published in 2005.¹⁶

Table 5.1 Number of private primary schools, classrooms, enrolment and teachers (2005)

S/N	State	No. of Schools	No. of Class-rooms	Enrolment primary				Teachers				PTR	PCR
				M	F	Total (M+F)	%F Enrol	M	F	Total (M+F)	%F Teach		
1	Abia	199	1,569	20,245	19,859	40,104	49.52	395	2,276	2,671	85.21	19.77	33.87
2	Adamawa	122	594	11,740	10,902	22,642	48.15	751	608	1,359	44.74	20.37	47.54
3	Akwa Ibom	225	2,059	24,895	25,138	50,033	50.24	953	2,276	3,229	70.49	21.89	34.04
4	Anambra	230	1,812	23,053	22,004	45,057	48.84	239	2,743	2,982	91.99	15.51	25.69
5	Bauchi	115	597	25,017	19,735	44,752	44.10	881	576	1,457	39.53	34.14	87.18
6	Bayelsa	54	313	4,094	3,940	8,034	49.04	233	355	588	60.37	19.28	35.20
7	Benue	247	893	26,955	23,558	50,513	46.64	1,403	666	2,069	32.19	26.92	65.40
8	Borno	172	859	21,637	17,449	39,086	44.64	1,023	689	1,712	40.25	21.14	44.12
9	Cross River	173	1,216	11,677	11,650	23,327	49.94	673	1,362	2,035	66.93	18.05	30.48
10	Delta	462	3,535	34,600	33,187	67,787	48.96	1,508	3,899	5,407	72.11	16.48	25.32
11	Ebonyi	77	392	9,873	9,973	19,846	50.25	195	542	737	73.54	30.45	58.61
12	Edo	293	1,636	25,203	23,593	48,796	48.35	972	2,260	3,232	69.93	19.31	37.33
13	Ekiti	152	861	7,480	7,132	14,612	48.81	471	1,103	1,574	70.08	9.77	17.51
14	Enugu	50	396	5,583	5,201	10,784	48.23	107	536	643	83.36	18.87	32.39
15	FCT	3	14	62	38	100	38.00	-	6	6	100.00	51.00	21.86
16	Gombe	206	697	19,952	21,338	41,290	51.68	845	508	1,353	37.55	30.18	57.51
17	Imo	233	1,445	24,966	23,617	48,583	48.61	504	1,908	2,412	79.10	23.97	39.69
18	Jigawa	52	165	6,506	6,252	12,758	49.00	250	78	328	23.78	35.72	78.82
19	Kaduna	373	2,238	38,920	37,120	76,040	48.82	1,952	2,315	4,267	54.25	20.30	39.96

S/N	State	No. of Schools	No. of Class-rooms	Enrolment primary				Teachers				PTR	PCR
				M	F	Total (M+F)	%F Enrol	M	F	Total (M+F)	%F Teach		
20	Kano	382	1,589	49,767	53,254	103,021	51.69	2,232	1,593	3,825	41.65	24.34	61.22
21	Katsina	80	274	8,726	6,238	14,964	41.69	467	339	806	42.06	21.68	62.02
22	Kebbi	67	256	8,119	6,518	14,637	44.53	362	272	634	42.90	24.17	67.61
23	Kogi	221	1,263	24,259	23,925	48,184	49.65	880	1,320	2,200	60.00	24.84	44.63
24	Kwara	350	2,316	27,227	24,159	51,386	47.01	1,116	2,195	3,311	66.29	17.59	25.00
25	Lagos	1,251	13,510	87,271	85,827	173,098	49.58	5,000	13,379	18,379	72.80	11.95	16.34
26	Nasarawa	153	785	13,455	11,960	25,415	47.06	710	691	1,401	49.32	21.90	42.84
27	Niger	342	1,598	29,391	24,565	53,956	45.53	1,696	1,724	3,420	50.41	18.25	39.40
28	Ogun	561	3,987	37,573	36,200	73,773	49.07	2,070	4,791	6,861	69.83	12.67	22.31
29	Ondo	500	2,453	35,155	34,103	69,258	49.24	1,822	3,591	5,413	66.34	13.14	28.38
30	Osun	480	2,518	20,237	19,329	39,566	48.85	1,245	3,004	4,249	70.70	11.24	19.43
31	Oyo	879	5,557	58,156	56,874	115,030	49.44	3,254	7,626	10,880	70.09	13.02	25.96
32	Plateau	217	1,597	16,756	15,666	32,422	48.32	919	1,138	2,057	55.32	22.40	28.34
33	Rivers	97	1,018	9,098	9,350	18,448	50.68	231	835	1,066	78.33	22.08	24.55
34	Sokoto	114	356	24,714	15,825	40,539	39.04	539	276	815	33.87	50.39	113.77
35	Taraba	130	540	13,234	11,696	24,930	46.92	789	490	1,279	38.31	20.95	49.24
36	Yobe	32	158	5,275	4,183	9,458	44.23	205	152	357	42.58	28.69	66.74
37	Zamfara	24	157	3,822	2,584	6,406	40.34	168	144	312	46.15	24.18	50.63
Total		9,318	61,223	814,693	763,942	1,578,635	48.39	37,060	68,266	105,326	64.81	22.61	43.27

Table 5.2 Primary education indicators for Nigeria (2005)

Indicator	Public	Private	Total	Demographic data	Female	Male	All
Gender parity index (GPI)	0.83	0.97	0.84	Pop. aged 6-11 yrs	11,394,046	11,806,402	23,200,448
Gender Ratio (Net)	0.85	0.95	0.85	Pop. aged 6 yrs	2,043,969	2,115,536	4,159,505
Gender gap (Gross) in %			16.24	Not enrolled, aged 6-11 yrs	2,602,795	1,048,539	3,631,334
Gender gap (Net) in %			8.59	ASER aged 6-11 yrs	77.85	91.83	84.97
Gender gap – teachers in %	4.40	-30.09	-1.63	Gross (apparent) intake rate	99.24	116.11	107.82
No. of schools reported	50,742	9,019	59,761	Net intake rate primary 1	61.49	72.42	67.04
Pupil-teacher ratio (PTR)	41.86	15.07	37.18	Gross enrolment ratio	87.72	103.95	95.98
Pupil-qualified-teacher ratio (PQTR)	80.42	38.21	74.58	CASER	50.08	58.67	54.45
Pupil-classroom ratio	91.25	20.00	72.85	Net enrolment rate	77.16	91.12	84.26
Teacher-to-classroom ratio	2.18	1.33	1.96	Transition rate into JS1	53.72	47.21	50.08
Pupil-to-core-textbook ratio	3.10	5.59	3.21	School completion rate	70.21	84.95	77.71
				School survival	69.54	67.31	68.28

Table 5.3 Enrolment data for Nigeria (2005)

	All schools			Public schools			Private schools		
	Female	Male	Total	Female	Male	Total	Female	Male	Total
Enrolment (primary 1-6)	9,994,361	12,273,046	22,267,407	9,230,419	11,458,353	20,688,772	763,942	814,693	1,578,635
Enrolment in primary 1	2,028,449	2,456,323	4,484,772	1,866,985	2,284,481	4,151,466	161,464	171,842	333,306
Enrolment in primary 6	1,237,547	1,553,239	2,790,786	1,169,132	1,477,164	2,646,296	68,415	76,075	144,490
Repetition rate	0.03	0.03	0.03	0.03	0.03	0.03	0.02	0.02	0.02
% Repeaters	2.98	2.77	2.87	3.09	2.84	2.95	1.70	1.86	1.78
% Withdrawals	1.10	0.95	1.02	1.02	0.88	0.94	2.05	1.99	2.02
Number of teachers	304,382	294,599	598,981	236,267	257,992	494,259	68,115	36,607	104,722
No. of qualified teachers	184,122	114,451	298,573	155,923	101,339	257,262	28,199	13,112	41,311
% qualified teachers	60.49	38.85	49.85	65.99	39.28	52.05	41.40	35.82	39.45
Teachers: non-teaching ratio	11.51	6.72	8.52	20.31	7.09	10.29	4.60	4.90	4.70

Table 5.4 below shows the distribution of scores in numeracy tests (grade 4, also called primary 4) by state and school type.¹⁷ The table shows that:

- Pupils' performance is generally unsatisfactory;
- The mean score for private schools is 37 per cent as compared with 33.34 per cent for public schools. Thus the pupils in private schools outperformed the national mean score of 33.74¹⁸; and
- The pupils in private schools in 25 states and the FCT performed better than pupils in public schools: mean scores of private schools are higher (37.0) than that of public schools (33.34).

Table 5.4 Distribution of scores in numeracy tests by state and school type

S/N	State	Public			Private		
		N	Mean %	SD	N	Mean %	SD
1	Abia	661	26.03	14.40	91	39.21	15.08
2	Adamawa	502	21.30	15.80	145	28.73	18.94
3	Akwa-Ibom	596	28.13	13.64	15	35.47	9.30
4	Anambra	705	31.47	17.65	36	22.61	9.38
5	Bauchi	563	44.91	22.81	34	55.24	10.99
6	Bayelsa	360	23.54	13.40	31	13.48	4.70
7	Benue	768	40.80	21.95	-	-	-
8	Borno	368	21.46	14.68	87	10.28	8.40
9	Cross River	120	34.40	13.28	-	-	-
10	Delta	369	26.48	15.20	75	50.03	18.87
11	Ebonyi	658	20.22	11.35	-	-	-
12	Edo	520	33.64	20.54	-	-	-
13	Ekiti	749	36.01	15.61	31	26.71	6.74
14	Enugu	262	49.97	21.29	74	44.65	29.62
15	Gombe	614	35.25	24.84	53	53.58	30.06
16	Imo	377	25.59	12.43	262	27.37	15.41
17	Jigawa	688	45.11	23.01	22	85.09	5.75
18	Kaduna	436	51.02	23.64	130	36.66	17.70
19	Kano	535	34.40	21.22	60	55.33	12.56
20	Katsina	539	28.32	22.81	61	43.84	18.90
21	Kebbi	559	41.65	24.30	30	37.33	7.49
22	Kogi	520	31.10	18.43	153	35.91	14.49
23	Kwara	539	32.48	16.55	60	33.65	9.63
24	Lagos	726	31.65	14.37	63	42.67	18.06
25	Nasarawa	621	23.66	16.91	120	34.38	22.75
26	Niger	536	28.85	18.31	214	42.14	17.00
27	Ogun	394	46.68	19.96	61	66.00	23.40
28	Ondo	627	34.98	13.96	107	35.55	14.43
29	Osun	513	31.60	15.85	83	37.57	11.93
30	Oyo	774	36.11	19.28	42	42.43	13.62
31	Plateau	542	29.24	17.54	199	28.79	12.83
32	Sokoto	710	26.11	17.51	89	41.01	12.93
33	Taraba	532	45.76	21.45	68	40.41	14.85
34	Yobe	693	39.29	21.07	30	39.00	9.95
35	Zamfara	780	33.19	23.77	-	-	-
36	FCT	76	23.58	12.89	15	52.40	17.01
37	National	19,514	33.34	20.34	2546	37.00	19.93

The results of the tests on literacy and life skills also indicate a similar pattern, with private schools outperforming their counterparts in public schools. The mean literacy scores are 33.96 per cent for public schools and 46.65 per cent for private schools. The private schools performed better than the national mean score of 35.05 per cent. Similarly, the mean score of pupils from private schools was 53.28 per cent in life skills; this was better than that of the public schools, which was 42.77. Furthermore, the private school mean score was higher than the national mean score of 43.81 per cent.

The corresponding mean scores for primary 6 (class or grade 6) pupils are given below in Table 5.5.

Thus, in all the three areas tested during the MLA project, private schools did better than their public school counterparts. This is consistent with the findings of other studies, notably Tooley's (2005a) study of private schools in Lagos, cited above. What can account for that? There are many reasons, some of which include: teachers in private schools tend to demonstrate higher levels of commitment and lower levels of absenteeism than their counterparts in public schools; and there is a higher level of teacher accountability and closer supervision of teachers in private schools as compared with public schools.

Private schooling in Nigeria: summary of the national context

Based on the above discussion and analysis, the current situation of private schools in Nigeria is summarised below.

- Private schools are those schools that are not owned or managed by government and charge fees for the tuition they provide, even if they also receive substantial financial support from government. Private schools can be categorised into those which have met the minimum standards set by government for the establishment of schools and are therefore registered and recognised by government, and those which do not meet the minimum standards or did not seek registration and are therefore unregistered and unrecognised by government.
- The most serious gap in the literature on private education is the lack of reliable data on the number and distribution of private primary and secondary schools in Nigeria, including data on teachers, teaching-learning facilities, enrolment, the

Table 5.5 Distribution of test scores for primary 6 pupils by school type¹⁹

<i>S/No.</i>	<i>Subject area</i>	<i>National mean %</i>	<i>Mean public schools</i>	<i>Mean private schools</i>
1	Numeracy test	35.73	35.09	40.35
2	Literacy test	41.53	41.22	48.17
3	Life skills	25.42	25.40	25.65

socio-economic background of pupils/students who are enrolled in such schools etc.

- There are more unregistered/unrecognised private schools than registered/recognised private schools. Unregistered/unrecognised private schools are not included in official statistics. There is therefore gross under-counting of private schools and the number of children enrolled in them.
- The collapse of public primary schools has led to a steady increase in the number of private schools. Recent data indicate that enrolment in private schools increased from 4.6 per cent in 1998 to 7.25 in 2005. Lagos state has the highest number of private schools (1,251), followed by Oyo state (879), Ogun state (561), Delta state (462) and Kano state (382). The areas with the fewest private primary schools are Zamfara state (24 schools) and the FCT Abuja (3).
- Even if public schools are rehabilitated and the quality of the tuition they provide improves, private-sector education will still continue to grow and remain relevant. This is mainly because the number of public schools is insufficient to meet the social demand for primary education, particularly in poor urban centres; the vast majority of such schools currently operate a shift system in order to accommodate the increase in enrolment. In addition, many parents will for various reasons still continue to patronise private primary schools and will prefer them to public schools. The growth of integrated Islamiyya schools in many parts of northern Nigeria, such as Kano, may be partly explained in terms of not only their perceived quality, but the fact that Islamic religious knowledge is central to their curricula, in addition to secular subjects such as science, English, mathematics and social studies etc.
- As at 2005, there were 9,318 private primary schools in Nigeria with a total enrolment of 1,578,635 pupils (814,693 male, 763,942 female) and 105,326 teachers and 61,223 classrooms.
- As at 2005, there were 22,267,407 pupils enrolled in primary schools. Of these, 20,688,772 pupils were enrolled in public schools, while 1,578,635 were enrolled in private schools. Thus enrolment in private primary schools constitutes only 7.08 per cent of total enrolment. However, it should be noted that this figure is only for registered/recognised private schools and excludes unregistered/unrecognised schools.
- Private schools tend to do better in terms of PTR, which is 15.07 as compared with 41.86 for public schools. PQTR is 38.21 in private schools as compared with 80.42 for public schools, and the pupil-classroom ratio is 20.00 for private schools as against 91.25 for public schools.
- The only source of comparative data on academic performance of pupils in public and private schools is the Monitoring of Learning Achievement (MLA) report of 2003, which compares the learning achievement of primary 4 and primary 6

pupils in literacy, numeracy and life skills and was published in 2005.²⁰ The report of the MLA study indicates that in all the three areas tested during the MLA project, private schools did better than their public school counterparts. Some of the reasons for the differences in performance between public and private schools include: the fact that teachers in private schools tend to demonstrate higher levels of commitment and lower levels of absenteeism than their counterparts in public schools; and there is a higher level of teacher accountability and closer supervision of teachers in private schools as compared with public schools.

- There are no comprehensive reliable national data on the growth of private schools over a long period of time; however, some of the existing evidence suggests that in some states, up to one-fifth of schools are private.

Analysis of case study data

The three states sampled for this study are Imo in south-eastern Nigeria, Kaduna in the north and Ogun in the south-west. Table 5.6 summarises the statistical data available for the three states.²¹

As can be seen from Table 5.6 of the three states, Ogun has the highest number of teachers employed and the highest number of private schools. Private schools in Ogun also have the smallest pupil-classroom ratio and the lowest pupil-teacher ratio. Kaduna state, however, has the lowest pupil-qualified-teacher ratio at 1:20 in private schools. Although Ogun state has the highest rate for pupils transitioning to junior secondary school (JSS), Imo has by far the highest school completion rate. There are 12 per cent more boys enrolled in primary school across the three states. Kaduna makes up the vast majority of this discrepancy as over 114,000 more boys than girls are enrolled in school in this state.

Case study data generated from public and private schools in urban and rural local government areas is set out in Table 5.7. It shows that the total enrolment in the private schools sampled for this study was 3,746 made up of 1,799 boys and 1,947 girls, while the total enrolment in public primary schools was 10,190 made up of 5,027 boys and 5,163 girls. Total enrolments in private schools therefore make up 26.9 per cent of total public and private enrolments in the selected schools. In the selected private schools in Kaduna and Ogun there are slightly more boys than girls enrolled, whereas in Imo there are 238 more girls than boys.

How do the two types of school compare in terms of number of teachers, qualifications of teachers, availability and adequacy of classrooms etc? Table 5.9 provides data on the number and qualification of teachers in the selected private and public schools.

The public and private schools selected and their pupil enrolments are given in Table 5.8.

Table 5.6 Available statistical data on schools in Imo, Kaduna and Ogun states

	Imo			Kaduna			Ogun			Total three states
	Public	Private	Private as proportion of total	Public	Private	Private as proportion of total	Public	Private	Private as proportion of total	
Number of primary schools	1,205	233	16.2%	1,438	373	5.2%	7,132	558	29.8%	10,440
Number of teachers	15,179	2,412	13.7%	17,591	4,267	14.4%	29,729	6,889	30.1%	70,186
Male	307,375	29,966	8.9%	337,341	485,769	7.4%	524,689			1,026,776
Female	310,647	23,617	7.1%	334,264	373,446	9.0%	410,566			903,284
Gross enrolment rate				101.01			84.59			84.75
Male				102.39						
Female				99.66						
Male				97.46						
Female				94.94						
Transition rate into junior secondary school (JSS)										
Male				25.42			43.28			80.24
Female				22.08						
School completion rate (SCR)				29.51						
Male				106.34			50.14			67.75
Female				107.94			57.51			
Pupil-teacher ratio (PTR)				104.75			42.34			
Pupil-qualified-teacher ratio (PQTR)	1:40.78	1:20.99		1:38.18	1:36.7	1:17.8	1:31.5	1:23.27	1:10.71	
	1:53.51	1:68.91		1:54.39	1:20.3	1:20.3	1:61.2	1:30.71	1:26.52	

Table 5.7 Urban versus rural local government areas (LGAs) in the three states

	<i>Imo</i>	<i>Kaduna</i>	<i>Ogun</i>
Urban LGA	Owerri Municipal	Kaduna North	Abeokuta South
Rural LGA	Aboh Mbaise Okigwe	Igabi Chikun	Water side Odogbolu

Table 5.9 shows that the total number of teachers in the selected private schools was 234, of whom 165 (70.5 per cent) had the Nigerian Certificate of Education (NCE – the prescribed minimum teaching qualification) or above. There were 502 teachers in the public schools, of whom 376 (74.9 per cent) possessed the NCE or above. Based on the enrolment figures given in Table 5.8 – 10,190 pupils in public schools and 3,746 in private schools – the average PTR for the selected public schools was 1:20.3, and 1:16.0 for private schools. The pupil-to-qualified-teacher ratio for public schools was 1:27.1, while that of the private schools was 1:22.7. Overall, therefore, private schools had lower and better PTR and PQTR than their public school counterparts. Kaduna state, which has the highest population of public school pupils, also has the highest PQTR and this impacts upon the public school average PQTR.

In terms of the adequacy of facilities (classrooms, toilets, playground, library, computers etc.) all the public schools sampled for this study in Imo state reported that these were inadequate to meet the needs of their enrolled students. Five of the six selected private schools reported that their classrooms to be inadequate; four out of six of them reported that they had adequate textbooks; only two out of six of them reported having adequate toilets; and three of them said they had an adequate playground, library and computers.

In Ogun, the private schools are also ahead of their public counterparts in terms of facilities. The classrooms in three out of the six public schools are not in good shape and require repair or renovation. However, in terms of availability of outdoor space, the public schools had adequate playgrounds compared with their private school counterparts. In fact, two of the six private schools selected did not have a playground at all.

In Kaduna, the private schools also have better classrooms and toilets and are better furnished than the public schools. The researchers estimated that at least half of the pupils in the public schools sat on the floor and most of the buildings were dilapidated. The classrooms in four out of the six public schools were in a very bad shape and could be dangerous to pupils' health and safety. However, the public schools were better off than the private schools in terms of availability of a playground: three of the six private schools had no playground at all.

Across the three states and in both public and private schools, parents provide school uniforms and learning materials such as textbooks, exercise books, pens and pencils.

Table 5.8 Pupil enrolment in selected schools

		PI		P2		P3		P4		P5		P6		TOTAL											
IMO STATE	Public	Owerri Mun.	71	50	121	28	22	50	19	24	43	22	29	51	24	26	50	25	17	42	189	168	357		
		Owerri Mun.	95	110	205	90	140	230	85	150	235	90	150	240	240	80	155	235	98	105	203	538	810	1,348	
		Aboch Mbaise	11	4	15	6	5	11	5	8	13	8	4	12	12	6	6	6	12	9	7	16	45	34	79
		Aboch Mbaise	10	12	22	15	13	28	9	18	27	20	15	35	25	15	40	28	25	25	53	107	98	205	
		Eziata Enyigugu	11	12	23	11	12	23	14	14	28	15	14	29	12	17	29	14	14	14	28	77	83	160	
		Urban P. Okigwe	18	14	32	15	24	39	16	19	35	20	24	44	17	20	37	20	28	28	48	106	129	235	
		Okigwe	216	202	418	165	216	381	148	233	381	175	236	411	164	239	403	194	196	390	1,062	1,322	2,384		
		Owerri Mun.	26	38	64	12	36	48	15	42	57	20	37	57	10	39	49	13	35	48	96	227	323		
		Owerri Mun.	24	18	42	26	26	52	25	20	45	17	22	39	16	14	30	13	9	22	121	109	230		
		Aboch Mbaise	11	10	21	11	14	25	14	10	24	8	18	26	10	9	19	16	16	32	70	77	147		
KADUNA STATE	Public	Mallam Jallo P. Rigachikun	15	15	30	15	15	30	18	14	32	19	17	36	19	14	33	-	-	0	86	75	161		
		LEA P. Damishis	30	33	63	21	28	49	20	24	44	16	20	36	10	18	28	12	19	31	109	142	251		
		Okigwe	20	50	70	20	40	60	12	15	27	34	32	66	12	30	42	12	33	45	110	200	310		
		Okigwe	126	164	290	105	159	264	104	125	229	114	146	260	77	124	201	66	112	178	592	830	1,422		
		Mallam Jallo P. Rigachikun	184	138	322	162	153	315	159	147	306	119	99	218	103	106	209	83	99	182	810	742	1,552		
		LEA P. Damishis	25	26	51	23	18	41	20	18	38	21	16	37	20	20	40	18	14	32	127	112	239		
		Chikun	28	20	48	18	14	32	22	19	41	17	15	32	14	12	26	18	16	34	117	96	213		
		Chikun	22	20	42	25	20	45	25	22	47	19	18	37	20	22	42	21	19	40	132	121	253		
		LEA P. Bakin Kasuwa	191	173	364	167	163	330	153	143	296	157	132	289	175	188	363	102	222	222	945	919	1,864		
		LEA P. Unguwar Rimi	86	85	171	72	68	140	73	65	138	60	55	115	53	50	103	56	54	110	400	377	777		
KADUNA STATE	Private	LEA P. Hayin Banki	536	462	998	467	436	903	452	414	866	393	335	728	385	398	783	298	322	620	2,531	2,367	4,898		
		Hajiya Ramatu NP. Rigachikun	18	15	33	27	23	50	17	19	36	15	10	25	11	22	33	10	11	21	98	100	198		
		Hikima NP. Rigachikun	14	13	27	20	18	38	17	15	32	14	13	27	14	16	30	13	9	22	92	84	176		
		Better Future NP	19	15	34	18	15	33	20	18	38	18	13	31	14	12	26	12	11	23	101	84	185		
		Jacklum NP	15	13	28	21	14	35	14	12	26	15	13	28	15	17	32	17	13	30	97	82	179		
		Winners Comprehensive College	18	21	39	21	19	40	16	22	38	12	15	27	13	16	29	18	12	30	98	105	203		
		Grace NP	19	18	37	15	14	29	22	19	41	17	19	36	18	12	30	17	13	30	108	95	203		
		Total	103	95	198	122	103	225	106	105	211	91	83	174	85	95	180	87	69	156	594	560	1,144		

OGUN STATE	Public	PI		P2		P3		P4		P5		P6		TOTAL								
	Baptist NP, Idi aba	43	57	100	70	58	128	78	81	159	90	103	193	84	64	148	75	75	150	440	438	878
	C.A.C. NP, Lantoro	47	57	104	44	49	93	45	47	92	53	62	115	57	45	102	33	38	71	279	298	577
	L.G. P, Arafen	34	45	79	47	38	85	46	42	88	41	41	82	40	48	88	38	50	88	246	264	510
	L.G. P, Ibiade	69	65	134	66	52	118	60	62	122	50	56	106	48	50	98	56	49	105	349	334	683
	Parako United, Igbile	16	19	35	11	19	30	18	12	30	13	22	35	15	12	27	15	16	31	88	100	188
	St. Pauls, Eyin	5	7	12	4	5	9	7	9	16	6	8	14	4	6	10	6	5	11	32	40	72
	Total	214	250	464	242	221	463	254	253	507	253	292	545	248	225	473	223	233	456	1,434	1,474	2,908
	Private																					
	Adonia NP, Abeokuta	13	4	17	10	12	22	7	8	15	14	13	27	3	6	9	10	13	23	57	56	113
	Shorem NP, Abeokuta	15	12	27	11	12	23	10	9	19	11	11	22	11	7	18	8	6	14	66	57	123
	Pathfinder NP	22	18	40	19	24	43	13	18	31	13	15	28	17	16	33	26	21	47	110	112	222
	Ansar-Sunnah NP	22	18	40	26	21	47	20	25	45	19	21	40	18	12	30	26	21	47	110	112	222
	Victorious Children	66	34	100	40	45	85	28	35	63	37	24	61	25	35	60	27	31	58	223	204	427
	Ei Bethel City NP, Kaduna	9	6	15	8	6	14	8	7	15	7	6	13	14	12	26	6	4	10	52	41	93
	Latogun N	9	6	15	8	6	14	8	7	15	7	6	13	14	12	26	6	4	10	52	41	93
	Total	147	92	239	114	120	234	86	102	188	101	90	191	88	88	176	77	75	152	613	567	1,180
	Total public	966	914	1,880	874	873	1,747	854	900	1,754	821	863	1,684	797	862	1,659	715	751	1,466	5,027	5,163	10,190
	Total private	376	351	727	341	382	723	296	332	628	306	319	625	250	307	557	230	256	486	1,799	1,947	3,746
	Total public & private	1,342	1,265	2,607	1,215	1,255	2,470	1,150	1,232	2,382	1,127	1,182	2,309	1,047	1,169	2,216	945	1,007	1,952	6,826	7,110	13,936

P = Primary school NP = Nursery & primary school LEA = Local Education Authority

Table 5.9 Number and qualifications of teachers in selected schools

State	School	Type	No. of teachers	Qualifications						TC II	School Cert	Others	Pupils per teacher (PTR)	Pupils per qualified teacher (PQTR)
				PhD	M.Ed	B.Ed	NCE	OND						
IMO STATE	Public	Dev P, Owerri	27			7	20					357	13.2	
		Owerri Mun.												
		Owerri Mun.	68		51	17						1,348	19.8	
		Ikenegbu Lay P												
		Aboh Mbaise	11		5	6						79	7.2	
		Town, Enyioyogu												
		Aboh Mbaise	19		1	18						205	10.8	
	Private	Eziata Enyioyogu	9		1	8						160	17.8	
		Urban P, Okigwe	17		9	1	7					235	13.8	
		Ilube P												
		Okiawe												
		Owerri Mun.	15		3	7	2				3	323	21.5	
		St. Juliana NPS												
		Owerri Mun.	10		1	6	3					230	23.0	
KADUNA STATE	Public	Christ Church P	10									147	14.7	
		Aboh Mbaise	10				10							
		Divine Message Enyioyogu	8				5	2			1	161	20.1	
		Holy Child Enyioyogu	14		3	2	8				1	251	17.9	
		Excellent Foundation P	8		3	3	2					310	38.8	
		Christ the King P												
		Okiawe												
KADUNA STATE	Public	Mallam Jallo P, Rigachikun	51		6	32	1				12	1,552	30.4	
		LEA Unguwar Tselha, Rigachikun	17		2	10	2				3	239	14.1	
		Igabi Chikun	16			5	8				3	213	13.3	
		LEA P, DamishiS Chikun	18			8	7				3	253	14.1	
		LEA P, Bakin Kasuwa Kaduna N	90		4	35	37				14	1,864	20.7	
		LEA P, Unguwar Rimi Kaduna N	43		5	22	10				6	777	18.1	
		LEA P, Hayin Banki Kaduna N												
	Total		235	0	17	112	65	0	0	41	4,898	20.8	38.0	
	Private	Hajiya Ramatu NP, Rigachikun	15		8	7						198	13.2	
		Igabi Hikima NP, Rigachikun	11			8	3					176	16.0	
		Better Future NP Chikun	10		1	6	3					185	18.5	
		Jacklum NP Chikun	13			6	4			3		179	13.8	
		Winners College Kaduna N	8			5	1			2		203	25.4	
		Grace NP Kaduna N	14		2	8	3	1				203	14.5	
Total			71	0	0	11	40	14	1	5	0	1,144	16.1	

OGUN STATE	Public	Baptist NP, Idi aba C.A.C. NP, Lantoro L.G. P, Arafen L.G. P, Ibiade Parako United, Igbile St. Pauls, Eyin	33 24 12 29 11 7	Qualifications obtained							Pupils per teacher (PTR)	Pupils per qualified teacher (PQTR)		
				PhD	M.Ed	B.Ed	NCE	TC II	OND	School Cert			Others	
														878
		Abk Sth			2	31						26.6	26.6	
		Abk Sth			1	4	18	1				24.0	25.1	
		W/side				1	8	3				42.5	56.7	
		W/side			10	16	3					23.6	26.3	
		Odogbolu			3	5	3					17.1	23.5	
		Odogbolu			1	3	3				72	10.3	18.0	
		Abk Sth				6	4	1		1		9.4	18.8	
		Abk Sth				3	1			5		13.7	41.0	
		W/side			5	9	2					13.9	15.9	
		W/side			1	6	1					25.3	28.9	
		Odogbolu			2	23	5					14.2	17.1	
		Kaduna N			1	7	8	4		3		4.0	5.8	
					502	0	112	263	85	0	41	10,190	20.3	27.1
					234	0	1	36	48	2	5	3,746	16.0	22.7

P = Primary school NP = Nursery & primary school LEA = Local Education Authority

This is an anomaly in the case of public schools, because the policy for states is that the government should provide textbooks. These costs are an additional ‘hidden’ cost of education for parents in both types of schools, not to mention the opportunity cost of sending children to school. The estimated cost of school uniform (for one child), textbooks, exercise books and writing materials is about 4,500 naira (N) per annum²².

Although the official national policy is that no fees should be charged in any public primary school, the reality is quite different and parents do shoulder a significant proportion of the cost of public schooling.

To get a good picture of the cost structure for private schools, the cost of uniforms, books and writing materials needs to be added to those of school fees and levies.

Table 5.10 Fees charged by selected private schools

			Fee charged (naira)	Levy charged (naira)
IMO STATE	Private	St. Juliana NPS	6,600	400
		Christ Church P	3,100	0
		Divine Mercy Enyiogugu	1,800	200
		Holy Child Enyiogugu	2,000	300
		Excellent Foundation P	2,700	0
		Christ the King P	4,500	0
		Average		3,450
KADUNA STATE	Private	Hajiya Ramatu NP, Rigachikun	class 1-3: 4,050	700
			class 4-6: 4,800	700
		Hikima NP, Rigachikun	4,000	350
		Better Future NP	3,500	300
		Jackjum NP	2,500	350
		Winners Comprehensive College	class 1-3: 4,050	600
			class 4-6: 4,800	600
		Grace NP	5,000	1,000
		Average		4,088
OGUN STATE	Private	Adonia NP, Abeokuta	3,000	0
		Shokem NP, Abeokuta	2,500	1000
		Pathfinder NP	3,000	500
		Ansar Sunnah NP	3,000	0
		Victorious Children	2,000	1000
		El Bethel City NP, Latogun	2,500	500
P = Primary school NP = Nursery & primary school LEA = Local Education Authority				

Table 5.10 shows that only five of the 18 private schools surveyed do not charge a levy. Levies are usually tied to a specific activity or a project: for example, Devine Mercy and Holy Child schools in Imo state stated that their levies were for extra classes and to fund the PTA respectively. Should a school wish to undertake a project or activity that cannot be funded from the fees, a special levy could be imposed to enable the school to carry out the project.

Levies are usually determined jointly by the PTA and the school management. In all the public and private schools sampled for this study, there exists a fairly strong and cordial relationship between the PTA and the school management.

In Kaduna state, four out of five public school PTAs are dormant. The PTAs in the private schools, on the other hand, meet at least once a term and take far-reaching decisions on matters affecting the school and contribute materially and morally to the development of the school.

In Ogun state, the levies contain a N200-300 charge that goes toward funding the PTA. The PTAs are members of the School Advisory Committee in all the selected private schools, thus making them part of the decision-making process. Discussions with the head teachers, teachers and the PTA indicated that the Advisory Committee's advice and decisions are generally taken seriously and fully implemented. However, in the public schools, the PTA's support to the schools is generally restricted to provision of furniture, repair of damaged buildings, fencing and the provision of computers and does not extend to decision-making and planning. In public schools, decisions are taken centrally by the LGA and the state government.

Focus group discussions with teachers

Focus group discussions were held with the teachers in both the public and private schools on a wide range of issues. Table 5.11, below, summarises their responses and the case study findings.

Table 5.11 Teachers' responses to focus groups questions

<i>Questions for teachers</i>	<i>Private</i>			<i>Public</i>		
	<i>Yes</i>	<i>No</i>	<i>Total</i>	<i>Yes</i>	<i>No</i>	<i>Total</i>
Do Teachers receive an annual leave grant or bonus?	0	72	72	72	0	72
Are there well-defined criteria for staff promotion?	0	72	72	72	0	72
Do teachers have opportunities to attend seminars, workshop etc?	24	48	72	61	11	72
Are there clearly-defined staff development policies?	0	72	72	42	30	72
Does the school have a PTA?	72	0	72	56	16	72
Do parents visit the school?	60	12	72	22	50	72
Are Parents involved in the affairs of school?	64	8	72	51	21	72

Private schools tend to be worse off than public schools in terms of payment of an annual leave grants to teachers, staff promotion and opportunities for continuing professional development.²³ Public schools, unlike private schools, do have well-defined staff development policies that are centrally determined by the state. However, although these policies exist, their implementation is patchy. There is greater accountability in private schools, because parents take an interest and get involved in the school's day-to-day affairs. Parents who have children in private schools do in fact hold the school and teachers accountable for their children's academic performance in general and their performance in high-stake public examinations in particular. This contrasts, in particular, with the large number of public schools whose PTAs are largely inactive.

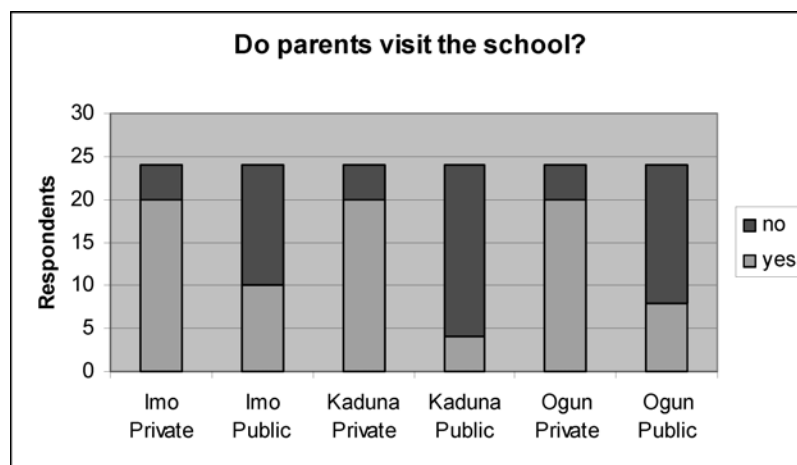


Figure 5.1 Teachers' views on whether parents visit the school

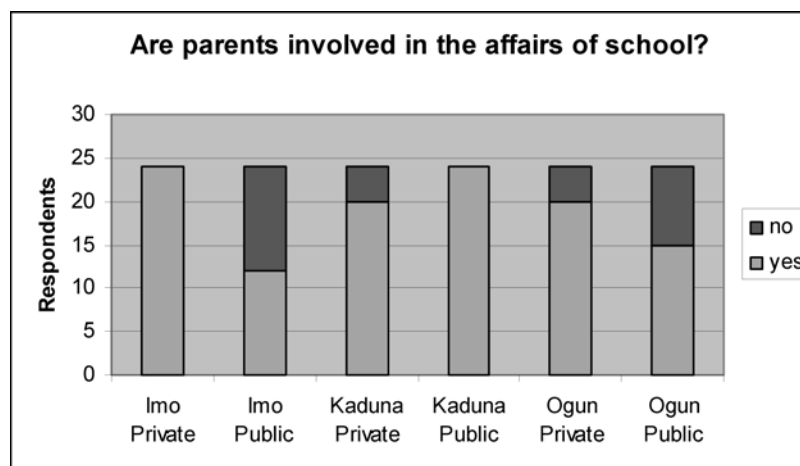


Figure 5.2 Teachers' views on whether parents are involved in the affairs of the school

Figures 5.1 and 5.2, above, demonstrate teachers' responses to two questions in the three states. From these responses, it appears that fewer parents visit public schools than private ones, but teachers still claim that parents are involved in the running of public schools nonetheless.

Teachers' pay

Table 5.12, below, displays details of teachers' pay in those schools where this information was available. Where average teachers' pay was given as a range of values, these are displayed in the right-hand column. These figures do not include an estimation of the number of teachers on each salary. The data is therefore included only for illustrative purposes to demonstrate that the rough average monthly salary for a teacher in a private school is markedly lower than in a public school. Furthermore, public schoolteachers in Kaduna state are paid far less than their counterparts in other states. In fact, Kaduna state government pays the lowest salary in the whole of Nigeria.

Teaching and learning aids

In all three states, private schools have better teaching and learning aids than public schools. This includes widespread use of wall charts, maps, diagrams, pictures, counters and audio-cassettes that are directly relevant to the school curriculum. This compares markedly with the bare walls of classrooms in public schools.

Teacher attendance

Teacher attendance was comparatively higher in private than in public schools in all three states. The recorded level of teacher absenteeism (for whatever reason) in Imo state was about 7 per cent in private schools as compared with 10–20 per cent in the public schools. In Kaduna and Ogun, this figure was less than 5 per cent as compared with 15–20 per cent in the public schools.

Performance in public examinations

Comparative data on the relative performance of public and private schools in examinations in the three states could not be obtained from the authorities. Based on the information provided by teachers, head teachers and parents, pupils from both private and public schools do well in the common entrance examination into JSS. However, this is not a good measure of quality or performance, because marks are often inflated and the selection process into the best JSS is beset with corruption. All the private schools in Ogun organise special classes to prepare pupils for the common entrance examination.

Table 5.12 Teachers' salaries in selected schools

IMO STATE	Public	Dev P, Owerri		
		Ikenegbu Lay P		
		Town, Enyiogugu		
		Eziala Enyiogugu		
		Urban P, Okigwe		
		Ilube P		
		Average	20,000	8,000-32,000
	Private	St. Juliana NPS	11,250	7,500-15,000
		Christ Church P	6,500	
		Divine Mercy Enyiogugu	5,000	
		Holy Child Enyiogugu	4,500	3,000-6,000
		Excellent Foundation P	5,000	
		Christ the King P	7,800	
KADUNA STATE	Public	Mallam Jallo P, Rigachikun LEA Unguwar Tsalha, Rigachikun		
		LEA P, DamishiS		
		LEA P, Bakin Kasuwa		
		LEA P, Unguwar Rimi		
		LEA P, Hayin Banki		
		Average	15,750	6,500-25,000
		Private	Hajiya Ramatu NP, Rigachikun	4,500
	Hikima NP, Rigachikun		4,000	
	Better Future NP		3,500	
	Jackjum NP		3,000	
	Winners Comprehensive College		5,000	
	Grace NP		5,000	
	Average		4,167	
OGUN STATE	Public	Baptist NP, Idi aba		
		C.A.C. NP, Lantoro		
		L.G. P, Arafen		
		L.G. P, Ibiade		
		Parako United, Igbile		
		St. Pauls, Eyin		
		Average	20,250	8,500-32,000
	Private	Adonia NP, Abeokuta	3,000	
		Shokem NP, Abeokuta	5,000	
		Pathfinder NP	10,000	
		Ansar Sunnah NP	8,000	
		Victorious Children	7,000	
		El Bethel City NP, Latogun	6,500	
Average		6,583		
	18,667			
	5,808			

P = Primary school NP = Nursery & primary school LEA = Local Education Authority

Focus group discussions with parents

In each school, focus group discussions with parents were held. These discussions focused on the following:

- Why they chose to send their children to this particular school;
- The fees and levies they pay and whether they get ‘value for money’;
- The support they provide to the schools;
- The school’s academic performance as compared with other schools in the locality; and
- Teacher attendance and performance.

The most often cited reasons for choice of school by parents who have children in private schools are:

- Proximity to the home;
- Greater teacher commitment and dedication, as indicated by comparatively lower levels of teacher absenteeism;
- That the fees charged are reasonable and affordable;
- The quality of the school is better than that of other schools in the locality;
- There is a high level of discipline and pupils in the school are ‘morally upright’; and
- The head teacher is good and manages the school very well.

According to all the parents of the selected private schools, the fees charged by the schools are reasonable and affordable and they do not feel they are being exploited by the owner/proprietor. On the contrary, the proprietors are very flexible in terms of giving parents sufficient time to pay. They all felt that they were ‘getting value for money’. In Imo, parents also support the schools by contributing funds for the repair or construction of classrooms or offices, and for the provision or repair of furniture. In Ogun, parents support the school in the form of payment of levies for specific projects and advising the school on specific issues relating to the administration of the school and pupils’ discipline. They reported being satisfied with the teachers’ level of dedication and commitment and the teaching and learning that takes place in the schools as compared with public schools.

A comment from a peasant farmer sending his children to private school in Kaduna:

‘The fees are not too high and are comparable to what similar schools charge as fees. If you say the fees are too high and we are being exploited, then I will want you to answer this question: is it not better to pay the fees even if they are exorbitant (which in our case is not true) than to take my child to the so-called free, non-fee paying schools where the children are not taught anything? I have

two children in this school and before I transferred them from the LEA school to this school they could not write even their names correctly... Now they can read and write. So which is better for me?"

Parents were also asked to express their satisfaction or dissatisfaction on a number of issues. The table below summarises their responses.

Overall, parents with children attending private schools are more satisfied than those with children attending public schools. Indeed, private schools scored better than public in all categories. The teaching and learning facilities and parents having to contribute to the repair of damaged or old buildings was the greatest source of dissatisfaction for parents in private schools. These were also the greatest sources of dissatisfaction in the public schools, along with the financial contribution that parents have to make to the school. Figures 5.3 and 5.4 below demonstrate that proportionately fewer parents of children in public schools in Imo and Kaduna were satisfied with the level of financial support they provide to the school and with the teaching and learning facilities.

Parents of children in public schools generally expressed satisfaction with teacher performance. This is in spite of teacher absenteeism running as high as 20 per cent in Imo and 25 per cent in Ogun in some of the sampled schools.

Parents were also asked to say what were the strengths and weaknesses of their schools. The most often cited strengths of private schools were the high pupil-teacher ratio (PTR) and highly-committed and dedicated teachers who, unlike their public school counterparts, do not go on strike because they are not unionised. The most

Table 5.13 Parents' responses to focus group questions

<i>Questions for teachers</i>	<i>Private</i>			<i>Public</i>		
	<i>Yes</i>	<i>No</i>	<i>Total</i>	<i>Yes</i>	<i>No</i>	<i>Total</i>
<i>Are you satisfied with the following:</i>						
Teachers' attendance?	90	0	90	80	10	90
Teachers' performance?	87	3	90	75	15	90
Pupil performance?	88	2	90	67	23	90
Teaching and learning facilities?	74	16	90	41	49	90
Level of discipline among pupils?	83	7	90	69	21	90
Teachers' attitudes towards parents?	86	4	90	74	16	90
Financial support by parents to the school?	85	5	90	34	56	90
Repair of damaged or old buildings by parents?	73	16	90	39	51	90
Getting value for money, i.e. is the expenditure on fees, levies and other costs incurred worth it?	87	3	90	66	24	90
Relationship between school and PTA?	90	0	90	77	13	90
Total	843	56	900	622	278	900

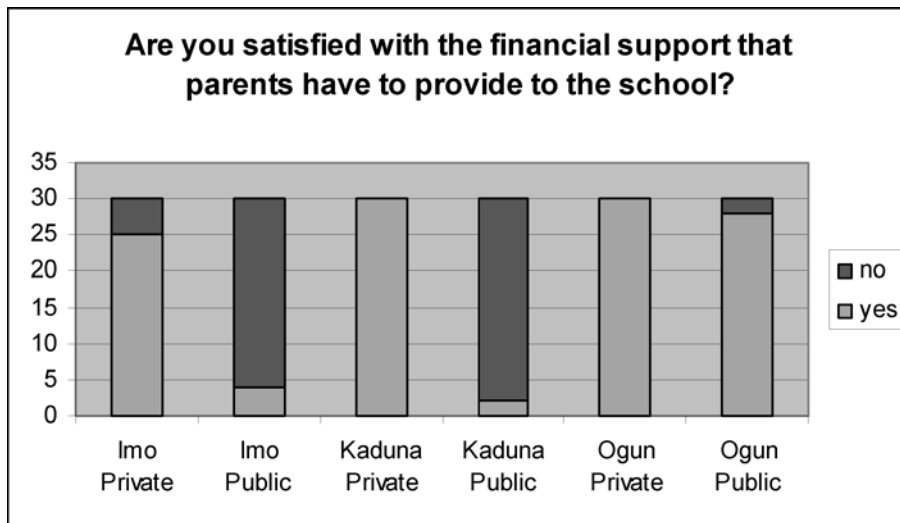


Figure 5.3 Parent satisfaction with the financial support they have to provide

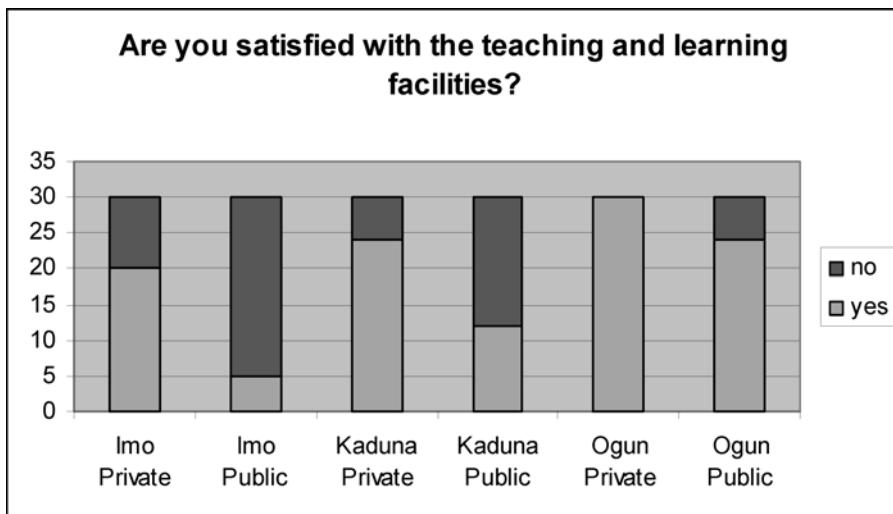


Figure 5.4 Parent satisfaction with teaching and learning facilities

commonly-cited strengths of the public schools, on the other hand, were availability and adequacy of qualified teachers, availability of space for sports, greater emphasis on religious and moral education and regular inspection by government education inspectors.

The weaknesses of private schools were reported to be a shortage of sufficient facilities for sports and a lack of adequate space for expanding the school facilities. The

public school weaknesses, meanwhile, were their inadequate classrooms and furniture and poor maintenance.

Parents were also asked to say whether the schools attended by their children are getting better or worse in terms of teachers' performance, academic performance of pupils, school discipline and teaching-learning facilities. Figures 5.5 to 5.9, below, display the results broken down across the three states.

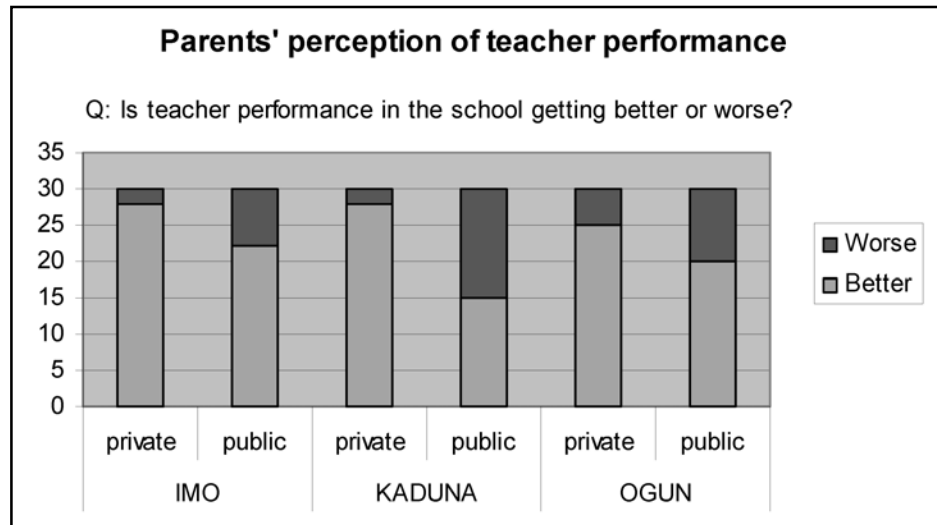


Figure 5.5 Parents' perception of teacher performance

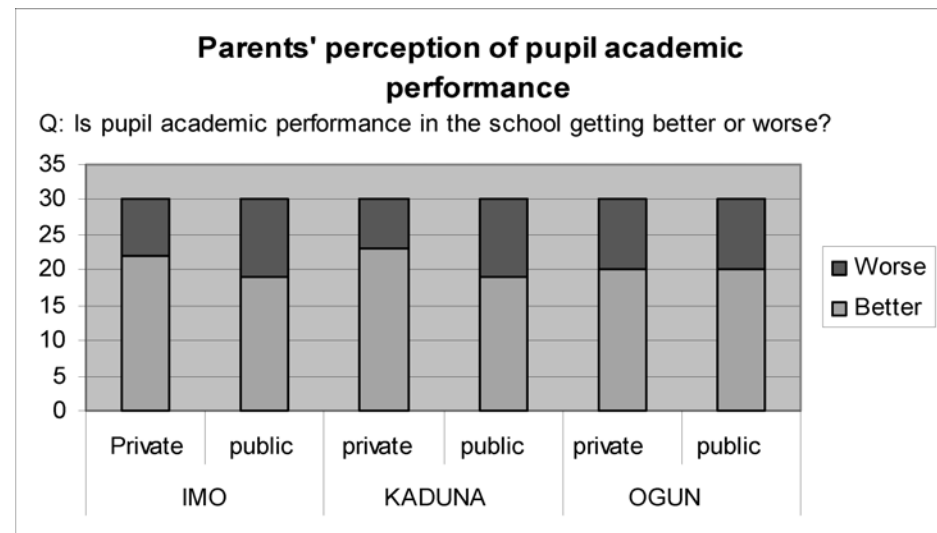


Figure 5.6 Parents' perception of pupil academic performance

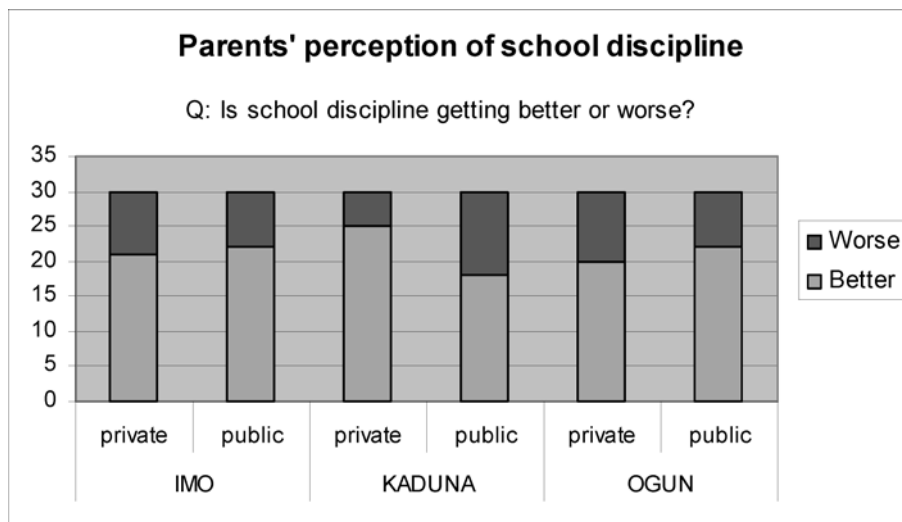


Figure 5.7 Parents' perception of school discipline

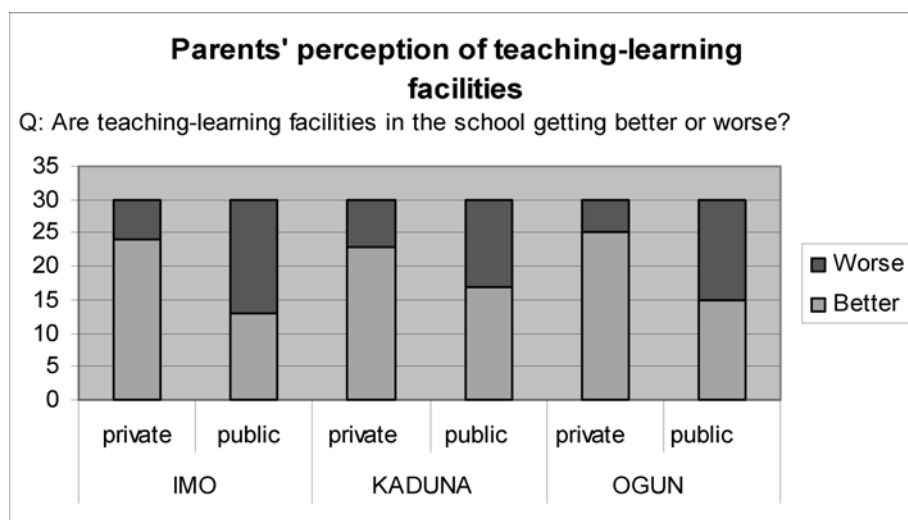


Figure 5.8 Parents' perception of teaching-learning facilities

The figures above show that there are significant differences in the responses of parents across the three states. On grounds of teacher performance and teaching-learning facilities, it is clear that parents judge private schools to be doing better than public schools. Public schools across all three states fair particularly poorly on teaching-learning facilities. The other two grounds for assessment, pupil academic performance and school discipline, are less conclusive.

Owners of private schools

Discussions with owners of private schools focused on the problems they faced, their plans for the future and how government can support them to contribute more effectively to the attainment of the Education for All (EFA) goal. The major problems owners identified were: difficulties in trying to acquire land for school expansion; late payment of fees by parents; undue harassment by government officials with regards to the implementation of the new minimum standards for basic education; lack of sufficient classrooms; the high level of teacher attrition; and multiple taxation by both the state and local government.

Each proprietor was also asked to say what his/her future plans were. The most common aspirations were:

- to acquire land and build a permanent site; and
- to build more classrooms and thereby significantly raise enrolments.

Other common aspirations included procuring computers, setting up a secondary school section so that all graduates of primary could transit into secondary, organising in-house seminars and workshops for staff and purchasing a school van.

All the proprietors expressed the opinion that demand for private education will continue to grow, because of increasing dissatisfaction with the quality of public school tuition and industrial action in public primary schools, which lead to frequent and lengthy closures of schools. They also expressed the view that government should not ignore the contributions of private schools to the attainment of the goal of Universal Primary Education (UPE). Indeed, the proprietors felt that the government should support them with grants and help them to acquire land onto which they could expand their facilities and thereby increase their enrolment. Another form of assistance they said private schoolteachers are currently excluded from is the ongoing teacher re-training programme under the MDG project.

Focus group discussion with local government authority secretaries and Nigeria Union of Teachers (NUT)

Discussions with local government authority (LGA) secretaries and NUT chairs focused on the following issues:

- Number of private schools in their LGA;
- Whether there was any state or LGA law on private schools which guides their relationship with such schools;
- The activities of the Association of Private School Proprietors in the LGA;
- The role of private schools in providing access to primary education; and
- The quality of tuition provided by private schools as compared with public schools.

In Imo state, the education secretaries said that there were 19 registered/government-recognised private schools in Owerri Municipal LGA and nine in both Aboh Mbaise LGA and Okigwe LGA. However, they believed that the number of unregistered and unrecognised primary schools is higher than that of registered/recognised schools. The estimated number of unregistered/ unrecognised schools in Owerri Municipal LGA is at least 25, while in Mbaise LGA and Okigwe LGA the estimated figures were 10 and 15 respectively. However, more accurate figures will be obtained in due course when the ongoing attempt to register or close down all unregistered schools in the state is completed. Attempts were being made by the Ministry of Education, the State Universal Basic Education Board and the LGAs to register all schools in the state and ensure that only schools that meet the prescribed minimum standards are allowed to operate. Eleven of 19 private schools in Owerri Municipal are owned by individuals, compared to three out of six in Mbaise LGA and four out of nine in Okigwe LGA. The remainder are owned by the church, NGOs or local communities. However, all the private schools depend on fees and levies for their operations, irrespective of their mode of ownership and management.

According to the education secretaries, there were 62 private schools in Kaduna North LGA, 17 in Igabi LGA and 12 in Chikun LGA. However, they pointed out that the census of both registered and unregistered schools was still going on and these figures will change when it is completed. When asked to estimate the total number of unregistered schools, they informed the researchers that they believed that there were more unregistered/unrecognised schools than registered/recognised schools. The unregistered schools are not included in official statistics.

In Ogun state, the education secretaries said that there were 102 private schools in Abeokuta South and North LGAs, seven in Ogun waterside and 30 in Odogbolu. Further questions revealed that these figures include both registered/recognised schools and unregistered/unrecognised schools. More than 50 per cent of the schools in Abeokuta North and South and Odogbolu LGAs are unregistered/unrecognised and therefore not included in the official statistics. More than two-thirds of the schools are owned by private individuals, with the rest owned by religious organisations and communities.

A directorate of private schools was established in Nigeria's Ministry of Education in May 2007. Its main objective is to generate reliable data on all aspects of private schooling and also to develop guidelines for the assessment of the quality of private schools and regulate and control their activities. The directorate should also collaborate with the Association of Private School Proprietors in order to promote the enhancement of quality and standards in private schools.

The legal framework for the assessment and regulation of private schools in all three states is the Private Education (Miscellaneous Provisions) Edict No. 10 of 1989, particularly Appendix D part 3 entitled 'Opening and Closing of Schools and Institutions', and also circulars and guidelines on the establishment of schools issued by the Ministry of Education and the State Universal Basic Education Board. The

Association of Proprietors of Private Schools ensures that its members are aware of and understand the edict and the circulars and guidelines issued by the authorities.

The Local Government Education Authority (LGEA) secretaries and the NUT Chairs in the selected LGAs have a very positive attitude towards private education and the potentials of private schools in facilitating Nigeria’s attainment of the EFA and MDG targets. A good summary of their views would be something like this: ‘Government cannot do it alone. We must all join hands to ensure that all our children have access to education. Government, the private sector, philanthropists, religious organisations, communities etc. must work together to provide education to all our citizens. Government does not have the money to do it alone.’ What worries them is the quality of private schools. They are of the view that the quality of tuition provided in private primary schools is generally inferior to the quality of tuition in public schools. According to them, most if not all private schools employ teachers who do not possess the minimum teaching qualification (i.e. NCE), so as to reduce costs and increase their profit margins. The salary they pay is below the level prescribed for teachers and in most cases just about one-third of what teachers in public schools are paid. The NUT is currently compiling data on this and will make a formal submission to the National Council on Education and urge it to take action against schools that underpay teachers.²⁴ Unless these schools are properly controlled and regulated, the secretaries and NUT Chairs believe they will continue to employ unqualified teachers and provide substandard/low-quality education.

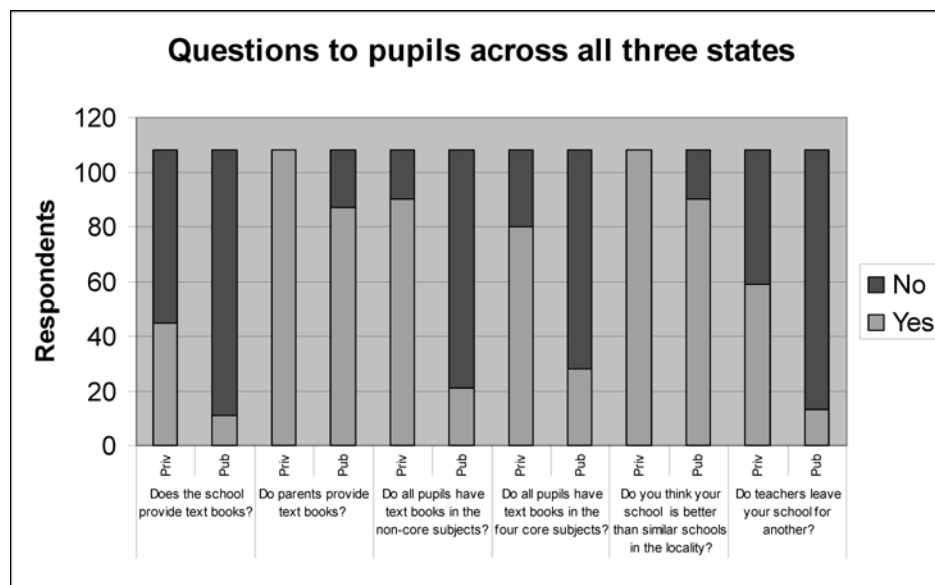


Figure 5.9 Pupils’ responses to focus group questions

Table 5.14 Pupils' responses to focus group questions

Questions for pupils	IMO STATE			KADUNA STATE			OGUN STATE		
	Private		Public	Private		Public	Private		Public
	Yes	No	Total	Yes	No	Total	Yes	No	Total
Do you like your school?	36	0	36	36	0	36	36	0	36
Are the teachers punctual?	36	0	36	36	0	36	36	0	36
Are the teachers willing to teach and committed?	36	0	36	36	0	36	36	0	36
Has there been any physical assault on pupils by teachers?	0	36	36	0	36	36	0	36	36
Has there been sexual abuse by teachers?	0	36	36	0	36	36	0	36	36
Does the school provide textbooks?*	10	26	36	6	30	36	15	21	36
Do parents provide textbooks?	36	0	36	29	7**	36	36	0	36
Are teachers regularly in school?	36	0	36	36	0	36	36	0	36
Do all pupils have textbooks in non-core subjects?	30	6	36	7	29	36	28	8	36
Do all pupils have textbooks in the four core subjects?***	26	10	36	9	27	36	27	9	36
Do you think your school is better than similar schools in the locality?	36	0	36	28	8	36	36	0	36
Do teachers leave your school for another?	24	12	36	4	32	36	9	27	36
Do pupils transfer from your school to another?	2	34	36	5	31	30	4	32	36

*Although parents are required to buy textbooks for their children/wards, the school has a limited number of the textbooks that children whose parents have not yet bought the books can share in class.

**This is simply an inaccurate perception. Parents are responsible for buying textbooks for their children, even in public schools.

***English, maths, science and social studies.

From the table above, it can be seen that pupils unanimously say that they like their schools, their teachers are punctual and they believe them to be willing to teach and committed. Furthermore, none of these pupils reported physical assault or sexual abuse by teachers.

Focus group discussion with pupils

Focus group discussions were held with the pupils in both the public and private schools on a wide range of issues. Table 5.14 summarises their responses and the case study findings.

Figure 5.9 on p. 123 demonstrates some of the pupils' responses to questions in graphic form across the three states. From this it seems that fewer public schools provide textbooks. Marginally more parents of children in private schools provide textbooks than in public schools. The combination of these two factors may in part lead to the large proportions of pupils who said that they do not have textbooks in either the core or non-core subjects. It is also interesting that significantly more pupils from private schools said that teachers leave their school to transfer to another.

Pupils were also asked to specify what they liked about their respective schools. Their responses are summarised in Table 5.15.

The dominant forms of punishment in both public and private schools are caning, 'being made to kneel down for long periods' and 'hard labour' such as field clearing, sweeping and cutting grass.

Summary of findings on the case studies

- Data from the three case studies indicated that the total enrolment in the selected public and private schools was 13,936, of which 3,746 pupils (26.9 per cent) were enrolled in private schools. Thus the private schools' share of enrolment is relatively high at nearly one third of total enrolment. This figure is quite impressive and underlines the contribution of private schools to EFA.

Table 5.15 What pupils like about their school

<i>Private</i>	<i>Public</i>
The teachers teach well	The teachers teach well
There are not too many pupils	The school has many qualified teachers
The school is clean	There is a playground to play football
The headmaster is very friendly	The pupils are well-behaved
Pupils do very well in the state's common entrance exam	The school is not far from home
The school teaches computer skills	
The school is not far from home	
Pupils like their uniform	
The school environment is beautiful	

- In Kaduna and Ogun states there were no significant gender differences in enrolment between public and private schools. However, this was not the case in Imo state where more girls than boys were enrolled in both public and private schools.
- The selected private schools had better PTRs and PQTRs than their public-school counterparts. They also had relatively better classroom facilities and make greater use of improvised audio-visual materials than the public schools.
- In all the states and LGAs covered in this study, government officials, the NUT and other stakeholders had a positive attitude towards private schools as contributors to the attainment of EFA targets, even though there was also some concern about the quality of tuition provided in some of the private schools.
- There was a consensus among the officials of the ministries of education, the State Universal Basic Education Boards, the NUT and proprietors of private schools that there were more unregistered and unrecognised schools than government-recognised, registered schools. Estimates ranged from 30 to 50 per cent more unregistered/unrecognised schools than registered, recognised schools.
- Teachers in private schools are more dedicated, committed and are held more accountable for pupils' performance by parents and the schools' management than their counterparts in public schools.
- Teachers in public schools are paid better salaries than teachers in private schools. The salary paid by private schools was extremely low vis-à-vis the approved government rates in the three sampled states. Teachers' conditions of service in private schools are poorer than those of teachers in public schools.
- The fees charged by private schools in the three sampled states varied, but did not exceed N6,600 per term. (Imo: N1,800–N6,600; Kaduna: N2,500–5,000; and Ogun N2,000–N3,000).²⁵ In addition to fees, parents also pay levies and buy uniforms, textbooks, exercise books and writing materials for their children. This constitutes an additional cost for private schooling, which costs parents an estimated N4,500 per annum.
- Despite the rhetoric of intent of all three tiers of government in the three sampled states, primary education is not free in public schools. In all the three states, parents buy uniforms, textbooks, exercise books and writing materials for their children. These cost an estimated N4,500 per annum and constitute one of the hidden costs of public primary schooling.
- The main reasons parents of children in private schools gave for their choice of school included:
 - Proximity to the home;
 - Greater teacher commitment and dedication, as indicated by comparatively lower levels of teacher absenteeism;

- That the head teacher manages the school well;
- The fees charged are reasonable and affordable;
- The quality of the school is better than that of other schools in the locality; and
- There is a high level of discipline and pupils in the school are ‘morally upright.’

All the proprietors of private schools were optimistic that the private education sector would continue to grow, largely as a result of widespread dissatisfaction with the quality of public schools and the inability of government to build enough schools to sufficiently address the social demand for education among the poor. The major elements of their future plans included: the need to acquire land for the building of more classrooms and raising pupil enrolments; the need to establish a secondary school section so as to facilitate ease of transition to JSS for graduates of the primary school section; and the re-training of teachers so as to enhance their classroom performance.

Conclusions and recommendations

It is quite clear that private schools do provide access to education for children in poor urban districts and rural areas. If their potentials are properly harnessed, such schools can help facilitate the attainment of EFA and MDGs on the provision of universal primary education of good quality. The policy implication of this is that these schools, whether registered or unregistered, cannot be ignored. The current policy of closing down the latter can be counter-productive in so far as the emergence of these schools is the direct consequence of the failure of public schools to provide access to good quality primary education to an increasing number of poor people. The National Policy on Education recognises government’s inability to shoulder the burden of providing primary education without support from communities and individuals. It also recognises the important role the private sector can play in the provision of better access to education:

‘Government welcomes the contributions of voluntary agencies, communities and private individuals in the establishment and management of primary schools alongside those provided by the state and local governments as long as they meet the minimum standards laid down by the federal government... Government regards private participation in education as a way of providing variety and allowing for healthy competition between private and public sectors education [sic]. Government also believes in cost-sharing for the funding of education with genuine voluntary agencies and individuals who, like government, should not run private schools essentially for monetary gains but purely as a humanitarian/social service. Government therefore welcomes the contributions of all interested organisations and agencies.’²⁶

The implementation of this policy has in practice violated its spirit. Government has so far focused not on supporting low-cost private schools (e.g. through matching grants, provision of instructional materials), but on intimidating their owners and threatening them with closure on the pretext that they do not meet the prescribed minimum standards for the establishment of schools and are therefore of poor quality. This approach is unhelpful and even hypocritical, since many government-owned schools are also of very poor quality but are not threatened with closure. If there is to be a sincere implementation of the policy, then the state and local governments should begin to see low-cost private schools as partners in the current national efforts to attain the EFA and MDG targets by 2015.

In order to harness the potentials of low-cost private schools in the context of EFA and MDG targets, the following recommendations should be implemented:

- A nationwide census should be conducted of private schools, not only for the purpose of controlling and regulating them but more importantly so as to determine their number, ownership and location, the number of children enrolled in such schools (by gender), the facilities they have and their problems and needs. The census will provide the requisite data for any planned intervention in and provision of support for low-cost private schools.
- Government should, in consultation with stakeholders in the education sector, develop and implement criteria for supporting low-cost private schools, particularly how such schools can benefit from the federal government's UPE intervention fund. This fund is shared to all the 36 states and the FCT every quarter for the purposes of providing instructional materials, construction of classrooms and teacher development. To date, only public schools benefit from the UPE fund. Given the overwhelming evidence that low-cost private schools do provide access to education for the poor, they should also benefit from the fund.

The inspectorate services should be strengthened (in terms of funding, personnel, training and equipment) so as to enable them to monitor the quality of both public and private schools effectively. There should be a paradigm shift from the prevailing view of inspection as a punitive exercise, to one that is advisory, facilitative and formative, and seeks not merely to enforce standards, but more importantly promotes the improvement of all aspects of a school.

Notes

1. Both *Basic and Senior Secondary Education Statistics in Nigeria: 2004 and 2005* and the EMIS data were based on the nationwide school census conducted in February 2005. Data analysis and entry in respect of the 2006 census was still ongoing at time of writing.
2. Federal Ministry of Education (2006).
3. Tooley (2005a), p. ii.
4. *Ibid.*, p. iii.

5. Tooley, J & Dixon, P (2006).
6. Ibid.
7. Ibid., p. 454.
8. Tooley, J (2006).
9. Adediran (2007).
10. Adelabu, M and Rose, P (2004).
11. Ibid.
12. Ibid., p. 65.
13. This is one of the states sampled for this study. The other sampled states are Imo (233 private schools) and Kaduna (373 private schools).
14. Federal Ministry of Education (2006).
15. Ibid.
16. Federal Ministry of Education (2005).
17. Ibid., p. 45.
18. The national mean score is on p.43, paragraph 1 of the MLA report and is not shown in the table.
19. Ibid., based on the data on pp. 121–200.
20. Ibid.
21. Federal Ministry of Education (2006) and Department of Planning Research & Statistics, Kaduna State Ministry of Education.
22. Taking £1.00 to be N232.40 as at January 2008.
23. This is not based on actual classroom performance. The most important criteria are length of service/waiting period and ‘good conduct.’
24. The National Council on Education is the highest policy-making organisation in the country and is chaired by the Minister of Education. Its members include all the state Commissioners of Education. Federal and state Directors of Education, heads of education parastatals and agencies, and NGOs also attend all the Council’s meetings.
25. Where £1 was equivalent to N232.40 in January 2008.
26. Federal Ministry of Education (2004).

