



Historical Analysis of Educational Policies in Colonial Nigeria from (1842–1959) and its Implication to Nigerian Education Today

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Abstract

This paper attempts a historical analysis of educational policy formulation in colonial Nigeria from (1842-1959) and also examines its implications to Nigerian education today. The paper further traces the involvement of British colonial government in the planning and provision of education for Nigeria and the various policy formulations used to guide and control their implementation from the first official Education Ordinance in 1882 (The Gold coast Education Ordinance) to the Phelps- Stoke Grants-in-aids Fund in (1920-1923). This is followed by the ten year development and welfare plan of 1944-1954. Today, the 1977 education policy has been further revised in 1981, 1998, 2004, 2007, and 2013 respectively. Western education in Northern protectorate was not welcome and this explains the gap in the educational level between the South and the North. After the amalgamation of Northern and Southern protectorates in 1914, Lord Frederick Lugard, the Governor General of Nigeria governed the people through indirect rule (a system of governance through the use of traditional rulers and traditional political institutions). The curriculum or syllabus taught in the mission schools lacked content, standard and was limited. However, there was need for a more functional technology form of education and policy that would enhance the Nigerian economy and at the same time produce self-reliant students after leaving school. As a result, the 6-3-3-4 education policy was formulated to meet this need in 1998 (to replace the 6-5-4). Nigeria is a multi-ethnic, multi-cultural and a multi-lingual country, it is very important that any educational policy formulated should foster unity, and a peaceful educational advancement in all parts of the country without any bias or prejudice.

Keywords: Education, Colonial Education, Curriculum, Policy Formulation, Administration, Nigeria.

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INTRODUCTION

Education is the key to a nation's economic growth and development. This can only be possible if the education meets the needs and aspirations of the people it is given. Education as a tool cannot be administered in the absence of practicable functional guidelines or policies to direct its management and administration.

The history of formal education in colonial Nigeria began in 1842 by the advent of the Wesleyan Methodist Christian missionaries who came to spread Christianity in Nigeria. The desire of the foreign Christian Missionaries to "liberate" Africans from what they called the "dark mind, barbarism, and idolatry was mainly to further their trade mission" (Aloy, 2001). This means that the initial reason why the missionaries came was for trade and they did this by competing with each other through the establishment of schools and colleges (NTI, 1990). Due to the illiteracy of the natives, the missionaries established mission schools (Badagry near Lagos) to teach the people how to read and write. They also trained them as clerks and interpreters in order to reach the natives. Before the arrival of the colonial masters, Nigerians were practicing Informal or Traditional education which served the needs of the people (Amanchukwu, 2018).

Likewise, Ozigi and Ocho (1981) agrees with (Fafunwa, 1978) when he said that there is the traditional form of education which has existed in societies for centuries. It has taught our children, formally or informally, how to behave as members of a group (family, clan, peer, and community); the cultural values, norms and beliefs of societies (its traditions, history, legends, folklore, dance, music); and also how to produce certain things needed for the survival of the society (food, clothes, tools, housing, crafts). The traditional education system in Nigeria is life-long in nature and aims at equipping individuals especially the young ones with the necessary skills and attitudes through apprenticeship under a master, one's father or a relation that would enable them function effectively in the society. This system of learning was according to age grade which culminates in the acquisition and specialization of skills in some specific crafts or vocation such as: farming, fishing, medicine, carpentering, weaving, carving, warring, goldsmith, etc.

The British colonial government introduced a type of education that distanced the Nigerian child from the culture of his people which he was used to (Amanchukwu, 2018, p.13). Also the education was alien to the Nigerian child. It also became a disaster because the child felt it was degrading and primitive to follow his father to the farm to work or go around collecting herbal leaves for his native doctor father or master (Amanchukwu, 2018). This form of education did not address the cultural and vocational needs and aspirations of the Nigerian people. The curriculum as observed by (Fafunwa, 1978) and method of studies were almost similar to the Qu'ranic schools. Rote-learning predominated and teacher taught practically everything from one textbook. The Bible like the Qur'an was the master textbook and every subject no matter how remote had to be connected in some way with the holy writ. The subjects taught were reading, writing, arithmetic (3Rs), with unnecessary emphasis on religion and the girls learned needlework. "The Nigerian education suffered from external force, resulting from foreign orientation, which killed its vitality, rendered it almost useless and without a definite aim (Ukeje, 1966 in Amanchukwu, 2018).

The missionaries were more interested on training lay readers, catechists, and clerks who could act as interpreters to the natives for the missionary activities (Fafunwa, 1978). The teachers were not adequately trained. This education was contrary to the traditional vocational education that existed at that time. Education is man- oriented (Amaele, 2005) and it aims at developing the

total man; physically, spiritually, mentally, socially, emotionally through a well selected and designed Curriculum, well-educated teachers, conducive learning environment, adequate library, science, technical, and vocational facilities (Amaele, 2005, p. 79). The education the Nigerian people needed is the education that will bring about cultural adaptation; social integration; rural regeneration; development of individual excellence and manpower resources (Ukeje, 1996 in Amanchukwu, 2018). This led to agitations for change and the formulation of the first education ordinance by the colonial government in 1882.

Furthermore, the British colonial government formulated other education policies or ordinances in 1887, 1908, 1916, 1948, 1952, 1955, and 1959 for the provision, administration, implementation and advancement of education in Nigeria. However, in 1959 the Nigerian government set up the Ashby Commission to conduct an investigation into the Nigeria's manpower needs and higher education development over the next twenty years (1960-1980). Thus, for the first time, the Minister of Education, other Nigerian educationists and their counterparts from Britain and America in the field of education were able to comprehensively review the needs of Nigerian education system and offer practical suggestions. The recommendations of the Ashby Commission paved way for the development of higher education in Nigeria (NTI, 1990). It is worthy of note that the administration of Education in every nation including Nigeria is guided by laws, rules and principles known as Policies. Policies are important because they give form, shape and structure to educational planning, management and administration. Policy is a statement of action or purpose/ goal administrative directives (NOUN, 2016).

Policy is defined as a set of ideas or plans that is used as a basis for making decisions, especially in politics, economics or business (Collins English Dictionary, 2014). Policy is also defined as a deliberate system of principles used to guide decisions and achieve rational outcomes. A policy is a statement of intent, and is implemented as a procedure or protocol. Policies are generally adopted by a governance body within an organization. In my own opinion, policy is a system of ideas and principles that guide decision making in any organization.

Jenkins (1979) described a policy as a set of inter-related decisions given by political actors in relation to the selection of goals and the means through which they would be achieved in specific situations. Educational policies are the collection of rules and laws that govern the operation of education systems (STANDS4 LLC, 2018).

According to Haddad (1995) educational policy making is the first step in any planning cycle; hence, planners must appreciate the dynamics of policy formulation before they can design implementation and evaluation procedures effectively. Education in Nigeria was administered as at then in Nigeria without any educational policy because the British colonial government was initially not interested in the provision of education to Nigerians until 1882 when the government got involved. They controlled the administration of education in the West African colonies through the enactment (formulation) of Education laws, Codes, Edicts or Ordinances (which we call Policies today) with the provisions and objectives of each Ordinance clearly outlined.

The 1882 Education Ordinance

The 1882 Education Ordinance was also known as the Gold Coast Education Ordinance because it was the first official education policy or ordinance formulated by the British colonial government for the planning and implementation of education in the British West African

countries (including Nigeria). A General Board of Education was established and was mandated to establish local Boards of Education which played advisory roles on:

- Establishing new schools in the villages
- Certification of teachers
- Determine the eligibility of schools for government grants-in-aids support (Adiele, Obasi, Ohia, 2017).

The curriculum content of the schools centered only on reading, writing, arithmetic, religion, English language and needle work for girls. There were only two types of schools existing during this era and for only primary education: The public or government owned primary schools, paid with public funds and the government assisted, grant-aided primary schools from public funds.

The unconditional grants of 200 pounds given to the mission schools to open more schools in the villages only created more problems as there were proliferations of mushroom schools which lacked quality, content, standard and there were not enough learning facilities (textbooks) to run the schools.

Taiwo (1980) described it thus: The blackboards, chalks and slates were in shortage of teaching and the primers were largely religious tracts or information unrelated to local background. The 1882 education ordinance was cumbersome to implement in Nigeria because the curriculum, the method, and the medium of communication was too foreign for the Nigerian child to understand; rather it was more suitable for the English child. Also, the contents were shallow, limited and it paid more attention to religion unnecessarily. The failure of the 1882 ordinance gave rise to the formulation of a new education ordinance in 1887 which was more practicable.

The 1887 Education Ordinance

The 1887 Education Ordinance was more effective than the first ordinance. The ordinance was for the Lagos colony (because Lagos colony was separated from the Gold coast or Ghana colony). The ordinance in its provision laid down some principles of partnership and participation between the missionaries and the British colonial government in the provision of education for Nigerians. The provisions of the 1887 education ordinance as listed by (Taiwo, 1980) are:

- The constitution of a Board of Education, comprising of the Governor, members of the legislative council, which was then a small body, the inspector of schools, the Governor's nominees not exceeding four in number.
- The appointment of Her Majesty of an Inspector of schools for each colony, a sub-inspector of schools for the colony and other education officers.
- Grants-in-aids to schools and teacher training institutions.
- Power of the Board to make, alter and revoke rules for regulating the procedures of grant-in-aid.
- Power of Governor to open and maintain government schools.
- Rates and conditions of grants-in-aids to infant schools, primary schools, secondary schools and industrial schools, based, partly on subjects taught and partly on degree of excellence in the schools.

- Safeguard as to religious and racial freedom.
- Certificate of teachers.
- Admission into assisted school of pauper and alien children assigned to it by the Governor.
- Establishment of scholarships for secondary and technical education (Taiwo, 1982; Osokoya, 1995).

1889 –1906 witnessed the gradual development of education where the government participated more in education alongside the missionaries, in providing education for Nigerians (NTI, 1990). There was increase in the number of schools established and the education ordinance helped in the management and administration of the schools. The curriculum had also improved greatly in that it was diversified to include more subjects like Geography, History, Yoruba Language, Drawing and Sewing for girls. Other subjects include: Latin, Greek, Mathematics, Bookkeeping, Botany, Chemistry, Physics, French, Physiology, National History, Photography (NTI, 1990).

Before the 1906 education ordinance, an indigenous ordinance was enacted by Nigeria in 1886 to guide the administration of schools in the Southern Protectorate. The 1886 indigenous ordinance in its provisions spelt out the duties and responsibilities of the Stakeholders and everyone in charge of administering education for the colony to observe the provisions of the Ordinance:

- There shall be a board of education for the colony.
- The board shall consist of the Governor, the members of the legislative council, the inspector of schools and four members nominated by the Governor to serve for not more than three years.

It shall be lawful for the board with and out of the monies so placed at its disposal, first to assist schools and training institutions and secondly to institute scholarships:

- For children who shall have attended primary schools in the colony to enable them to proceed for secondary education;
- For natives of the colony who shall have attended either primary and/or secondary education in the colony to enable them receive a course of technical instruction with a view to the development of natural resources of the colony.

No grant shall be made in aid of any school except:

- That the property and management of the school is vested in managers having power to appoint and dismiss the teachers and responsible for payment of the teachers' salaries and other expenses of the school;
- That the requirement of the board rules with regard to teachers being certificated be satisfied in the case of the school;
- That the school, in public examination shall have attained the requisite percentage of proficiency;
- That the schools at all times be open for inspection by the inspector, the sub-inspector or any member of the board;
- That the school be open to children without distinction of religion or race;

- That the reading and writing of the English language, Arithmetic and in the case of females, needle work, be taught at the school and that English Grammar , English, History and Geography be taught as class subjects.
- That by the rules of the school, no child shall receive any religious instruction to which the parents or guardian of such child objects.
- It shall be lawful for the board to fix different rates of grants for infant schools, primary schools, secondary schools and also industrial schools respectively, and also in respect of different degrees of excellence in the schools and in respect of different subjects of instruction.
- The board may make a grant-in-aid of any training institution, in respect of every teacher at such institution who shall have received at least two years instruction in the particular institution (Adesina, 1988).

The implication of the 1886 education ordinance for the Southern Protectorate was that it was more workable, versatile and not limited as the 1887 education ordinance. It was immediately implemented by Rev. Henry Carr because he later became the principal of Fourah Bay College. The Christian missionaries were therefore forced to raise their standard of education following the guidelines of the ordinance so as to receive the government's grants-in-aid. Also, it helped curtail the proliferation of schools by the missionaries. This indigenous education ordinance was a bold move in the right direction and it led to the growth and advancement of education in the Southern Protectorate of the colony. In 1932, Enitonna High School was one of the Private schools founded by Rev. Potts-Johnson, I. R an Elite Group member, in Port Harcourt as a result of this move (Eke, 1998).

The 1908 Education Ordinance

The merging of Lagos colony (which includes Lagos Island, Ebute-meta, Yaba and Badagry) and the Southern colony in 1908 gave rise to the 1908 ordinance for the Protectorate of Southern Nigeria. It could be recalled that the Lagos colony and the Southern colony schools were run separately. The creation of Department of Education which replaced the Education Board was the only difference in the 1908 education ordinance.

The 1916 Education Code

The Southern and the Northern Protectorates were administered separately before 1914. The two protectorates were merged together for convenient administration in 1914 by Lord Fredrick Lugard and called it Nigeria. He became the Governor General of Nigeria and enacted the 1916 education code on 21st December, 1916 thereby taking care of the country as a whole since the code or ordinance took place after the amalgamation. The 1916 education ordinance major policy was to ensure the following according to Adiele et al. (2017):

- Increased government participation in educational provision
- Equitable distribution of educational institutions and facilities
- Increase in financial support for education
- Secularism in educational provision,
- More relevant education,

- Higher standard and co-operation among the various educational agencies,
- Provision of diversified curriculum
- Encouragement of communities and voluntary agencies in the building of schools,
- Provision for quality teacher training.

Osokoya (1995) outlined the objectives of the education ordinance:

- Training on the formation of character and habits of discipline;
- Co-operation between the government and missions;
- Rural as well as urban education;
- Increase in number of literate Nigerians to meet the increasing demand for clerks and similar officials; and
- A measure of government control over all schools including non-assisted schools.

Major Achievements of the 1916 Education Ordinance

- It was the first education ordinance that took care of the whole Nigeria.
- There was better co-operation between the government and the missionaries.
- It was also a major government move to control and take over all schools.
- It brought increased form of commitment on the part of the colonial government.

The Northern leaders were not interested in Western education. They resisted it because they feared it would interfere with their faith as Muslims and that they might be converted to Christianity since the North were predominantly Muslims. According to (Adesina, 1988), the Sultan was reported to have remarked: “I do not consent that anyone of you should ever dwell with us. I will never agree with you. I will have nothing to do with you”.

This was after Lord Lugard met with leaders from the North to convince them that the education will in no way affect their Islamic tradition. Much later, Western education was accepted in the Middle-Belt area, then, the Northern Emirs allowed their children to be educated in order to take over administration from them. Some people were trained to assist the colonial administration and some as clerks. This explains the educational gap between the North and the South.

The 1926 Education Ordinance

In 1923, the colonial government decided (due to complaints and criticisms of the colonial form of education offered the Nigerian people) to approve the establishment of an Advisory Committee (The African Education Commission and the Phelps-Stokes Fund), to study native education in tropical areas of Africa to advise the Secretary of State for the colonies on matters of native education and to assist him in advancing the progress of education in the British tropical Africa (Adesina, 1988). The Advisory Committee recommended that the government had the right to inspect schools and that education should be adapted to local conditions in Nigeria. The Nigerian government accepted and a Memorandum of Understanding was reached in 1925. This led to the formulation of the 1926 education ordinance which merely re-echoed the provisions of the Phelps-Stokes recommendations (in 1882) with emphasis on native education.

As a result, there was a decentralization of education and the government became more involved in the control and supervision of education.

The training, registration and accreditation of indigenous teachers were given more attention. The curriculum became wider and education was expanded to include Secondary, Vocational, Technical and Industrial schools, Adult Education and Universities. The principles outlined in the 1926 Education Ordinance guided educational development and policy of Nigeria between 1926 and 1945 (Adiele et al., 2017).

The 1926 education ordinance was the first education policy by the colonial government which attempted to incorporate the cultural and vocational values of the Nigerian people since the advent of Western education for over eighty years. The administrators of the mission schools had the task of translating education in the African context into reality in Nigeria. The 1926 Ordinance provisions and principles outlined in the Memorandum are:

- Government should control educational policies and co-operate with educational agencies. Each territory should have an Education Advisory Board on which all educational interests should be represented.
- Education should be adapted to the mentality, aptitudes, occupation and tradition of the various peoples, conserving as far as possible, all sound and healthy elements in the fabric of their social life; adapting them where necessary to change circumstances and progressive ideas, as an agent of natural growth and evolution.
- Government should be concerned with religious character training
- Education service must be made to attract the best men from Britain, whether for permanent career or for short-service appointment
- Grant should be given to aid voluntary schools which satisfy the requirements
- African languages, as well as English, should be used in education
- African teaching staff must be adequate in number, in qualification, and in character, and should include women.
- The system of specially trained visiting teachers is commended as a means of improving village schools.
- A thorough system of inspection and supervision of schools is essential
- Technical Industrial training should best be given in a system of apprenticeship in government workshops. Instructions in village craft must be clearly differentiated from the training of the skilled mechanic
- Vocational, other than industrial training should be carried out through a system of learning in government departments
- The education of girls and women is of vital importance, though with its own problems. Educated mothers mean educated homes. Health education is important..
- Therefore, there must be trained women teachers. Education must provide for adult women as well as schools for girls.
- A complete education, including infant; secondary education of different types; technical and vocational school institutions, some of which may hereafter reach university rank, for such subjects as teacher education, medicine, agriculture and adult education. The education of the whole community should advance pari-passu (Adesina, 1988).

The 1926 education ordinance laid more emphasis on education for women and the girl child and not just confined to needle work. This was good as far as home making was concerned; but the

girl child would someday grow into an adult woman. It takes one educated adult woman to educate another girl child because she (adult woman) was given an opportunity to go to school and acquire the relevant knowledge which she can pass on to the “younger woman”. In my opinion, this was a great achievement towards the development of education in Nigeria. In developed countries today, education of the girl child is given utmost priority and so should educational planners in Nigeria.

The 1948 Education Act

The 1948 education Act or ordinance proved to be a great landmark in the British colonial educational policy in the development of education in Nigeria because it was the first educational legislation that covered the whole country (Fafunwa, 2004).

There were numerous long-term changes in the educational development plan of Nigeria by the colonial government. Due to the Great Depression (Global economic Recession), after Second World War in 1929 the colonies were no longer self-sufficient and the colonial government could not generate the revenues needed for the day to day administration of their colonies. As a result there was mass retrenchment of staff, broadening of the tax base and suspension of various public projects (Ochonu, 2009).

The horrifying conditions and extreme measures led to criticisms, protests, and strike actions, the women’s war in Nigeria. Critics argued that these deteriorating conditions were evidence of years of complacency, neglect and exploitation (Hodge, Hodl & Kopt, 2014). In response to the crisis in the colonies, the British government enacted the Colonial Development and Welfare Act of 1940 (CD&W) to tackle the problem of colonial poverty. The 1940 Act was further expanded in 1945. Following the Enactment of the 1945 Act, Sir Bernard Bourdillon, the Governor of Nigeria, proposed a Ten year Development and Welfare Plan for Nigeria from 1946-1956 covering three major areas in the preliminary plan of development: capital works, government services and economic development.

In August 1943, the Asquith Commission was set up to look into the principles that guide the promotion of higher education, learning and research as well as the development of universities in Nigeria in the British Colonies. The Commission was also to explore possible means through which the universities and other agents in United Kingdom could assist the institutions to achieve these principles. At the same time, in 1943, the Elliot Commission was up by the Secretary of State to look into the alleged lukewarm attitude of the colonial government towards the establishment of the higher education and why Africans lack the opportunity to develop their country. The Commission was to assess the facilities at the higher education centers in British West Africa and make recommendations. The Asquith-Elliot Commission recommended that:

- There was need for higher education.
- Universities should be established as soon as possible starting with University Colleges
- Training of teachers should be given highest priority
- Facilities should be provided for the teaching of arts and science
- Research should be an important aspect of University life
- Colonial Universities should be autonomous and should be assisted by London University.
- Universities should be residential and open for both sexes and all classes (Osokoya, 1989).

The various reports and recommendations formed the basis for the enactment of the Education Act in 1948 during Sir Arthur Richard's era, Governor of Nigeria. The Act spelt out specifically, the education policy on the organization, administration and control of education in Nigeria including the establishment of the first University College in Ibadan in 1948. The Education Act outlined the following objective according to (Adiele et al., 2017):

- The role of local government education authorities in the education system
- The levels and types of education provided
- Supervision and inspection of schools
- Qualification and classification of teachers
- Participation of voluntary agencies and communities in management and establishment of schools.
- School proprietors were required to have legally valid title to the land on which there schools were built.
- The study of native languages
- Emphasis on the training of teachers
- Protection of health and welfare of school children
- Integration of Arabic studies into the curriculum of both the Northern and Southern parts of the country.

The 1948 Education Act was a milestone in the British colonial education of Nigeria. Odukoya (2009) observed that:

- The education legislation covered the whole of Nigeria;
- It spelt out specifically the administrative methods of running all levels of schools in Nigeria;
- It made provision for supervision and inspection of schools;
- It laid emphasis on training, qualification and classification of teachers;
- It also laid out what roles the local government authorities would play in education;
- It specified the way private school owners should operate; and
- It provided for the health and welfare of school children.

Education as we know is dynamic in nature. The relationship between education and development has obviously been fully established to the extent that education is now internationally accepted as a key index for development, and it is in recognition of this importance that government all over the world have made commitments to their countries' educational policies, for their citizens to have access to education.

Imam (2002) asserts that with regards to education in Nigeria, colonialism and post-colonialism are the conceptual frameworks that make visible the legacy of the British colonial education policy. Education in Nigeria has not remained static, so also are the policies formulated to guide its administration. However, educational growth and development in Nigeria goes beyond formulation of policies. A thorough and proper implementation of these policies is very important.

The Education Act of 1952- 1960

The decentralization of Nigeria by the McPherson Constitution of 1951 into three (Eastern, Western and Northern) regions led to the formulation of the Education Act of 1952. The Act empowered each region to develop their educational policies and systems (Taiwo, 1980; Fafunwa, 2004). This brought about some specific changes in the educational system.

Also, the Colonial Education Board was abolished and the colony was joined with the Western Region and each region established their Department of Education headed by a Regional Director of Education. Constitutional conferences were held by the Nigerian political leaders and the British colonial government from 1951-1954. According to Dike (1980) in Imam (2012), the deliberations of the conferences resulted in the drafting of a new Federal Constitution in 1954. Nigeria now became a Federation with three regions – Eastern, Western and Northern with Lagos as its capital; and had the mandate to develop and control the educational policies for the regions.

The burden of financing education in the schools was shared by the federal government regional, local councils, the communities where the schools were located and the parents.

The Universal Primary Education (UPE) Laws

The Universal Primary Education (UPE) started in the mid 1950s as a result of the McPherson Constitution which granted democratic rights to the citizens to elect members into the regional House of Assemblies of the three (Eastern, Western and Northern) regions.

The 1955 Western Region UPE Law

When Chief Obafemi Awolowo of Action Group party came to power in 1952, education and health were on top Agenda of his political mandate. In 1952, his regional minister, Stephen Anosike presented him with a comprehensive educational plan for children in the primary to have access to free and compulsory education from January 1955 known as the Universal Primary Education (UPE). The Action Group Political Party believed that education was a powerful tool for social, political and economic development hence adopted education “as a national emergency, second only to war, which must move with the momentum of revolution” (Adiele et al., 2017).

The move actually brought about a revolution in the education world because the number of enrollments soared from 457,000 pupils in 1954 to 811,000 in 1955 (The Nigerian Observer). There was corresponding increase in the number of primary school teachers employed – from 17,000 in (1954) to 27,000 in (1955). The education budget also increased from £2.2million in 1954 to £5.4million in 1955 (Fafunwa, 1974; Oni, 2006).

The recurrent expenditure in primary education alone from Western region funds rose to £7,884,110. This covered personal enrollment, other charges, special expenditure and grant-in-aids (Taiwo, 1980). The UPE scheme did not last too long because of poor planning, very high enrollments of pupils, untrained teachers, lack of adequate learning facilities and poor programme implementation (Oni, 2008).

The 1957 Eastern region UPE

The Eastern region government was under the control of National Council of Nigeria and Cameroons (NCNC). NCNC, (which later became, National Council of Nigerian Citizens in 1959) challenged by the results of the Western Region UPE system of education in 1955, enacted its own UPE laws and embarked on an 8yr free education scheme. The scheme only lasted for one year due to poor planning, lack of funds, untrained and qualified teachers, and lack of learning and teaching facilities, and poor program implementation. Any educational plan not thoroughly thought out considering the needs of the people it serves, the availability of resources; both human and material, with the time frame will fail. Ajayi (2007) cited in Agreen and Akpomi (2018) defined educational planning as a process of preparing a set of decisions about the educational enterprise in such a way that the goals and purposes of education will be sufficiently realized in future with the available resources. The writer observed that the “fire brigade” style of educational planning, administration and implementation has not helped the growth and development of education in the country. This has been a major constraint in educational administration in Nigeria and calls for serious intervention.

Oni (2008) described it as; almost everything except the pupils was absent. The scheme failed in just one year of its implementation. It was eventually abandoned in 1958. The Lagos colony, the then federal territory floated its own scheme. It also suffered same poor implementation, high enrolment of pupils, low staffing and lack of facilities.

The Northern region was already comfortable with their Islamic education before the arrival of Christian education hence did not take part in the UPE programme (Oni, 2008). Thus, education in the Northern region suffered a wide gap and retardation because of poor curriculum content (Rote reading in the Nursery: Makaranta Yara, 3-5yrs; Elementary: Tittibiri, 5-14yrs; and poor teaching methods).

Only the reading of the New Testament, the catechism and the commandments in Yoruba language was allowed in the schools because of fear of their children converting to Christianity as mentioned earlier in this work.

Due to educational imbalances between the North and the South, the colonial British Government in 1959 set up the Ashby Commission to look into the educational and manpower needs of Nigeria. The rationale for the Ashby Commission was to give projection and direction into the higher education and manpower needs of Nigeria which will serve as an educational road map for the provision, administration and implementation of education in Nigeria for over the next twenty years (1960-1980). The nine-man commission comprised of three members each from Nigeria, Britain and America. Their report covered the secondary, veterinary, technical, commercial and higher education needs of Nigeria (The Role of Commissions in the Development of Education in Nigeria, 2015). The recommendations of the report which was submitted on September 1960, a few weeks before the Independence led to the establishment of Universities and Advanced Teachers' Training Colleges across the country (Alvan Ikoku Federal College of Education [AIFCE], 2013).

The major highlights of the commission include:

- Lack of continuity from primary to secondary schools hence the students were not ready for higher education.
- Lack of trained, qualified and certificated teachers
- Shortage of teachers as a result of high drop- out rates

- That secondary education was too literal
- Only few students were attracted to agriculture and technology
- There was educational imbalance between the North and the South (The Role of Commissions in Development of Education in Nigeria, 2015).

The recommendations of the Ashby commission led to the establishment of five more Universities in 1962 after the establishment of the first University in Ibadan in 1948. Also, the recommendations of the commission led to the National Curriculum Conference in 1969 (from the regional Commissions; the Banjo and Taiwo Commission from the West, the Dike and Ikoku Commission from the East, and the Oldman Commission from the North) which gave birth to the formulation of the first National Policy on Education in 1977 with its guidelines (Adiele et al., 2017). This policy has been revised severally into many editions in 1981, 1998, 2004, 2007 and 2014 (FRN, 2014). The Ashby Commission recommendations played a major role in the inclusion of Educational Planning into the first and fourth Development plans in Nigeria (Adiele et al., 2017).

Implications of British Colonial Education on Nigeria Educational System Today

Apart from the secular education brought by the colonial government which had no spiritual undertone, the British colonial government form of education centered on writing examinations and awards of certificates. The resultant effect of this in Nigeria education today is evidenced in examination malpractices in primary, secondary and higher institution levels of education in the quest to pass (by all means) and obtain a certificate. Students and graduates lack creative, innovative and critical thinking in their fields of education. Most University graduates lack the required practical skills (Amanchukwu, 2018) to compete in the global labour market. Thus, we have many graduates but no jobs and when they get the jobs, they cannot perform. Fafunwa (1974) was convinced that ‘paper qualification has its limits’ as recorded by Aladejana and Alao in their book (Fafunwa, 2007).

Fafunwa (1974) also observed while working in Esso West Africa, that most of the expatriate members of staff had little or no paper qualifications notwithstanding; they had exposure and training on the job and were truly experts in their various fields. Philosophy and Goals of Education enshrined in the National Policy on Education in Nigeria, points that the acquisition of appropriate skills and the development of mental, physical, social abilities and competencies as equipment for the individual to live in and contribute to the development of the society (FRN, 2004, section 1.4d)

The British colonial government education system brought “the white collar job syndrome” (Amanchukwu, 2018). Parents were happy that their children were going to school to acquire good education, after which they got white collar jobs (Amanchukwu, 2018). When they succeed in getting the jobs, they quickly lose it due to lack of skills and competence. This explains the reason for many unemployed graduates in Nigeria today and since ‘an idle mind is devil’s workshop’, some engage in all kinds of vices and criminal activities. This serves as a pointer to our educational planners and the government that the ‘inherited colonial education’ is not serving the needs of the Nigerian people hence there’s need for an overhaul.

The colonial education created wide gap between the poor and the rich. The public schools (government funded schools) are filled with children from poor homes while most private schools (individually or corporately owned schools) offer better education and the children of the

rich attend such schools. The private schools (though not all) have better curriculum, programs, and employ better instructional methods and learning facilities with better learning environment. The super-rich or politicians send their children Overseas, England, United States of America, Canada, etc. to acquire better education and the cycle continues.

This agrees with Ojo (2008) that “the rising profile of poverty in Nigeria is assuming a worrisome dimension as empirical studies have shown. Nigeria, a sub-Saharan African country has at least half of its population live in abject poverty. (The Federal Office Statistics, 1996) publications revealed that poverty has been massive, and engulfs a large proposition of Nigerian society”. Failure in Nigeria’s educational system is as a result of failure in educational planning, administration and policy implementation. This is also reflected on the high level of illiteracy in Nigeria.

Agreen and Akpomi (2018), posit that Nigeria has made great advancement in the attempt to popularize education. However, there is no hiding the fact that Nigeria has one of the lowest literacy rates in Africa. Only about 80% of the school age children are actually attending school while the majority of the adult populations are illiterates. Our highways, motorways, motor parks, markets attest to this fact where you see teeming youths and children hawking all manner of edibles during school hours.

Lack of continuity in Educational Policy implementation and Political instability has also hampered development of education in Nigeria. The colonial government in their provisions of educational policies guiding the administration of education in Nigeria, outlined the modus operandi, appointed functional inspectors and supervisors, from the federal to the local communities who reported regularly to the Board of Education. This helped to plan what to do to take the schools to the next level of development and improve manpower needs, and ICT at all levels of education in Nigeria.

In Nigeria today, we cannot determine how much impact the school inspectors make. If inspections are carried out regularly in schools, the reports will serve as guide to educational planners and policy makers in the country to plan the education that works for the people. In Nigeria, every political government in power comes with its own “manifesto” (a public declaration of policy and aims of what the Political party would do for the people if elected). Some promise better education, good roads, electricity, better life, scholarships etc. for the people and some may not even have education as an agenda in their manifesto. As soon as the government ends or is abruptly terminated by the election of another political party (Agreen & Akpomi, 2018) ended everything about educational policy and the promises made to the people.

According to (Adiele et al., 2017), “Policy formulation and goals determination is the statutory responsibility of the political class. In a democratic setting, policies are formulated through legislature procedure after which the executive assent is given and they become legal instruments.

If the Executive’s interest is not in education but in other issues in the nation, (as explained earlier); the assent may not be given. It is true that education itself is dynamic due to social changes in the society and increased demand for education. Ukeje (1980) cited in Robert-Okah (2018) said education is for life and for living: an instrument which pays untold dividends to the society. When the investment is not made or is made inadequately, the society suffers a loss. However, political instability is one of the major setbacks educational planning and policies implementation in Nigeria has suffered (Ololube, 2013). There should be solidly laid down educational policies which no in-coming elected administration or educational planners can ignore, change or abandon until all articles on the agenda have been executed.

Politics determine the direction of an educational system. Incessant changes in administration (Ololube, 2013) will not advance the achievement of educational objectives in Nigeria. There's need for political stability and consistency in formulation and implementation of educational policies (Agreen & Akpomi, 2018).

CONCLUSION

This paper carried out a historical analysis of Educational policies in Colonial Nigeria from 1842-1959. The paper also carried out an analysis on the implications of these policies to Nigerian education today. Educational policy in Nigeria has passed through several phases of change and reforms.

From the education ordinance of 1882 to the Universal Primary Education Law in 1957. The missionaries' simple syllabus (curriculum) of 3Rs; Reading, Writing, Arithmetic and Religion evolved to a higher and wider curriculum of English, Grammar, Geography, History, Medicine, Engineering, Law, Commerce, Agriculture, etc. studied in the Universities with degree courses.

Furthermore, the two types of Primary school (government owned and government assisted with public funds) education progressed to both Public and Private Primary Schools, Secondary (Private and Public), Grammar, Technical, Vocational, Teachers Training Colleges and Institutes, Universities (Private and Federal or State owned), Polytechnics, Colleges and Universities of Education, Open and Distant Learning Centres all over the country, to mention a few.

From the days of grants-in-aid of 1887 given to the missionaries to run the schools; to the independent Eastern, Western and Northern regions in Nigeria funding education on their own. The different Northern and Southern colonies amalgamating to one Nigeria in 1914 and further to a Federal Republic with three regions; Eastern, Western and Northern.

The trend of development of education in Nigeria has been systematic and progressive. Each education Law, Act, Edict, Ordinance and Policy came with its provisions, goals and objectives, modes of operation, terms of partnership (between the missionaries and the colonial government), methods of implementation, merits and demerits until Nigeria gained independence in 1960. Education in Nigeria has transcended from the Federal to the States down to the Local government areas of Nigeria today.

In general, Nigeria as a Nation has not done too badly since after her Independence in 1960 in educational policy formulation. It was the 1960 Ashby Commission report and recommendations that initiated the 1969 Curriculum Conference, the outcomes of which formed the foundation for the formulation of the first National policy on Education in 1977 with its objectives. The National Policy has been revised to several editions; (2nd-6th editions in 1981, 1998, 2004, 2007, 2013 (FRN, 2004) respectively.

Firstly, the decadence in the Nigerian education system today, is majorly due to poor management and control of educational programs, training and re-training of staff for capacity building, the selection and organization of curriculum content, curriculum implementation and evaluation and the relevance of the curriculum to the needs of the society (Ramsey & Wesley, 2015; Ololube & Kpolovie, 2013; Ajake, Essien & Omori, 2011; Obanga, 2012; Ajake, Oba & Ekpo, 2014) cited in Ololube, 2018).

Secondly, the current challenges facing education in Nigeria is not policy formulation rather the failure is at the point of policy implementation. The study reveals that our educational

planners and leaders lack vision in policy analysis, effective administration, proper program implementation and control as well as good character, morals and leadership principles to make it happen.

Thirdly, the colonial government brought secular education for the Nigerian people devoid of any spiritual undertone which sets the pace for a healthy, moral development of the citizens (Agreen & Akpomi, 2018). In Educational Planning, it is assumed that the values of the individual and those of the society are catered for in the implementation plan. Agreen and Akpomi (2018) assert that in order to include some of the salient values of the society, the planned kit should comprise of:

- Moral Education- Ethics and refinement, moral responsibility and the spirit of service
- Physical Education- The improvement of good, healthy, both mental and physical and a sporting spirit
- Intellectual Education- The improvement of thinking, acquisition of knowledge, techniques and principles conducive to a useful and a happy life
- Practical Education- Promotion of industrious habits, perseverance and training in manual skills that are basic to good living occupation.

This implies that educational planning should develop the total man before he can give back to the society.

Suggestions

Having analyzed some of the implications of the British colonial government policies in Nigeria and how it impacts the present day Nigerian education system, the writer therefore makes the following suggestions:

- That the 6-3-3-4 education system should be re-visited, re-planned effectively and properly implemented.
- One of the reasons for the revision of the National Policy on Education (FRN, 1981) was keeping up with the dynamics of education due to changes in the socio-economic, political and technological world in order to provide the education that would address the cultural, technical and vocational needs of the Nigerian people. The 1981 educational policy gave birth to the 6-3-3-4 education system.
- The 6-3-3-4 system of educational (FRN, 1981) policy which replaced the 7-5-2-4 colonial educational policy was a laudable one. It reduced the number of school years from seventeen to sixteen with expanded scope of study. It was introduced to produce functional vocational and technically inclined graduates who would make use of their Head, Heart and Hands (the 3H of education), (FRN, 1981).
- With the 6-3-3-4 education system, a child spends six years in primary school, three years in junior secondary school, three years of senior secondary school and four years of tertiary institution.

The provision of this education system was to encourage those students who were not academically inclined to branch off into technical/vocational school to learn a handiwork or trade (FRN, 1981) so they can implement their talent and become self-sufficient. This was a good

educational policy but it did not work. It failed as a result of non-availability of material resources, funds, lack of proper administration and implementation, lack of trained staff and technical expertise. There's need to re-visit the 6-3-3-4 education system by our educational planners, workout the modalities through effective mobilization of human and material resources to make it work. This is because the 6-3-3-4 education system if well implemented lays the foundation for the vocational/technical career of the child from junior secondary school which forms the formative years of the child's education towards self-sufficiency:

- Educational planners in Nigeria should formulate educational policies which are more practicable and skills oriented (for all levels of education) to give room for creative, innovative and critical thinking for the Nigerian student and not just the normal paper work (certificate). By this, there will be less emphasis on examination writing and students can explore and make ground breaking scientific discoveries for the nation.
- There should be constant training, re-training and sensitization of Teachers, Principals, School Administrators, Vice Chancellors through regular seminars, conferences, workshops, lectures and engaging professionals from the academic community to impart the necessary and relevant knowledge, offer advice on pressing educational issues in Nigeria and proffer solutions where there are seeming needs or areas of challenge.
- Educational policies in Nigeria have been under constant review and reform; from the first National educational policy in 1977 after the Independence to the current 6th Edition in 2014. Effective implementation of the educational policies and the various factors militating against the implementation is what we should address. Trusted, knowledgeable and academically sound educational technocrats should be sort out, commissioned and engaged to look into how to achieve effective policy implementation, monitoring and control of education at all levels in Nigeria without any tribal, political or religious bias.

In his foreword, as the former Minister of Education in Nigeria, Chief (Barr) Ezenwo Nyesom Wike wrote: Our covenant with every Nigerian child therefore is access to quality education relevant to the need of the Nigerian Economy. We will NURTURE the MIND to create GOOD Society that can compete globally. YES, WE CAN (FRN, 2014). This statement depicts total commitment, determination and readiness to transform the life of the Nigerian child using education as the tool to accomplish it. For this promise to be a reality there must be a total overhaul and a re-strategizing of the planned programs, the educational policies, methods of implementation and administration of education at all levels of education in Nigeria.

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