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Jan. 6, 1968.

FROM - LAGOS

SUBJECT - Northern Nigeria Teachers Training Colleges

REFERENCE -

JUSTIFICATION FOR THE NITEP CONSTRUCTION LOAN FY 1968

The USAID strategy of assistance to education in Nigeria is based upon the need to minimize the educational gap between the North and South. We plan to concentrate in the North the major share of USAID assistance to this sector in a two-fold approach directed toward effecting both quantitative and qualitative changes. This loan addresses the quantitative aspect while continued assistance to teacher education and new efforts in curriculum development will contribute to qualitative improvements.

As the loan was originally planned on a Regional basis, some questions have been raised as to whether the dissolution of the Region and the creation of six states has had any effect on the need for the new facilities. This paper constitutes an analysis of the situation today, respecting the feasibility from the point of view of need and the ability of the states to provide for their needs in order to begin closing the educational gap between the North and South.

Present Situation

Table 1 below indicates that 11% of all primary school age children in the North were in school in 1967. The ranges between states can be seen to vary from 5.5% in Kano State to 31.4% in Iwara State.

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TABLE I ^{1/}Primary Education Rolls and Percentage
of Attendance, 1967

(a)	(b)	(c)	(d)	(e)	(f)
State & Province	Boys	1967 Rolls Girls	Totals	Estimated 1967 pri- mary-age population	% (d) of (e)
<u>NORTH-EAST</u>					
Adamawa	18,742	5,995	24,735	235,500	10.5
Bauchi	23,574	9,864	33,438	363,300	9.2
Borno	20,463	9,436	29,899	424,400	7.0
Sardauna	<u>11,782</u>	<u>2,539</u>	<u>14,321</u>	<u>130,700</u>	<u>10.9</u>
	74,561	27,834	102,395	1,153,900	8.9
<u>NORTH-CENTRAL</u>					
Katsina	16,120	5,028	21,148	377,900	5.5
Zaria	<u>35,514</u>	<u>18,219</u>	<u>53,733</u>	<u>230,200</u>	<u>23.3</u>
	51,634	23,247	74,881	608,100	12.2
<u>KANO</u>					
Kano	<u>33,840</u>	<u>13,298</u>	<u>47,138</u>	<u>857,400</u>	<u>5.5</u>
<u>NORTH-WEST</u>					
Niger	16,688	6,216	22,904	207,700	11.0
Sokoto	<u>19,502</u>	<u>8,971</u>	<u>28,473</u>	<u>643,700</u>	<u>4.4</u>
	36,190	15,187	51,377	851,400	6.0
<u>BENUE-PLATEAU</u>					
Benue	62,160	14,755	76,915	384,900	19.9
Plateau	<u>29,931</u>	<u>12,089</u>	<u>42,020</u>	<u>203,000</u>	<u>20.7</u>
	92,091	26,844	118,935	587,900	20.2
<u>CENTRAL-WEST</u>					
Ilorin	31,153	17,991	49,144	166,200	29.9
Kabba	<u>44,155</u>	<u>18,795</u>	<u>62,950</u>	<u>190,100</u>	<u>33.1</u>
	75,308	37,786	112,094	356,300	31.4
GRAND TOTAL	<u>363,624</u>	<u>144,196</u>	<u>507,820</u>	<u>4,415,000</u>	<u>11.27</u>

^{1/} "Education in the Six Northern States" - Ministry of Education,
Northern Nigeria,
November, 1967, p.57.

Targets

The target for primary education established by the Ashby Commission was for 25% of primary-age children to complete primary school by 1970. To achieve this level of education for the North would have required annual expenditures (by 1967) of twice the amount of all governmental expenditures.

The Planning Division of the Ministry of Education of the Northern Region Government subsequently reduced the goals of the Ashby Report and adopted a goal representing a one percentage point increase per annum in the percentage of primary-age children attending school. The report, Education in the Six Northern States of Nigeria, 1962-73, published by the GONN Ministry of Education in November 1967, did not set goals, merely contenting itself with a forecast that "the 1973 rolls might not rise above a total of 800,000, or just under 15% of the then primary-age population." (page 56).

The problem, then, in the absence of targets set by the Northern States, is to determine reasonable enrollment figures to aim at by, say, 1973. Any solution implying stability in the percentage of enrollment in any state can be rejected to begin with as politically unacceptable. Therefore, each state must plan on some increase in this percentage. The problem is - what increase. For the purposes of this paper, to be conservative, it seems that an increase of 1% per annum (i.e. the old GONN goal) for each state would not be unreasonable. Even at this rate, Kano and Northwestern states would still have only 12% of their primary-age population in school by 1973.

A second, and more complex, problem is to project primary-age population in 1973. The risks inherent in such projections, particularly in Nigeria, are outlined in the University of Wisconsin report, Northern Nigeria Teacher Education Project (February 1966). The Wisconsin report projects primary-age population from three alternative 1963 bases. The most conservative estimate being 4,000,000. Using this basic estimate and projecting by fairly sophisticated methods, the Wisconsin report estimates primary-age population at 5,012,113 in 1967 and 6,215,732 in 1970, the latest year projected. (Using the same 4,000,000 base and a straight 2.5% per annum increase, the GONN Ministry of Education estimated 4,415,000 in 1967). If the Wisconsin 1970 projection is accepted (since it was made before the Smallpox/Measles campaign, it should be conservative), and figuring for present purposes a straight 2.7% per annum increase, school-age population in 1973 should slightly exceed 6.7 million.

Assuming that the 6.7 million primary-age population is distributed according to the relative distribution of population by State as given in the Wisconsin 1966 report, and using the 1% per annum increase mentioned above, we arrive at the followings:

TABLE II
PRIMARY SCHOOL ENROLLMENTS

	<u>1967</u>		<u>1973</u>		<u>Enrollment</u>
	<u>Enrollment</u>	<u>%</u>	<u>Primary Age Population</u>	<u>%</u>	
Northeastern	102,393	8.9	1,800,000	15	270,000
North-Central	74,881	12.2	900,000	18	162,000
Kano	47,138	5.5	1,300,000	12	156,000
Northwestern	51,377	6.0	1,300,000	12	156,000
Benue Plateau	118,935	20.2	900,000	26	234,000
Kwara	112,094	31.4	500,000	37	185,000
	506,818		6,700,000		1,63,000

Physical Growth Requirements

In 1967 there were 16,113 primary school teachers in Northern Nigeria. In 1973, a minimum of 32,300 teachers will be required (for 1,163,000 pupils at a pupil/teacher ratio of 36-1). In 1967, there were 15,033 classes. In 1973 the requirement will be about 32,305 classes.

Table III below presents current and required classes for each state, assuming that increases in teacher-pupil ratios to 1-36 develop.

TABLE III
CURRENT AND PROJECTED CLASSES BY STATE

<u>State</u>	<u>1967</u>	<u>1973</u>
North-Eastern	2,921	7,500
North-Central	2,276	4,500
Kano	1,338	4,333
North-Western	1,431	4,333
Benue Plateau	3,513	6,500
Kwara	3,546	5,139
	15,025	32,305

A rule of thumb assessment of the requirements for teachers is that there should be around 10% more teachers than classrooms. This would be supported by the observation that while there were 15,025 classrooms in 1967, there were 16,113 teachers in the North. In addition to the gross requirements for new teachers based upon population growth and established targets, the attrition rate of the current teaching force must be considered. One source indicates that this attrition rate is as high as 6%, another indicates that it is as low as 3%. For our planning purposes a figure of 5% will be used to determine the attrition rate in the teaching force.

Table IV, below, indicates the net growth requirement by state, between 1967 and 1973, allowing for about 10% more teachers than classrooms. These are compared to the estimated 1967 teaching force to indicate the degree of magnitude of the growth problem faced by each state. Table V indicates the targets for each state for the employment of teachers with consideration of the 5% annual attrition rate.

TABLE IV
Teacher Requirements in 1973

State	1967 ¹ / _{Teachers}	1973 ¹ / _{Teachers}	New Employment Requirement (Without Attrition)
North-Eastern	3,213	8,250	5,037
North-Central	2,500	4,950	2,450
Nano	1,471	4,766	3,295
North-Western	1,579	4,766	3,187
Benue Plateau	3,864	7,150	3,286
Ewara	3,900	5,653	1,753
	<u>16,527</u>	<u>35,535</u>	<u>19,008</u>

¹/_{Number of classes plus 10%.} (No breakdown by state of the reported total of 16,113 teachers in 1967 is available.)

From Table V it can be seen that to meet the states' growth requirements, about 19,000 new teachers by 1973 will be required. When the attrition rate of 5% is taken into account, the total requirement becomes 27,000.

TABLE V

ANNUAL GROWTH REQUIRED TO REACH 1973 TARGET

Including 5% Attrition Rate (Rounded)

State	Teaching Force 1967	Gross Additions						1968-73 Total
		1968	1969	1970	1971	1972	1973	
North-Eastern	3,213	1,001 ⁺	1,043 ⁺	1,085 ⁺	1,127 ⁺	1,169 ⁺	1,211	6,636
North-Central	2,500	533 ⁺	553 ⁺	574 ⁺	594 ⁺	615 ⁺	635	3,504
Kano	1,471	623 ⁺	650 ⁺	677 ⁺	705 ⁺	732 ⁺	760	4,197
North-Western	1,579	715 ⁺	747 ⁺	779 ⁺	810 ⁺	842 ⁺	874	4,767
Benue Plateau	3,864	741 ⁺	769 ⁺	796 ⁺	823 ⁺	851 ⁺	878	4,850
Iwara	3,900	487 ⁺	502 ⁺	516 ⁺	531 ⁺	545 ⁺	0	3,141
	16,527	4,100	4,264	4,427	4,590	4,754	4,918	27,055

⁺ Plus sign

From Table V it can be seen that an annual employment rate throughout the six Northern States of over 4,100 teachers per year would be required to provide the 19,000 new teachers required to meet the target of 35,535 teachers by 1973 plus an additional 8,000 required to replace those lost through attrition.

Implications for TTC Loan

From Tables IV and V above it can be seen that about 35,500 teachers will be required in 1973 throughout the North. There are currently (1967) over 16,000 teachers employed. Consequently, an aggregate increase of 27,000 teachers (including replacements for attrition) will be required over the six-year period. At present, the 57 teachers colleges turn out between 2,000 and 2,500 teachers per year, of which only half are fully qualified with a Grade II Certificate. The other half, however, are usually employed and, consequently, must be counted as members of the teaching force. Of the output, although no records are available, it can be assumed that 2,000 new teachers are employed each year with 500 either being unemployable or seeking further studies or different occupations.

Table VI below summarizes current enrollment and output.

TABLE VI

ENROLLMENT AND OUTPUT OF GRADE II COLLEGES

(a)	(b)	(c)	(d)	(e)	(f)	
Year	Enrollments	First Time Candidates	Referred Candidates	c / d	Passes	% of Passes
1960	4,112	260	180	440	173	30
1961	4,619	391	301	692	309	43
1962	NA	502	336	838	394	47
1963	NA	636	391	1,037	325	32
1964	NA	574	492	1,066	531	50
1965	10,900	830	425	1,255	305	28
1966	12,700	1,864	543	2,407	703	29
1967	13,000					

The implications from the above are that:

1. Annual output approaching 2,000 new teachers has been reached.
2. The quality of the annual output of Grade II colleges as measured by the percentage of passes on the Grade II teachers' examination has apparently decreased from 1964 to 1967. (Some educators in the North attribute the decline between 1964-1965 to the forced increase in the student teacher ratio from around 30-1 to 36-1 in Grade II Colleges). With an expansion of secondary school facilities in progress, the percentage of first-time passes in teacher examinations would probably continue to decline if student-teacher ratios remain at the 36-1 level or if they increase.
3. The construction loan, as planned, will permit an additional output of around 600 teachers per year (if current enrollment ratios are continued) raising annual output to 3,000, which will still fall short of the estimated annual requirements for teachers.

Siting

There is no accurate college by college record of teacher output. However, using the best data presently available, the USAID has made the following state by state estimates of current Grade II teacher training capacity and output. These are shown in comparative form with net enrollment

gains from the DL-financed expansion, and 1973 new teacher requirements as shown in Table V.

TABLE VII

GRADE II TEACHER TRAINING CAPACITY BY STATE

	Est. Grads/Yr. Present Capacity (All Schools)	Net Enroll- ment Gains from Expan. Govt. Schools	Est. Grads/Yr. Exp. Capacity (All Schools)	New Teacher Requirement per Table V.
North-Eastern	600	965	790	1,211
North-Central	400	250	450	635
Kano	400	600	520	760
North-Western	450	1,275	710	874
Benue Plateau	350	--	350	878
Kwara	400	250	450	560
	<u>2,600</u>	<u>3,340</u>	<u>3,270</u>	<u>4,918</u>

Furthermore, as reported by Dr. Smail and Dr. Dietrich in their trip report of August 1968, the sites designated for the new facilities are still appropriate in terms of their physical qualifications.

Staffing

Staffing the expansion program will still require extensive expatriate recruitment. Figuring a desired 20-1 student teacher ratio in Grade II colleges, the new and expanded structures will require the following eventual additions to the teaching forces in Grade II Colleges:

<u>State</u>	<u>Total</u>	<u>First Year</u>	<u>Second Year</u>	<u>Third Year</u>
North-Western	70 =	35 /	20 /	15
North-Central	15 =	15	-	-
North-Eastern	50 =	30 /	20 /	-
Kano	30 =	20 /	10 /	-
Kwara	15 =	15	-	-
	<u>180 =</u>	<u>115 /</u>	<u>50 /</u>	<u>15</u>

Some of these additional teachers will be expatriates, and some will be Nigerian. The typical employment pattern in Government Teacher Training Colleges in the North is a ratio of roughly one expatriate for every Nigerian staff member. (Thus, North-Western State would expect to recruit an additional 30 expatriates and 40 new Nigerian instructors to provide for the expansion in that state. The other states would face similar situations). These positions would not all have to be established during the first year of occupancy, however, but represent a maximum spread over three years of growth.

Subject to the completion of the construction project, thus permitting a transfer of the Grade II section from Kano Advanced Teachers College, it is expected that teacher output from the Kano Advanced Teachers College will be 180 per year. By the third year of occupancy of the new Grade II Colleges, Kano and Zaria Advanced Teachers Colleges will be producing enough teachers to begin replacing expatriates in the Grade II College and secondary schools. In six years, i.e., 1975, the requirements for expatriate teachers should have been eliminated.

Funding

Funding the increased teaching staff can be estimated to cost the various state governments a maximum of £1,500 per man-year. Thus, for the operation of the expanded system the following salary costs would have to be budgeted each year:

TABLE VIIIPROJECTED ADDITIONAL SALARY COSTS FOR TEACHER EDUCATION *

<u>State</u>	<u>First Year</u>	<u>Second Year</u>	<u>Third Year</u>
North-Western	£ 52,500	£ 82,500	£ 105,000
North-Central	22,500	22,500	22,500
North-Eastern	45,000	75,000	75,000
Kano	30,000	45,000	45,000
Kwara	22,500	22,500	22,500
	<u>£172,500</u>	<u>£247,500</u>	<u>£270,000</u>

* Cost figures represent charges attributable to expansion only and should be added to existing budget figures for teaching services. Budgeted figures could vary, depending upon the number of expatriates whose services are donated by external donors.

Recurrent Costs

Exact budget information for total recurrent costs of operating Grade II Colleges is not known. However, from the report, "Education in the Six Northern States of Nigeria, 1962-73," published by the Ministry of Education, Northern Nigeria, November, 1967, it can be determined that on a per-capita student-cost basis of £85 a year for day students and £100 for boarding students, an estimation of recurrent costs may be derived. Projected enrollments in the report are as follows:

	<u>Total</u>	<u>Government</u>	<u>Aided</u>
1967-Current Enrollment in Grade II Colleges:	13,000	7,000	6,000
First Year's enrollment after construction:	13,700	7,700	6,000
Second Year's enrollment:	14,900	8,900	6,000
Third Year's enrollment:	16,000	10,000	6,000
Fourth Year's enrollment:	17,200	11,200	6,000

In the absence of firm enrollment figures for day versus boarding students recurrent costs must be estimated. The individual states now spend between 17% and 27% of their total budgets on education, of which 14% to 19% constitute support of teacher education. The following chart indicates minimum-maximum estimations of total recurring costs to Northern governments to service an expanded program of teacher education in the Grade II Colleges based on the preceding table. Minimum costs are based on the assumption that 100% will be day students:

TABLE IX

MAXIMUM-MINIMUM RECURRENT COSTS FOR TEACHER
EDUCATION IN NORTHERN NIGERIA (ESTIMATION)

<u>Year</u>	<u>Minimum</u>	<u>Maximum</u>	<u>Grant-in-AID to Voluntary Agency Schools</u>	<u>Total Minimum</u>	<u>Total Maximum</u>
1967	£(561,000)	(660,000)✓	563,560	1,124,560	1,223,560
Constr.✓ 1	(654,500)	(770,000)✓	570,000	1,224,500	1,340,000
Constr.✓ 2	(756,500)	(890,000)✓	570,000	1,326,500	1,460,000
Constr.✓ 3	(952,000)	(1,120,000)	570,000	1,522,000	1,690,000

Thus, it can be seen that recurrent costs for operating Grade II Colleges including relatively constant grants-in-aid to voluntary agency schools will range from 1.2 million pounds in FY-1968 to a maximum of 1.7 million pounds in the third year after construction is completed.

These figures become meaningful when viewed in perspective of total expenditures and revenues. For the North as a whole, recurrent expenditures have amounted to £37 million pounds annually. Of this amount 25% to 27% has been allocated to education. Thus, educational expenditures have been roughly 10 million pounds annually through 1965, 1966, 1967. Comparing the projected recurring expenditures for teacher education, we find that throughout the North, they amount to nearly 15% of the total amounts budgeted for education.

In view of the expressed need for lessening the educational gap between the Northern states and the rest of Nigeria, announcements of crash programs for teacher education and recruitment, and the expected growth of elementary and secondary school enrollments in the North, we can only assume this amount will be made available, primarily

through increased levies upon local authorities for support of the education of their children and through increased support from Federal funds.

Summary

1. The loan agreement has been signed.
2. The new states still strongly desire the schools.
3. The schools are vitally needed in view of projected increases in primary enrollments.
4. The states can support the new and expanded schools with teachers, students and funds required to meet the increased recurrent costs.
5. The siting is still appropriate.

The USAID therefore feels that we should proceed with the construction loan.

MATHEWS