

UNIT ONE: INTRODUCTION TO EDUCATIONAL MANAGEMENT

INTRODUCTION

WHAT IS MANAGEMENT?

Management is an integral part of any organization. The survival of any organization is dependent largely on the quality of management or administrative services available. Adesina (1990) simply defined management as the organization and mobilization of all human and material resources in a particular system for the achievement of identified objectives in the system. The two key words are 'human' and 'material'. It is the business of management that both human and material resources within a system should be organized and mobilized so that the objectives of the system can be achieved to the fullest. The administration or management therefore influences the results to be achieved, the direction to be pursued and the priorities to be recognized.

Drucker (1974) sees management as denoting a function as well as the people who discharge it. He further regards management as:

- ▶ Taking place within a structured organizational setting and with prescribed roles.
- ▶ Directed towards the attainment of aims and objectives.
- ▶ Achieved through the efforts of other people; and
- ▶ Using systems and procedures.

OBJECTIVES

At the end of the unit, you will be able to;

- ▶ Explain the meaning and scope of educational management
- ▶ Discuss the traditional concept of management
- ▶ Examine and elucidate the schools of management thought – the scientific, the humanistic or the behavioural approach, the bureaucratic approach as well as delineate the shortcomings in the application of these principles to organizational management.

THE MEANING AND SCOPE OF EDUCATIONAL MANAGEMENT

It is important to note that both the terms administration and management are used interchangeably, as the two words bear similar meanings. The process of administration is also the same as the process of management.

Education is concerned with the transmission of skills, knowledge, vocation and culture and this is usually done through teaching, learning, research and dissemination of the findings for ultimate utilization. In this view, Bosah (1998) in Eneasator et al, pointed out that Educational Administration should logically involve, arranging and using human and

material resources and performances available for education, for the transmission of skills, knowledge, vocation and culture through efficient teaching, learning, research, its dissemination and utilization for a better society.

The National Policy on Education, (2004:55) states that the success of education is hinged on proper planning, efficient administration and adequate planning. It further posits that administration includes organization and structure, proprietorship and control, inspection and supervision.

From the expositions above, Bosah viewed the scope of educational management not to be concerned only with teaching/learning process in the classroom but transcends into activities in the ministry of education, state education commission, political manifestos, policymaking, planning, supervision and inspection.

TRADITIONAL CONCEPT OF MANAGEMENT

The professionalization of management can be considered as a phenomenon of the 20th century. The practice of management has been on the past thousand years ago. The Egyptians for instance, were known to have developed sophisticated managerial skills in order to manage their empire. The task of constructing the pyramids was one of such complex enterprises that required effective and efficient management of human and material resources.

Scholars seem to hold a variety of opinions with regard to the use of the word 'administration' on the one hand and 'management' on the other. Some of these scholars use the word administration as indicating a specific function, which enters all tasks involving supervision of the work of others. It is not concerned with the status of those who exercise this function. Lyridall Urwick also expressed concern at the possible division between management being seen to apply only to business organization and (public) administration as applying to the same functions in public service sector.

A directional perception is that private sector organizations are managed and the use of the term "administration" is associated with public sector organization. However, the term "management" is now used far more widely within the public sector. This can be seen for example, following the Plowthen Report in 1961 into the control of public expenditure, which introduced the idea of management as a central activity and top administrators having responsibility for management efficiency.

Management is viewed as applying to both private and public sector organizations and administration is interpreted as part of the management process and concerned with the design and implementation of systems and procedures to help meet stated objectives.

In order to achieve managerial efficiency, Woodrow Wilson was one of the early thinkers about professionalization of administration (Kontz et al, 1980:55). In his famous essay, "The Study of Administration", he felt that the improvement of administrative techniques depended on scholarly study and learning in the specialized field of administration. He further argued earnestly for the inclusion of the study of administration as a subject fit for serious treatment by Universities.

ACTIVITY I

1. What is management?
2. Discuss the meaning and scope of educational management.
3. Discuss the traditional concept of management.

SCIENTIFIC MANAGEMENT

Management in the eighteenth and nineteenth centuries was not properly mastered by the then managers who thus resorted to the use of force to get things done. It is important to note that although they were vested with manufacturing techniques and skills, the aspect of management, which required a judicious use, and control of human and material resources to achieve organizational goals was lacking. Management functions were usually improved to meet needs resulting in various losses being incurred by businesses, but the complexities of these factories called for more. Based on this, some people took up the task venturing into more organized forms of management. This gave rise to the scientific management thought, which is adequately represented in the following selected works:

1. The classical organizational thought (Efficiency movement 1920 –30) whose major exponents were Frederick Wilson Taylor, Henri Fayol, H., T. Emerson, Lyridall Urwick and Luther Gulick, Max Weber, to mention a few.
2. The Human Relations School of thought (1930 – 50) whose chief exponent was Mary Parker Follet, and Elton Mayo.
3. The Behaviourist/contemporaries (1960 – present) whose exponents were Chester Barnard and Herbert Simon.

1. CLASSICAL ORGANIZATIONAL THOUGHT**i) Scientific And Administrative Management Approach**

Frederick Taylor (1856 –1915), the father of the scientific management movement, sought ways to effectively use men in industrial organizations. Taylor's background and experience as labourer, clerk, mechanist, foreman, chief craftsman, and finally Chief engineer reinforced his belief that men could be programmed to be efficient machines. The key to the scientific management approach is the concept of man-as-machine.

Taylor and his associates thought that workers motivated by economics and limited by physiology, needed constant direction. In 1911 Taylor formalized his ideas in the principles of scientific management as follows:

1. A large Daily Task – Each man in the establishment, high or low, should be a clearly defined duty task laid out before him. The carefully circumscribed task should require a full day's effort to complete.
2. Standard conditions – The workman should be given standardized conditions and appliances to accomplish the task with certainty.

3. High pay for success – High pay should be tied to successful completion.
4. Loss in case of failure – Failure should be penalized.
5. Expertise in large organizations – As organizations become increasingly sophisticated, tasks should be made so difficult as to be accomplished only by a first rate man.

Taylor and his associates – The human engineers focused on physical production, and their time and motion studies sought men's physical limits and described the fastest method for performing a given task:

1. The two hands should begin and end motions simultaneously.
2. Arm movement should be simultaneous and made in opposite and symmetrical directions.
3. Smooth, continuous hand motions are preferable to zigzag or straight-lining motions involving sudden changes in direction.
4. Tools materials and controls should be close to and in front of the operator.
5. Tools should be combined whenever possible.

Although Taylor's work had a narrow physiological focus and ignored psychological and sociological variables, he demonstrated that many jobs could be performed more efficiently. Moreover, according to Drucker (1974) Taylor helped the unskilled worker by improving productivity enough to raise pay of unskilled labour nearly to that of skilled.

Taylor created the industrial engineer and generally, emphasized that management should make adequate provision for workers by careful selection and training. He also asserts that financial benefits should be based on merit.

Most of the principles advocated by him are applicable to school administration in that school administrators ensure that qualified candidates are selected for the teaching job and that teachers are offered proper in-service education to improve on their performance. Schools also make provision for the supervision of staff.

Although scientific management theory has formed the basis of modern management, it has been criticized for the following reasons;

- Over-emphasis on efficiency and productivity to the detriment of workers
- Man is equated to be machines and thereby encouraging mechanical behaviour
- It utilized a carrot and stick model of motivation to motivate workers ie more work more pay.

- It has neglected the psychological and motivational factors that are inherent to man at work.
- ii) **Administrative Management Approach or Universal Principle Movement**

Traditional classical organization thought often called administrative management theory or universal principle movement was initiated by a French Gentleman Henri Fayol (1841 – 1925). He was a French mining engineer and successful executive who later taught administration. The movement developed concurrently with the scientific management movement. The two movements essentially belong to the classical management theory. The scientific management movement concentrated on the operational level (worker) while the Administrative Management approach concentrated on the top management (managers).

Fayol developed some universal principles that characterized successful administration and management. These can be applied to any organization, be it industry, education or government. These elements are;

P = Planning

O = Organizing

D = Directing

C = Co-ordinating

C = Controlling

Planning

This is the first step in any administrative function. It involves making arrangements for the future. It deals on how to use time, personnel and equipment in future. The future may begin with day, week, month or year. Plans are made after objectives or goals are set. Planning is usually regarded as a search for the best method of achieving these goals.

Organizing

The manager decides what jobs would have to be filled and the duties and responsibilities attached to each one.

Effective organization implies that the right people are assigned to do the correct jobs at the appropriate times. Activities should be assigned to individuals on the basis of their ascertained qualification, experience and interests. On the part of the manager, a lot of wisdom, maturity and objectivity are required.

Directing

Directing involves giving staff details on how to go about their jobs. It is not once for-all-activity but an on-going one. Officers have to be continually put on the right path.

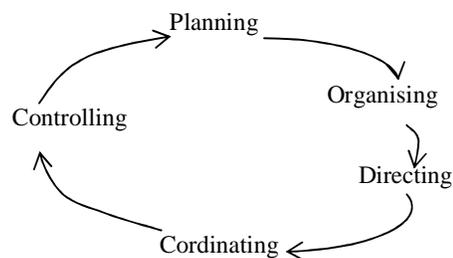
Co-ordinating

This relates to the activities of different units to one another to ensure that the different activities are met, to achieve the set objectives. Co-ordination occurs when the Organization's numerous activities are planned, organized, directed and controlled.

Controlling

It is the measuring and correcting of activities of subordinates to ensure that these activities are contributing to the achievement of planned goals. Ukeje (1992) pointed out that appraisal, evaluating and supervision are the administrators tools for controlling, directing and leading.

These elements of management could be seen as a cyclical event



Fayol went further to identify a list of fourteen principles upon which the soundness and good working order of an organization depend (Koontz et al 1980:46).

- Division of work
- Authority and responsibility
- Discipline
- Unity of command
- Unity of direction
- Subordination of Individual interest to general interest
- Remuneration of personnel
- Centralization of Authority
- Chain of command
- Order
- Equity

- Stability of tenure of personnel
- Initiative
- Espirit de corps

iii) **Bureaucratic Approach**

Aderounmu (1981) views bureaucracy as creating a relationship between functional levels of an organizational hierarchy. It is a relationship between roles rather than between individuals. Organizational structure is a pyramid of relationship and authority.

At a period when the workers were being influenced to high degree by the whims and caprices of the authoritarian industrialist of the scientific management, Max Weber, a German sociologist saw hope in Bureaucratic Organization. He hoped that well-run bureaucracy would become fairer, more impartial, more predictable and in general more rational. According to Weber, the bureaucracy apparatus would be very impersonal, minimizing irrational personal and emotional factors and leaving bureaucratic personal free work, with a minimum of friction or confusion. Arinze in Enaasatio et al (1998). Weber developed some characteristics of a bureaucratic organization.

- A division of labour based on functional specialization.
- A well defined hierarchy of authority.
- Rules and regulations govern the official decisions and conduct of the employees.
- Officials assume a kind of impersonal relationship or attitude towards their clients and other officials.
- A system of procedures that guide the activities of people in that organization.
- Selection and promotion of staff are based on technical competence.

Bureaucratic organization was advanced primarily to increase fairness and minimize frustrations and irrationality that may arise from authoritarian leaders.

Other notable scholars in the classical organizational thought are **Luther Gulick** and **Lyridal Urwick**. These two gentlemen synthesized the work of Taylor, Fayol and Weber.

Taylor emphasized the principles that viewed administration as the co-ordination of many small tasks so as to accomplish the overall job as efficiently as possible. Fayol emphasized broader preparation of administrators so that they would perform their unique functions more effectively. For Weber, bureaucracy was an attempt to minimize the frustrations and irrationality of large organizations in which the relationships

between management and workers were based on traditions of class privilege. Arinze (1998: 144).

Gulick and Urwick (1937: 13) in answer to the question “what is the work of the Chief Executive?” arrived at the acronym POSDCORB in which each letter represents an activity essential to the proper functioning of the office; Planning, Organization, Staffing, Directing, Co-ordinating, Reporting and Budgeting. This administrative process is widely used in school administration to deal with the –day to –day problems of the school.

Despite the many good aspects of the classical school of management thoughts with emphasis on task, process and structure, they have the greatest the greatest limitations of not given consideration to the psychological state of men at work Again, the rigid insistence with which many classical thinkers tend to apply some of the concepts in practice is most often attacked. These limitations gave rise to the wave of a new movement – the human relations movement.

ACTIVITY II

1. What is the implication of the classical theories as they relate to the school system?
2. Compare and Analyse the Scientific Management Approach and the Administrative Management Approach.
3. What are the characteristics of a bureaucratic organization as viewed by Werber?

2. HUMAN RELATIONS APPROACH

The human relations movement developed in reaction against the formal tradition of classical models. Mary Parker Follet (1968-1933) who wrote a series of brilliant papers dealing with the human side of administration believed that the fundamental problem in all organizations was in developing and maintaining dynamic and harmonious relationships. In addition, she thought that conflict was “not necessarily a wasteful outbreak of incompatibilities, but a normal process by which socially valuable differences register themselves for enrichment of all concerned”. Despite Follet’s work, the break through for the human relations approach occurred in the Hawthorne plant of the Western Electric Company in Chicago.

Three early experiments were conducted to study the “relation of quality and quantity of illumination of efficiency”. The first illumination experiment was made in three departments. The level of illumination intensity in each department was increased at stated intervals. The results revealed that increase in production rates did not correspond with increases in lighting, illumination held constant. Both groups showed increases in production rates that were not only sub stated but also nearly identical. Finally, in a third experiment, when the lighting for the test group was decreased and that for the control group held constant, the efficiency of both group

increased. Furthermore, the production rates increased in the test group until the light became so poor that the worker complained they could no longer see what they were doing.

Two conclusions seemed justifiable: employee output was not primarily related to lighting conditions; too many variables had not been controlled in the experiments. The starting nature of the findings stimulated further research at Harvard School of Business of Etton Mayo, an industrial psychologist and Roethlisberger, a social psychologist on the effect of physical conditions of work on productivity. It was however, suspected that psychological as well as physiological factors were also involved.

Both the Hawthorne plant and the Harvard experiments revealed that:

- Economic incentives is not the only significant motivator. In fact, non-economic social sanctions limit the effectiveness of economic incentives.
- Workers respond to management as members of an informal group, not as individuals.
- Production levels are limited more by social norms of the informal organization than by physiological capacities.
- Specialization does not necessarily create the most efficient organization of the work group.
- Workers use informal organization to protect themselves against arbitrary decisions of management.
- Informal social organizations will interact with management.
- A narrow span of control is not a prerequisite to effective supervision.
- Informal leaders are often as important as formal supervision.
- Individuals are active human beings, not passive cogs in machine.

Human relation approach has been criticized for being too soft on the workers to the detriment of the organization. A great deal of attention was given to informal aspects of the organization and there were relatively little impact upon the formal organization.

3. BEHAVIOURAL APPROACH OR THE SOCIAL SCIENCE MOVEMENT

Due to the fact that the classical and human relation approaches ignored the impact of social relations and of formal structure respectively, the behavioural perspective fused these approaches and added propositions drawn from psychology, sociology, political science, and economics. Such an approach differs from other behavioural sciences in its subject matter; worker behaviour in formal organizations.

The pioneer of the behavioural approach to management was Chester Bernard (1938) who emphasized the need for a systematic approach and conceptual scheme of administrative behaviour. Herbert Simon (1947) extended the work of Bernard to talk

about exchange theory in organizations. He viewed organizations as exchanging system where people exchange what they have for what they want, he also saw administration as rational decision-making which constitutes an important function of the administrator. Max Weber (1910) integrated his idea of bureaucracy in his inclination towards the scientific movement.

Following the social science movement, a lot of administrative theories were advanced among which are;

1. The Theory of Organizational Behaviour

This theory of organizational behaviour seeks to describe, understand and predict human behaviour in an environment of formal organization. A social system consists of individual who act together and share a mutual relationship in the same physical condition or environment in an attempt to achieve an established common goal.

The dynamic interaction of people with varying personalities within an organizational set up (as in the school system) is a domain of social process theory. Arinze (1998) in Eneasator and Nduka went further to buttress that people within an organization have definite roles to perform, and many factors that interact help to determine precisely what kind of performance each role will receive. Each individual must interpret his role and this interpretation depends to some extent on what the individual brings to the role (which includes the individuals personality). Role performance is also affected by the expectations of the Chief Executive of the organization and others who have some powers to control the situation. Individuals function in an organization in order to fulfill the needs of the organization and their own personal needs. There is therefore a relationship between the fulfillment of both the nomothetic and the idiographic needs. Owens (1981) viewed behavioural act as a result of interactions of the social system. That is to say, social behaviour results as the individual attempts to cope with an environment. Needs of an individual and expectation of the institutions may both be thought of as motives for organizational behaviour.

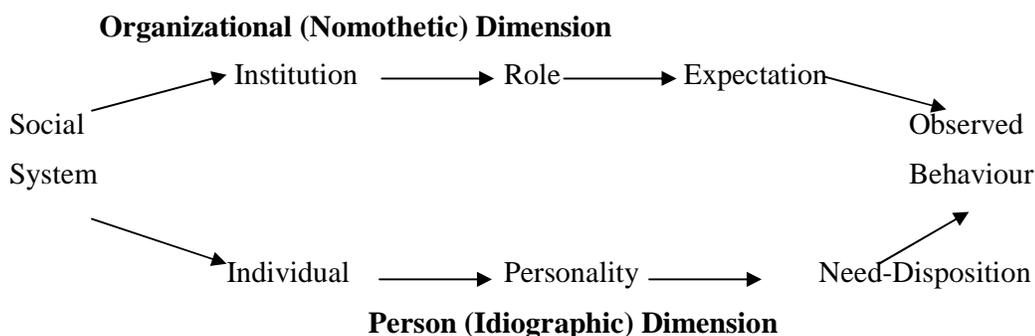


Fig. 1: Model of the organization as a social system (Getzels - Guba Model)

Source: (Getzels J.M. and Guba, E.C. (1975: 41)

It should be noted that as long as a state of equilibrium exists between the nomothetic and the idiographic needs, the relationship will be satisfactory, enduring and relatively productive. To the contrary, conflicts, discontentment, low productivity manifest themselves.

Aderounmu 1988 summarily stated that the school teacher comes to the school environment with professional skills to promote the achievement of school goals (nomothetic) and in return he is compensated for the services rendered and he interacts with the different individual (idiographic) involved in the organization. The individual worker shapes his personal behaviour to meet the ascribed behaviour of the organization.

A school leader who can motivate his subjects to achieve the goal of the institution is seen to be satisfying both nomothetic and idiographic dimensions of the school system. One of the greatest challenges facing school administrators is how to effectively motivate teachers towards improved productivity.

According to Eneasator (1998), understanding the motivational basis of people in organization are based on understanding the nature of the needs that motivate the behaviour of people in those organizations. Motivation is therefore seen as an intervening variable between human needs and behaviour as shown in figure II;

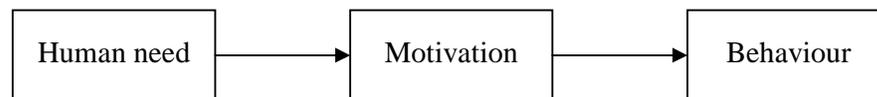


Fig. II

2. The Theory of Human Management in Organization

This was postulated by Douglas McGregor. This theory is also referred to as Theory X and Y and the theory tries to identify two sets of assumptions about the nature of people. The theorist argued that the approach or the way an administrator deals with his subordinate depends on his own perception on the subordinates.

Administrative behaviour that is typical of theory X is based on the following assumptions

1. That the average human being has an inherent dislike of work and will avoid it if he can.
2. That because of this inherent dislike for work, most people must be forced, controlled, directed and even threatened to do the work.
3. The average human being prefers to be directed as he avoids responsibility, has little ambition and wants security.

Administrator that is based on theory X will be characterized by no nonsense, strongly directive leadership, tight control and very tight close supervision.

Conversely, theory Y embraces some very different assumption of human beings

1. Work is as natural as play if it is satisfying.
2. People will exercise self direction and self control towards an organizational goal if they are committed to those objectives.
3. Commitment of objectives is a function of the rewards associated with the achievement.
4. The average human beings learn under proper conditions not only to accept but to seek responsibility.
5. The capacity to exercise a relatively high degree of imagination, ingenuity and creativity in the solution of organizational problems is widely, not narrowly, distributed in the population.
6. Under the conditions of modern industrial life, the intellectual potentialities of the average human being are only partially utilized.

Theory Y is optimistic, dynamic and flexible with an emphasis on direction and the integration of individual needs with organizational demand.

The administrative implication of theories X and Y is that managers who accept either or both theories will utilize the essential ideas of the theory (theories) in planning their organizational policy; in formulating their decisions; and in carrying out other facets of their administrative behaviour (Arinze in Eneasator 1998).

3. **System Theory**

One of the behavioural approaches to educational administration is the system theory. A system according to Ehiamezor (1985) can be defined as an entity composed of; a number of parts, the relationships of these parts and the attributes of both the parts and the relationship. The school system can be termed a system because of the number of its parts, the relationship of these parts and the interwoven nature of their functions.

For instance, in the college, there are Catering, Academic, Registry and works departments. Whatever happens to one sub-system affects the whole system. A problem arising from the school system may be approached by first examining the relevant sub-systems. Also a particular organizational behaviour may result from the effects of one or more sub-systems of the school system.

System theory helps administrators to be very alert bearing in mind that a disruption of a sub-system can damage the entire system. This system has the advantage of dealing with cause and effect. It also puts us on guard against the strong tendency to ascribe phenomena to a single causative factor.

ACTIVITY III

1. How important is human approach to educational management?
2. Briefly discuss the importance of behavioural approach to educational management.
3. Distinguish between Theory X and Theory Y in an organizational set up.

SUMMARY

- In this unit, the meaning and scope of educational management were discussed. Educational management is not concerned only with teaching/learning process in the classroom but transcends into other activities in the ministry of education, state education commission etc.
- The scientific management movement, universal principles and the bureaucratic theories are regarded as the classical school of management. They focus on organizations without people, ie emphasis is on tasks process and structure without considering the psychological state of men at work. Human relation approach focus on people to the detriment of the organization. A great deal of attention was given to informal aspect of the organization.
- On the other hand, the social science movement highlighted a better understanding between formal and the informal organization within a set up.

ASSIGNMENT

1. What do you understand by the term educational management?
2. Compare and contrast the scientific and human relations approaches to educational management.
3. How significant is the behavioural approach to modern educational management?
4. Write a paragraph on each of the following; Theory of Organizational behaviour, Theory X and Y and the Systems Theory.
5. List the fourteen principles upon which the soundness and the good working order of an organization depend.

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UNIT TWO: HUMAN RESOURCE MANAGEMENT

INTRODUCTION

Human resources constitute a vital vein of any organization. Formal organization have great concern for the development, use and interaction of resources, that are necessary to achieve the organizational goals. The human resource in a school system will include the teachers, support staff in the school, students, parents, community members, the ministry of education officials, employers of labour and a host of other interest group. They are the personnel in a given organization.

In a formal structure, rules and regulations, course of study, position guides and policies may be developed but they become significant only when people make use of them. (Morphet, 1959). Administrative activities relating to Personnel in an Organization are referred to as Personnel plans for and decision about, Personnel flow for institutional purposes. This entails the ability of administrators to effectively co-ordinate human resources for the accomplishment of organizational goals.

OBJECTIVES

At the end of the unit, you will be able to

1. Outline the human resource elements and can define Personnel Administration.
2. Identify the purpose of Personnel department in the process of achieving the goals of the Organization.
3. Identify the role of the Administrator in the recruitment of staff necessary for the achievement of the goal of the system. The goal of any school system is to provide the society with manpower needed for development, and to enhance the quality of the conditions of living of their products.

THE MEANING AND NATURE OF PERSONNEL MANAGEMENT

Human resource management is a basic function of the management, as the Manager uses his capabilities and those of his Subordinates to get things done. The Personnel department is expected to make the best use of the Personnel element in the Organization with the ultimate goal o obtaining the maximum output from the Staff. Aderounmu and Ehiamentalor (1981) defined personnel administration in the public school as a process of getting qualified Personnel to provide Instructional services necessary for the achievement of the goal of the system. The goal of any school system is to provide the society with man-power needed for development and to enhance the quality of the conditions of living of their product.

The Personnel department plays several roles in the process of achieving the goals of the schools. The main responsibility is to select and recruit professional qualified staff and supporting staff. Other areas include, staff development, staff evaluation, staff orientation and so on.

ROLES OF THE PERSONNEL DEPARTMENTi) **School staff needs and requirements:**

The school personnel department assesses the needs of the system in terms of the expected involvement of students and the number of teachers needed to staff the school. This implies deciding the caliber of staff needed in terms of qualification. The qualification and experiences of workers usually determine their salaries and other benefits attached to the status.

The Ministry of Education determines the number and quality of staff required, but they are usually assisted by the school managers who know exactly the numbers on ground and how many are required to clear the deficit.

ii) **Personnel recruitment/employment of staff:**

With regard to employment, the personnel department is the first point of contact in the school system. It involves an elaborate process, which includes drawing on a pool of qualified candidates, interviewing and testing them with the hope of selecting the most promising ones among them. They should be selected carefully for their ability, aptitude and characters.

Employment procedures involve completion and submission of an application for a job, interview is scheduled, candidates are assessed and finally successful candidates are assigned to schools.

At the selection interview the constituted panel has many aspects to consider. These include the mental stability, physical fitness, professional qualifications, wages and salaries.

- (a) **Mental stability** – The candidate has to possess a stable mind.
- (b) **Physical fitness** – It is important to ascertain that the candidate is in a social physical condition and must therefore be subjected to a rigorous medical test.
- (c) **Professional qualifications** – The information in the candidate's application form is used in ascertaining his or her experience and professional training.
- (d) **Wages and salaries** – The criteria for placing on salary grade level should be clearly stated. The salary structure enables the worker to know what he is being paid for the job now and what salary he is likely to receive in successive years.

iii) **Staff Development**

This simply involves training and re-training of staff. Teacher preparation or training does not end with pre-service training. It is a continuous process. The teacher must grow not only in age and experience but also in professional knowledge. Educational planners as viewed by (Ekpo 1995) envisaged that no matter the efficiency of the pre-service training to teachers, there would necessarily be areas of inadequacies. Training and re-training of workers can serve as a deliberate and systematic means of

changing positively the behaviour and attitudes of the trainees towards the achievement of organizational goals. Occasional in-service training programmes through workshops, seminars, retreats and organized sandwich and distance learning programmes should be encouraged.

The government and authorities of various educational institutions should be able to sponsor teachers who have served upwards for five years to attend a variety of in-service programmes, since according to Ndu (1991) this will make for improved performance as the teacher develops a more positive attitude towards his job. The National Policy on Education (2004: 44) among other advantages of distance learning programme see it as a long life learning by those who graduate from school and desire to update their knowledge and skills in disciplines or courses of their choice for their continuing professional entrepreneurial development. Aderounmu & Ehiamentalor (1981) summarized the purpose of staff development in a school system thus:

- i) Correct deficiencies in training
- ii) Help experienced teachers to develop further teaching skills.
- iii) Make staff members keep abreast of current trends in their areas of specialization
- iv) Upgrade their skills to meet the requirement of an administrative position.

iv) **Staff Orientation**

The term 'orientation' or 'induction' of teachers means the introduction of the new entrants to the teaching profession, with a view to providing them with information about the school system, its objectives and goals.

Induction should apply to both newly appointed teachers and reassigned teachers or administrator. An instance is when a teacher is transferred from one school in one locality to a school in another locality.

At the point of appointment, it is important to make the newly recruited to be aware of the fringe benefit, attached to their work or productivity and the procedures for applying for these benefits. These include; hospitality, sick leave, maternity leave, annual leave bonus, retirement gratuity, rent allowance, transportation allowance and insurance against hazard at work. Induction or orientation does not only promote employee's favourable attitudes towards the organization, it also imbues them with a sense of belonging.

v) **Staff Promotion**

Occupational advancement is one of the major expectations of workers over a period of time. Some staff may feel cheated once they are not promoted for certain period of time.

According to Vroom (1964): in Eneasator and Nduka (1998), expectancy model of work motivation should be applied for staff promotion. This model of work motivation postulates that the efforts one put into work depends on the value one

places on the expected reward, and the likelihood that the reward actually will be received if the effort is made. The implication according to Eneasator is that if a worker feels that he can satisfy his needs without putting in any effort, he will not make any effort. If he discovers that the satisfaction of his needs is dependent on the exertion of a given amount of efforts, he will put in the required efforts. Qualification, hard work and time limit are the ingredients for promotion.

vi) Staff Retention, Transfers and Termination of Service

Important to note is that the ability to keep staff in their jobs and make them want to stay according to Musaaazi (1982) depends on the management ability to encourage workers and persuade them based on the following guidelines; establishing a clear policy on the principles of fair play, clear channel of communication, participation in decision making, welcoming and encouraging new ideas and initiatives.

Transfers on the other hand occur in response to the need to supply the right kind of staff. Transfer creates certain roles that specify certain behavioural expectations, but such transfers must be in accordance with the individual's personality trait.

As the personnel department is the first point of contact with the school system, so it is the last point of contact. There will be a case for termination of an appointment, if a staff is found to be disloyal to his employers or to neglect his responsibilities.

A teacher's appointment can be terminated for the following:

- i) Immoral behaviour
- ii) Commission of felony
- iii) Drunkenness
- iv) Repeated failure to comply with official directives
- v) Physical or mental incapacity
- vi) Continual neglect of duties

vii) Staff Evaluation

The purpose of evaluation in an organization is to help to determine the degree to which goals are being accomplished and to determine what improvement can be made. The process of evaluation involves:

- i. Determining the desired level of competence.
- ii. Determining the level of competence of evaluation
- iii. Relating the competence of the subject of evaluation to the desired level of competence.

Evaluation should be a continuous process and should be assessed by the Chief Executives of the Organization or his delegates. It should be aimed at improving the effectiveness of the staff rather than as a means of punishing them. Evaluation if properly maintained, assist greatly in promotion of staff, since it uncovers the

particular talents of individuals and helps in discovering areas of weakness that need improvement.

ACTIVITY

1. Outline the human resource elements in an organizational set up.
2. What are the employment procedures to be considered for the recruitment of a new staff?
3. Differentiate between orientation and induction.

SUMMARY

- Human Resource is made up of all the personnel in a given organization. The personnel department makes effective use of these elements in the organization with the ultimate goal of obtaining the maximum output. In this unit also, the roles of the personnel department have been discussed under the following; staff needs and requirement, employment of staff, staff development staff orientation, staff promotion, transfers, staff retention, termination and staff evaluation.

ASSIGNMENT

1. Briefly discuss the steps to be involved in the recruitment of a new staff in an organization.
2. Write short notes on the following; staff Retention, Transfers and Termination of appointments. What are the reasons for termination of staff appointment?
3. Outline the roles of personnel department and give detail explanation on any four.

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UNIT THREE: ORGANIZING RESOURCES FOR EDUCATION: PHYSICAL, FINANCING RESOURCES AND BUDGETING IN THE SCHOOL SYSTEM

INTRODUCTION:

There is no controversy in the fact that the educational system is a system of production. The school could be viewed as a factory that requires money, men and material resources to aid production. The school plant, which refers to the physical facilities available in the school such as the school site, the buildings and equipment could simply be likened to the capital in an industrial setting. Just like the school system itself, the school plant need to be adequately managed in order to ensure both effectiveness and efficiency of the system. Available funds allotted for such school management need to be wisely spent.

OBJECTIVES:

At the end of this unit; you should be able to

- i) Indicate, that having appropriate physical facilities to support the educational efforts is essential
- ii) Discuss the school plant maintenance
- iii) Draw attention to possible sources of getting money to support the provision of educational opportunities.
- iv) Enable school administrators to appreciate their role in the planning of school plant and maintenance.

THE SCHOOL PLANT (PHYSICAL FACILITIES):

School plant management is the process of planning to meet the need of the school for physical facilities, constructing such facilities and keeping the facilities in good condition so that they can be put into operation when required for teaching and learning.

The school plant is the space interpretation of the school curriculum. One of the ways in which curriculum finds its physical expression is through the construction and internal arrangement of the school plant. An effective school plant is a controlled environmental condition which aids the teaching – learning process and at the same time protects the physical well –being of the occupants.

Maintenance of school plant is concerned with keeping grounds, buildings and equipment in their original condition of completeness on efficiency. Knezevich (1975) has rightly stated that the time it takes for a building to become physically obsolete depends on the quality of the original construction and materials as well as the quality of house keeping and maintenance.

It is the responsibility of the supervisor and the school head to formulate the kind of building operation and maintenance programme that will extend the useful physical life of buildings

and equipment. In school maintenance, rehabilitation involves the restoration of floors, walls or ceilings of buildings to their original state. It is a process of face lifting, in which split walls, leaking or blown off roofs, falling ceilings, broken windows and cracked floors are mended and re-decorated for further educational use. There is close relation between the quality of custodial services and the need for maintenance.

Kenevich (1975) pointed out, that there is need for a close relationship between the school curriculum and the school plant. Rehabilitation or improvement on the physical facilities in the schools should be made for the following reasons.

- i) Out dated school buildings should be replaced for modern educational purposes
- ii) A new 'Openness' about educational purposes and processes is gathering momentum. Value questions are being asked in a greater degree now than before.
- iii) New social, political and educational demands are being imposed on the schools.
- iv) Demand for education is increasing especially with the launching of the Universal Basic Education (UBE) in the country.

Okeke (1985) emphasized that the kind of spaces to be included in the educational plant depend ultimately on the school curriculum. If Vocational, Agriculture, Home economics, industrial art, Business education etc are part of the educational experiences within the system, it follows that space for learning in these areas must be designed. The number of each kind of space for learning will depend on the size of school enrolment.

Coombs (1974) maintains that the school plant planning starts and ends with the children and the building are to be designed to satisfy the children's physical and emotional needs.

Okeke (1985) further pointed some steps to be considered in obtaining a new school plant.

- i) Analyse the educational needs of the community and decide on the future school programme.
- ii) Make a survey of the whole school division to know the available plants, their functional condition and how relevant they are still carrying out the educational aims and objectives.
- iii) Select and acquire a site necessary to carry out the approved plan resulting from the survey.
- iv) Develop carefully the educational specification for each facility envisaged in the new plant, bearing in mind the anticipated economic and social conditions.
- v) Design each separate facility in adherence to the educational specifications.
- vi) Publish tenders, secure bids, award contracts and put up the buildings strictly according to the approved working drawings.
- vii) Finally, equip the buildings and put them in use.

ACTIVITY I

1. Make a survey of your school, and outline all the basic physical facilities within the environment.
2. What are the steps to be considered in obtaining a new school plant?

FINANCIAL RESOURCES IN THE SCHOOL SYSTEM

The National Policy on Education (2004: 61) sees Education as an expensive social service and requires adequate financial provision from all tiers of government for successful implementation of the educational programmes. Education is not free. It has become abundantly clear that government source alone cannot meet the country's educational needs. The concept of education has a far-reaching financial implication for other competing social services and the ordering of national priorities.

Eresimadu (1996) posits that it has become absolutely necessary to proficiently exploit other avenues for generating school funds and as well as embark on cost saving devices to be followed by prudent management. These include;

1. **School Fees** – The serious financial constraints in the face of widespread demand for education calls for contribution of beneficiaries of education in terms of payment of fees. It was in this regard that O'. Donogline (1971) assert that it would be quite feasible to specify a period of compulsory education and still to charge fees. In this case, fee is charged on every child that attends school.
2. **Education Levies** – This is a sort of education levies imposed on every taxable adult. This may be referred to us capitation or education rate.
3. **Taxes** – In countries like the U.S.A., more funds accrue to education from taxes, income, profit and property taxes have substantial contribution to make to education; others are wealth taxation, and value added tax to help supplement government's effort.
4. **Endowment Fund** – Rich citizens could assist education by means of endowments. These are funds made available by individual citizens, who have the resources especially for the advancement of education.
5. **School Commercial Activities** – According to Anderson and Dyke (1972), contended students should be partially self-supporting so that they may develop a sense of financial responsibility, dignity of labour and an understanding of the cost of education. A survey conducted in Lagos in 1975 according to Adesina (1981) showed that schools make up to half of the total returns in fees from such activities as sales of agricultural products, arts and crafts, raffles etc. Schools could also raise money from the sales of uniforms, books, rentage of halls etc.
6. **Non Monetary Measure and Cost Saving Devices** – Schools could receive support from both internal and external sources such as UNESCO, UNICEF, USAID etc.

These forms include;

- i) Supply of expatriate teachers as well as teaching/learning materials.
 - ii) Scholarships for studies abroad.
 - iii) Financing of institutions in co-operation with government, communities or private individuals.
7. **Federal Aids** – Since the Federal Government has a more powerful taxation ability and since the oil revenue has boosted its financial strength, a percentage of Federal Government revenue should be allocated to each state in the Federation for educational purposes.

SCHOOL BUDGETING

Okeke (1981) pointed out that it is one thing to make funds available to education; it is yet another thing to spend the money wisely. It is imperative that the providers of money for education have to be satisfied that the spending is legitimately wise; otherwise if they are not satisfied, they will refuse to make more money available or else they will specify how the money should be spent.

Roe (1961) defines educational budget as the translation of educational needs into a financial plan which is interpreted to the public in such a way that when formally adopted, it is willing to support financially and morally for a year period.

Adesina (1981) sees school budget as a plan for financing school system for a given period and grouped it into three parts

- i) Education plan
- ii) Expenditure plan
- iii) Revenue plan

IMPORTANCE OF BUDGET:

Eresimadu in Bosah and Eneasator (1990) posits that the following points are the importance and purposes of a budget.

- i) The budget helps to project educational programme for the next one year.
- ii) It helps to indicate the main sources of funds for the educational programme.
- iii) It enables variability in prices between one year and the other to be detected for a particular programme or item.
- iv) It guides the school Administrators to disburse school funds with reference to financial regulations.
- v) The public is informed through the budget the kind of educational programme for the children.

- vi) It helps the public, individuals and governments to evaluate an academic session's programme and to recommend improvements for the following years.
- vii) The knowledge and experience gained in the implementation of the budget this year, help in better planning and more effective control measure next year and other years.
- viii) The budget shows the contributions individuals, organizations local, state and federal government in the funding of education.

Finally, the success of the school budget should be judged by the extent to which its estimates of receipts and expenditures agree with the actual amount received and expended. Under favourable conditions and in the absence of emergencies, a well made budget will agree very closely with the actual figures shown in the annual report.

ACTIVITY II

1. Outline the possible sources of getting money to support the school.
2. Design a simple plan of activity within your educational set up that can generate revenue for the school within a given period.

SUMMARY

- This unit focused on how material and financial resources are organized to achieve educational objectives. School buildings should be of modern design and should be reflections of the type of learning that goes on within them, Funds available to education should be spent wisely, to enable the providers make advance and adequate plans for better management. Budget controls financial income and expenditure in the school system and purposes for budgeting are high-lighted.

ASSIGNMENT

- 1) Define school plant.
- 2) What are the sources of funds in an educational set up?
- 3) What is the role of the school administrator in the planning of school plant and maintenance.

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UNIT FOUR: LEADERSHIP IN THE SCHOOL SYSTEM

INTRODUCTION

The school system is increasingly challenged with many complex problems. There is a general outcry that standards of education are falling and morals are flagging. Some blame the pupils for this apparent decline in education and moral values, a thoughtful few think that they are due to the nature of change in all directions. Majority blame the teachers for the woes in our schools. They are not as devoted and dedicated to the cause of education as their predecessors. Teachers as a group blame parents and the children. They also blame the government for unattractive condition of service and for poor physical facilities in the classroom.

These problems and many more offer too many opportunities to exert leadership. The school headmaster or principal or the administrator is viewed to be the leader of the school and must be very effective in his operations. It therefore follows that an effective school leader translates the educational policies, laws and regulations into practical operational policies.

OBJECTIVES

At the end of this unit; you should be able to

1. Give brief definitions of leadership.
2. Explain the different styles of leadership in administration
3. Outline the qualities of a good leader.
4. Identify the role of the school head in achieving the purpose of the school.

DEFINITION OF LEADERSHIP

Leadership is a long standing and widespread topic of concern and many people see it from different perspectives.

Thieraut et al (1977) defined leadership as a way of stimulating and motivating subordinates to accomplish assigned tasks. Although the leader is part of the group, he is distinct from it and is concerned with guiding, conducting and directing it. The leader moves the individual(s) or group(s) within the constraints of its maximum capabilities to attain certain specified goals. The responses of the individual(s) or group(s) will largely depend upon the capabilities of the leader.

Adesina (1990) sees an effective leader as the person who is not only able to make his subordinates want to do what they have to do, but also recognizes that they must be motivated to ensure that the goals and objectives of the institutions, organization or system are met.

Leadership is the behaviour of an individual when he is directing and guiding the activities of the group toward a shared goal (Green field & Andrews (1961). According to Ukeje et (1992), it is an input into organization and involves interpersonal influences as one initiates

structures and acts that result in a consistent pattern of group interaction aimed at productivity and individual fulfillment.

A satisfactory definition of leadership should contain the following ideas, influence, group, situation and goal. The leader most of the time, uses influence as opposed to force. In relation to educational administration, leadership is the act of influencing a group of people in a particular situation towards the achievement of a goal or a set of goals. A leader possess the skill which the group find valuable in attaining the goals.

QUALITIES (CHARACTERISTICS) OF THE LEADER

It is generally accepted that the quality of leadership in an organization, be it religious, social, educational or otherwise affects to a large extent the success or failure of that organization.

Qualities of leadership according to Adesina (1990) can be categorized under two major headings – tangible and intangible.

- 1) **Tangible Qualities** – They are more obvious and quite easy to evaluate. They have to do with acquired skills – sound educational qualification, experience on the job, etc.
- 2) **Intangible Qualities** – These are less obvious and usually take a long time to grasp – for example the leader’s imaginative ability, leaders love, consideration for others, progressiveness, motivation techniques, respect for subordinates, good intentions etc.

Again a good leader must be courageous. This is not the physical courage to face external threats but the courage to expect and accept risks and failures. He must be able to defend his actions and protect the interest of his subordinates. He must believe in his own potentials.

In addition to the above Akabogu (1972) (unpublished) outlined the qualities of a good leader (principal) to be thus;

- i) Clear knowledge of what the objectives of schools are and of the means for their attainment.
- ii) Reasonably good health and physical stamina.
- iii) Sympathy, confidence, gregariousness and demonstrable capability to work with people.
- iv) Even disposition, sense of humour without intense moodiness and temper fuse-ups.
- v) More – than average intelligence associated with mental quickness and acuity.
- vi) Orderly life.
- vii) Intensive professional training with a social general education.
- viii) Comprehensiveness and flexibility in thinking together with initiativeness and ambition.
- ix) A philosophy of life that leads to action with desirable character
- x) Balance between introversion and extroversion.
- xi) Very wide interest.

Finally, Ukeje et al (1992), pointed that a good leader should have a religious belief and live a religious life.

ACTIVITY I

1. Define Leadership
2. What are the qualities of a good leader.

STYLES OF LEADERSHIP

Leadership style is simply a narrower concept that refers to a characteristic way, to which a leader relates to his subordinates in a working environment.

Many models have been used to analyse leadership styles in order that people would come out with a statement on the most appropriate style for the administrator to use in order to be effective as a leader.

1. The Authoritative Style

The administrator determines all policies, techniques and functions. The sub-ordinates have little or no freedom to make suggestions. They are grounded mainly on fear, threat and force and hence it is labelled negative. The administrator insists on strict obedience of rules and regulations. He is not prepared to bend procedures to accommodate even peculiar needs to people.

Workers engage in eye service and neglect their work in his absence.

2. Democratic Style

The administrator allows suggestions and group discussions in which he plays an active role. No force is used instead every organization members see the need for work to continue based on personnel commitment whether the leader is there or not. Decision making process is participative hence the democratic style is supportive.

3. Laissez-Faire Style

This style is a leader-less style. He gives instructions on the task to be performed and thereafter remained completely passive. The leader does not worry about – procedures, nor does he care about rules and regulations. This style usually leaves the job uncompleted at the end of the day. It allows a great deal of freedom and the group remains loosely structured.

4. Task – Oriented and People –Oriented Style

These models distinguish between consideration for tasks and concern for people.

In task oriented leadership, emphasis is placed on the work with good relations being incidental. This styles emphasizes the attainment of goals, rules and regulations. It is

job centered, production centered and boss centered. This style agrees with the assumptions of Theory X.

In people –oriented style, attention is given to the needs of people and production is incidental. His primary aim is to keep sub-ordinates happy and contented. Much delegation is carried out and there is little or no social distance between him and the staff.

These leadership style singly or in combination may work best in certain situations, hence the issue of which is the best may not arise. The choice of style will depend on the goal, the situation and the people involved.

LEADERSHIP TASKS

The specific task areas of leadership would vary from one situation to another. The major task of all leaders is how to influence the behaviour of subordinates so that results of the system are attained.

Motivation – In the school system, the principal motivates his staff by providing immediate attainable goals toward which the staff should work. He is to ensure that means are provided for attaining goals set for staff. Another way, is through feedback.

Understanding the Ability of Staff – Since the school system would comprise men and women of different specializations, it is essential for the school principal to know the capabilities and characteristics of each staff.

Job Classification – On entering a system, the new employee would like to know what his specific tasks are. It is the principal's task to match people and position. This should be done based on specialization and interest areas.

Staff Orientation – After staff have been recruited and assigned, the school head introduces them to the system. This minimizes the adjustment problems confronting the staff. The type of environment in which the new staff finds himself and the first impression he has in his early days would go a long way to influence his behaviour and moral within the system.

Staff Development – In the school system four types of staff development as viewed by Adesina (1992) can be conceived. It aims at correcting certain deficiencies which were known at the time of appointment. It equally enables the teaching staff to face the challenges resulting from innovation in the school curriculum. Non professional teachers are encouraged to professionalize while the professionals themselves acquire higher qualifications for greater responsibilities and status within the school system.

Staff Supervision and Assessment – Supervision helps the new teachers to understand the purposes, responsibilities, and relationships of his position and the directions of his efforts. The principal gives clear guidance as to steps, methods and goals of work and makes personal examination or the work of individual members without straining relationships.

In assessing staff, emphasis must be placed on the requirements of the position and the relevance of the staff's contributions to the institutions activities, aspirations and objectives.

ACTIVITY II

1. Outline and explain the leadership styles in any formal organization.
2. What are the administrative tasks of a principal in a school setting?

SUMMARY

- Leadership is the act of influencing a group of people in a particular situation towards the achievement of a goal or a set of goals. In the context of Administration, leadership is defined as the act of influencing a group of people in a particular situation towards the achievement of a goal.
- It is generally accepted that the qualities of leadership affects to a large extent the success or failure of that organization. Some well known models of leadership styles which the administrative leader could use are discussed. The choice of style will depend on the goal, the situation and people involved.
- Finally some of the administrative tasks which a school head must develop if he is to succeed were identified.

ASSIGNMENT

- 1) Define leadership in the context of educational administration.
- 2) Discuss the implication of the different models of leadership styles in the school system.
- 3) What are the basic functions of a school principal?
- 4) Outline and describe what makes a good leader.

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UNIT FIVE: MANAGEMENT AND CONTROL OF EDUCATION IN NIGERIA

INTRODUCTION:

In this Unit, you will learn about the provision and control of education in Nigeria dating back to the traditional set-up. You will also learn about the activities of the missionaries and their interest in dispensing education to the natives. Also explained are the roles of the colonial masters in the provision of education and the metamorphosis it witnessed in the hands of regional governments. The involvement of the Federal, State, Local Governments, and private agencies in the control and management of education in the country is also explained.

OBJECTIVES:

At the end of this Unit, you will be able to:

- (i) explain the role of traditional institutions in the management of informal education in Nigeria;
- (ii) discuss the motives of the missionaries in the provision of education;
- (iii) identify the factors leading to the eventual take over of schools by the Colonial Masters;
- (iv) appreciate the involvement of the three tier governments in the provision of education; and
- (v) assess the contributions of educational agencies in the control of education.

ORGANISATION AND MANAGEMENT OF TRADITIONAL EDUCATION SYSTEM IN NIGERIA

Schools as they are known today do not exist as they did in the traditional, pre-colonial Nigerian society. In those days, everywhere was a training ground for persons who were expected to learn good social skills, functional vocational skills and life-long occupations from their parents and forefathers in order for them to be able to live peacefully in and contribute effectively to the general growth of the society. A good family prides itself of members who could relate well with others and whose attitudes and behaviours serve as shining examples to other members too. The young always look up to the elderly ones for guidance and direction on the best forms of behaviour.

The cultural heritage of the society, which was jealously guarded by the chiefs and the elderly, was passed on from generation to generation. Every responsible individual of the society is automatically a teacher. Priests and charlatans combine to play supervisory role in regulating behaviour and sanctioning wanton violation of societal etiquettes. Children from good homes are always respected and are scrambled to be married to while those from bad ones are excommunicated.

People learn the occupations of their fathers and those of their immediate environments. People are at liberty to identify with any occupation so long as it could help them to maintain their families and contribute their quota to the overall development of the society. Farming, hunting, fishing, smithing and hut-making are the dominant occupations of the traditional Nigerian society. Since learning skills mostly involves practical work, observation was the main methodology of determining expertise in a particular trade.

Competition among peers of the same age-grades was encouraged and initiation ceremony was often organised to celebrate the graduation of training received on specific trades.

A family known for a particular trade always ensured that its members continue to practice and excel in it by all means. Heredity, therefore, became vital factor of ensuring continuity of societal trades from generation to generation. A whole family could be successful fishermen, farmers and hunters and would still be content. Depending on cultural variations, individuals who excelled in their trades were normally decorated with titles to distinguish them from others. Hard work and family virtues were always encouraged on occasions by praise singers who poured encomiums on persons who rendered distinguished service. Failure was often mocked at as a deterrent for future recurrence.

ACTIVITY I

1. What methods were used in learning trades in the traditional Nigerian Society?
2. Explain the main factors of the traditional education curriculum

THE MANAGEMENT OF FORMAL (WESTERN-TYPE) EDUCATION IN NIGERIA

The history of formal education in Nigeria dates back to 1842 when the first primary school was established in Badagri. Gradually, formal education began to spread in other parts of the country with Christian missions playing a dominant role. The missionaries' desire to participate in the provision of education to the natives was not borne out of sheer interest in educating them but rather to accomplish their main goal – evangelisation. William Boyd Edmond King stated that "... The church undertook the business of education, not because it regarded education as good in itself, but because it found that it could not do its own proper work without giving its adherents, and especially its clergy, as much of the formal learning as was required for the study of the sacred writings and for the performance of their religious duties". Because of the limited scope of the missionary education curriculum, the education they provided came under serious criticism for failing to satisfy local needs of having clerks to work for government administration and commercial enterprises. This necessitated the colonial administration to take over control of education in 1882 after the enactment of the first education ordinance. The ordinance made provisions for the constitution of a General Board of Education, Local Board for Education and drew up rules and regulations governing the establishment of schools and the award of government grants in aid to such schools. This move signified government's intention to take over control of schools in Lagos and its environs.

The Education ordinance of 1887 laid the foundation of educational laws in the country. It made provisions for the constitution of a Board of Education; the appointment of an inspector of schools and other education officers, grants in aid to schools and Teacher Training Institutions, certification of teachers, establishment of scholarships for secondary and technical education and empowered Government to open and maintain schools. Other Ordinances that were enacted later all attempted to improve upon what were provided for in the old ones. The regional governments enacted laws in the `50s to ensure proper administration of education in their respective regions. This bold step was initiated by Chief Awolowo's Western region, then followed by Zik's and Sardauna's Eastern and Northern regions respectively.

In the early 1970's, during the reign of military administrators, a landmark was made in the area of higher education with the promulgation of a policy, which makes higher education the sole responsibility of the Federal Government. The concept of higher education was seen to have been limited to University alone as states were allowed to establish other categories of higher education like the Colleges of Education and the Polytechnics.

Thus far, we have seen a brief history of the management and control of education in Nigeria from the traditional set-up to the colonial period; we have also studied the administration of education under the regional governments and how the Federal Government finally took over control. Now, we are going to look at the roles of the various tiers of governments in the management of Nigerian education system. But let us attempt this activity before we proceed:

ACTIVITY II

1. What was the primary goal of the missionaries in the establishment of schools?
2. Discuss the steps taken to revolutionise control of education in Nigeria.

THE ROLE OF THE THREE – TIERS OF GOVERNMENTS IN THE MANAGEMENT AND CONTROL OF EDUCATION IN NIGERIA

Because of the critical nature of education and its importance in turning around the socio-political and economic fortunes of the nation, its administration has been vested in the hands of the federal, state and local governments for proper formulation and implementation of its policies. This then makes it imperative for us to look at the role(s) each tier plays and the various organs (departments) that ensure the translation of education policies into concrete, practical terms.

The Federal Government

The federal government considers education as a very important tool for development and so has decided to take full responsibility of its administration and control. It initiates and formulates national education policies in National Council on Education (N.C.E.) meetings after receiving inputs from Joint Consultative Committee on Education (JCCE), which draws its membership from all educational institutions and states in the country. To simplify its activities, the federal government published a National Policy on Education in 1977, which

was revised in 1981 1989 and 2004 with the sole aim of helping to direct its focus in the discharge of its educational obligations to its citizens. Taiwo A. etal (1992: 85) posits that the federal government has drawn up the national policy on education around the overall national objectives of achieving national development, integration, and unity. “Education in Nigeria is no more a private enterprise, but a huge Government venture that has witnessed a progressive evolution of Government’s complete and dynamic intervention and active participation. The Government of Nigeria has adopted education as an instrument par excellence for national development”.

The organ that discharges the Federal Government’s role in education is the Federal Ministry of Education which has its executive head as the Federal Commissioner or Minister. Appointed by the President, the roles of the Minister for Education are to: direct and develop national education policies; initiate policy decisions at federal level and co-ordinate those initiated at the state level. He serves as the accounting officer of his ministry as he takes final responsibility for all educational matters. He is answerable only to the president of the Federal Republic of Nigeria.

The Minister is being assisted by the Permanent Secretary (Director –General) who is expected to be the most senior Director of the Federal Ministry of Education. His position makes him the most knowledgeable and experienced staff to advise the Minister in the formulation and implementation of education policies. He is responsible for the administration and control of the Ministry, co-ordination of its activities, general direction of its policy and other decision – making matters. He ensures that government’s decisions and policies are carried out to the letter and presides over the meetings for the Permanent Secretaries of State Ministries of Education. Under him is an array of Directors who head the various departments of the Ministry. Each Director is assisted by Deputy Director(s) and Assistant Directors. Below the Assistant Directors is another range of civil servants including administrators, professional officers and supporting staff who work together as a team to assist the Minister in education policy formulation and implementation.

There are many agencies that help the Federal Government to dispense its educational obligations through the Federal Ministry of Education.

These agencies include the Nigerian Educational Research and Development Council (N.E.R.C.), the National Teachers’ Institute (NTI), the National Commission for Nomadic Education (N.C.N.E) the Nigeria Universities’ Commission (N.U.C.), the National Commission for Colleges of Education (NCCE) and the National Board for Technical Education (NBTE),the Universal Basic Education Commission (UBEC), among others. All these agencies help to regulate and control education in Nigeria.

Departments of the Federal Ministry of Education

The Federal Ministry of Education has many departments, which work together to actualize the educational aspirations of the Federal Government. Let us now look at some of them and the functions they perform in the Ministry.

(i) **Administration and Personnel Management Department.**

It is in charge of the appointment, promotion, discipline, training, and staff welfare in the Ministry.

(ii) **Finance Department**

This deals with all the monetary affairs of the Ministry including budget proposals, administration of funds, control of expenditure, appropriation of accounts, payment of grants, payment and allocation of votes.

(iii) **Planning, Research and Statistics Department**

The task of this department is to provide statistics on the registration of teachers and students; offer planning and projection analysis; ensure academic programme monitoring and evaluation and help in the provision of information on the economics of education and education insurance projects.

(iv) **Primary and Secondary Education Department**

This department deals mainly with various levels of education such as primary, secondary, teacher training, technical, adult education, curriculum development, and in-service training. It also controls the administration of unity schools and education for the gifted and the handicapped.

(v) **Post secondary and Higher Education Department**

This department ensures the provision of higher education at the Polytechnics, Colleges of Education, and university levels. It liaises with other professional bodies in discharging its educational duties. Such bodies include the National Board for Technical Education (which supervises Polytechnics and Technical Colleges), the National Commission for Colleges of Education (NCCE) and the National Universities Commission (NUC). Others are the Joint Consultative Committee on Education (J.C.C.E), which deals with certain matters affecting education in Nigeria and the National Council on Education (N.C.E.), which deliberates on emerging trends, and issues on education and ensures that standard and quality control in education are not compromised.

(vi) **Inspectorate Department**

Due to the grassroots nature of its role, the Inspectorate Department has been decentralized with zonal and area offices established in all zones and states of the federation. Its role is to ensure quality control in education at primary, Secondary, post – secondary and technical colleges with a view to accomplishing the national objectives of education.

The Federal Ministry of education does not rely only on its internal Departments in carrying out its assignments as other ancillary agencies contribute variously to promote education in the country. The National Manpower Board, for example, helps

the Ministry in the area of conducting surveys on manpower needs and development and makes recommendations for consideration and implementation; Examination Bodies such as the West Africa Examination Council (WAEC), National Teachers' Institute (N.T.I) and the National Examination Council (NECO) assist in the administration of tests for grading, selection, and certification purposes. The mass media, which consists of some government agencies, also help in the promotion of education by broadcasting educational and informative programmes on radio and television sets. The mass media has been very successful in reaching out to the masses of Nigerian society by keeping it abreast with the development in and around the world.

ACTIVITY III

1. Identify the principal officers in the Federal Ministry of Education and explain their roles.
2. Discuss the functions of any six (6) Departments of the Federal Ministry of Education you know.
3. Why did the Federal Government decide to take over the control of Education in Nigeria?

THE STATE GOVERNMENTS AND EDUCATION

Individual states of the federation have their own laws that help guide them in the provision and administration of education. The states are bestowed the powers to finance and fund education at primary and post primary levels. They establish schools and determine their closures based on the existing operational procedures. States are also mandated with the powers to prescribe conditions of service for teachers such as tenure, retirement, salaries, fringe benefits, and teachers' qualification and, in some cases, even their certification.

The education system under state Governments is run by the State Ministries of Education, which participate in the formulation of educational policies that suit the peculiar needs of individual states.

The State Ministries also participate in the control and administration of education at both the primary and secondary levels with a view to providing education to the wider spectrum of the state populations. Other functions the State Ministries of Education perform include planning, research and development of education at state level; inspectorate services to maintain and improve standards; co-ordination of the activities of agencies concerned with the provision of education in the states such as the State Board of Education, the Local Schools Board, the Local Education Authorities; examinations particularly certification of primary school teachers and the establishment of the State Teacher Registration Councils. It also administers the disbursement of funds provided in the budget.

The Commissioner is the chief executive officer in the State Ministry of Education and he is appointed by the Governor on the confirmation of the House of Assembly. He is responsible

for the promotion of education in the State through policy direction and formulation. He is answerable to the state Governor and the State Legislature.

Like the Federal Ministry of Education, the Permanent Secretary or the Director-General is the next officer to the Commissioner for Education in the state. He is the chief administrative executive of the Ministry who is responsible for the daily administration and control of education in the state. As a seasoned education administrator, he serves as the Chief Adviser to the Commissioner on matters of education administration and control in the state.

The State Ministry of Education has a number of Departments which are headed by Directors. The functions of State Directors are almost similar to those performed by their counterparts in the Federal Ministry but in a narrower scope since they operate mainly at the state level.

Due to increased responsibilities in running education and its rapid expansion at both the primary and secondary school levels, the State Governments, through Ministries of Education, have decided to establish educational agencies that will shoulder part of the responsibilities. Though their functions vary from state to state, their establishment is generally considered a healthy development for the growth and expansion of education at the state and local levels. The following are some of the agencies commonly concerned with the provision and management of education in the states:

(i) **State School Boards**

These are intended to perform some of the functions of the State Ministries of Education and they are generally responsible for education at post-primary level. The Boards are charged with the responsibility for the appointment, promotion, posting, and discipline of staff. They also ensure and maintain quality of instruction in schools and co-operate with various personnel in the Inspectorate Division to achieve this objective. They also administer the programme of educational funds and aid to institutions that require them and then assist by raising funds for educational purposes. The Boards are also required to perform such other functions as may be conferred or imposed on them by the State Governors in relation to teachers or institutions of learning:

(ii) **State Primary Education Board (SPEB)**

This is another body established by the State Government to chiefly supervise the dispensation of education at the primary level. The Board liaises with the Local Government Education Authorities (L.G.E.As) to ensure that primary schools are established where they are required and that they are adequately equipped with infrastructural facilities. The Board, in conjunction with the L.G.E.As, also deals with such matters as the provision of guidelines on the establishment of new schools and new capital projects; retirement, recruitment and re-absorption of teachers; approval of schemes for the training and re-training of teaching and non-teaching staff; assessment and provision of salaries and allowances of staff; rendering of advisory and consultancy services and the promotion of high-quality education. The Local Government Education Authorities (L.G.E.As) also administer funds from the State

Governments and may supplement it from local source. However, with the advent of the Universal Basic Education Programmes, the Universal Basic Education Commission (UBEC) has established Universal Basic Education Boards (UBEBS) which are to effectively take over the functions of the erstwhile SPEBS. The State Primary Education Board (SPEB) is headed by a Chairman while L.G.E.A is headed by the Education Secretary. Both have staff that assist them in the discharge of their responsibilities

ACTIVITY IV

1. Discuss the role of the State Ministry of Education in the management and control of education.
2. The control of education cannot entirely be placed on Government's shoulders. Identify the relevant educational agencies you know and explain their roles in the management of education in your state.

SUMMARY

- Control of education dates back to the period when traditional form of education was given. At the period, everybody with special skills could be a teacher and emphasis was laid more on cultured behaviour and acquisition of life – long (vocational) skills. The formal type of education was introduced in the country by the missionaries who wanted to train clergymen for the propagation of the gospel. Their curriculum was limited to few subjects with emphasis on 3 R's (Reading, 'Riting and 'Rithmetic). The colonial masters found the curriculum used by the Missionaries as inadequate and they took over the provision of education by introducing more schools and more teaching subjects. This was envisaged to provide training to the natives that will later serve as their secretaries, clerks, and administrative officers.
- The regional governments also played significant role in the provision and control of education in the 50's. Aggressive campaigns preparatory to Independence led to the launching and declaration of free primary education by leaders of the regional governments.
- At independence, Federal Government realised the importance of education and so decided to take full responsibility for it. The Federal Ministry of Education and other educational agencies are vested with the powers to provide, promote, and control education throughout the federation. At state level, control of education is in the hands of State Ministry of Education, and education-related agencies such as School Board, SPEB and the L.G.E.As.

ASSIGNMENT

1. Undertake a study tour of your Local Government Education Area (L.G.E.A) and examine how they administer and control primary education in the area.

2. Explain the procedure for the appointment, promotion, and retirement of post-primary schoolteachers in your state.

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