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AUTHOR	Ogunyemi, Michael Ade
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ABSTRACT

The need for change in the primary school curriculum in the Western State of Nigeria has been felt for some time, and efforts at curriculum reform have already been made. This paper examines some of these efforts with a view to identifying their merits and defects, especially in the absence of a permanent structure for curriculum development activities. The paper also suggests guidelines for future curriculum development processes, including proposals for the establishment of curriculum development centers in the country. The structure, organization, and functioning of these centers, as well as their financial implications, are examined. (Author)

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PRIMARY SCHOOL CURRICULUM REFORM IN THE WESTERN STATE OF NIGERIA

Michael Ade Ogunyemi

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PREFACE

The theme of this paper is reform in the primary school curriculum in the Western State of Nigeria. The need for change has been felt for some time and efforts at curriculum reform have been made. This paper will attempt to examine some of these efforts with a view to identifying their merits and defects, especially in the absence of a permanent structure for curriculum development activities.

Chapter I will trace the background history of the evolution of the primary school system within which the curriculum operated. This will be followed by a close look at the school curriculum in Chapter II. The primary school curriculum and efforts at improving it will be looked at in two phases - the 1960's and the new curriculum exercises of 1970-1973.

Guidelines for future curriculum development processes are suggested in Chapter III, which also contains proposals for the establishment of curriculum development centres in the country. The structure, organization and functioning of these centres, as well as financial implications, are examined.

This catalogue of events and programmes as contained in this paper is intended not to bore the reader with unnecessary description and narration but to trace the trend in curriculum development in the State with a view to pinpointing what could be identified as its shortcomings and the practical problems facing such a development in Nigeria as well as spotlighting the march towards a better curriculum development process. But above all it is hoped that the 'strategies for future curriculum development activities' outlined in Chapter III will provide a useful guideline for systematic curriculum development which is an important component part in the improvement of the quality of education.

Chapter I. The primary school system in Western Nigeria

Structure

The structure of the primary school system in Western Nigeria has been changing in recent years according to modifications of the educational objectives passed down by the colonial administration. Three stages in the evolution of the structure can be distinguished and these coincide with the colonial era, the self-governing era and the post-independence era:

a. The colonial era (up until 1952)

During the colonial era, there was an eight-year primary school system divided into junior primary and senior primary. The junior primary consisted of two years of infant schooling where pupils were taught in Yoruba, the mother tongue spoken by everybody in the present Western State. The objective was some degree of proficiency in reading and writing in the mother tongue. This was followed by a two-year period during which the language of instruction gradually changed from the mother tongue to English. Graduates of the junior primary schools moved automatically to the senior primary schools which were often centrally located to absorb pupils from clusters of villages. Here they spent four years.

Entry age into the infant classes varied between 6 and 9 and, because repetition was not only allowed but encouraged, it was not unusual to find pupils aged 20 plus in the primary schools. This was perfectly in order because the aim of the primary education was basically to produce clerks, lay-readers/preachers and pupil-teachers. The more mature the graduates were, the more responsible they would be and consequently the more fitted for their jobs.

School fees were paid, promotion into higher grades was rigorous and corporal punishment was the order of the day. Hence, very few pupils actually enrolled, but once enrolled, pupils stayed in school until they reached standard IV (the entry requirements for court clerks, forest guards, messengers etc.) but most managed to complete standard VI - the terminal grade.

After graduating from the primary school, the majority of the pupils entered the labour market as pupil-teachers: failing which, they sought employment in shops and offices. A few joined the church as lay-readers and catechists. Less than 2 per cent entered the few available secondary institutions.

b. The self-governing era (1952-1960)

Legislative Assemblies were established in the regions of Nigeria in the early fifties. This was followed in 1957 by internal self-government in Western Nigeria. The Western Nigerian legislators were mainly graduates of the Inns of Court in London and the University College of Sierra Leone. Consequently, the West was governed by people who were bubbling with ideas of change, not only in political spheres but also in the educational system as a whole. The period 1952 to 1960 was, therefore, an era of flux in the educational system in the region.

Primary schooling was cut from 8 to 7 in 1953 and the entry age was officially fixed at 6. In 1955, the government of Western Nigeria introduced a compulsory universal free primary education. Financial constraints made it necessary to drop the 'compulsory' clause and to reduce the length of schooling to 6 years. Entry age was fixed at 6+ and promotion was officially automatic. The phenomenal increase in enrolment consequent upon these measures is reflected in Figure 1. Within five years, some divisions had registered over 100 per cent increase. The government envisaged an annual enrolment of about 170,000, but 391,895 were enrolled in 1955 and 744,836 in 1961. This resulted in a very broad-based school pyramid which was to attain a normal shape only in the sixties when the effects of the free schooling had subsided.

c. The post-independence era (1961-1970)

The 1960's was a period of consolidation of the primary school system in the region. The phenomenal expansion of the late fifties slowed down and some divisions actually had a decrease in school enrolment (Figure 2). This was due to the great unemployment which hit the products of the free primary schools.

The situation was not much helped by the introduction of the secondary modern school in 1955 to provide basic vocational training for primary school leavers and to equip some for further studies in the teacher-training colleges, farm institutes and health centres. Some parents began to view the alienation of their children from their rural communities after primary school as a loss not only to the social tone of the villages but, of more importance, to the economy as a whole. Hired labour from the Middle Belt of Nigeria replaced the boys on the farm at great costs. Many pupils were, therefore, withdrawn back to the farm, especially after primary three when they were strong enough to work on the plantations, and time enough before they became used to the school and anti-manual labour attitudes. Drop-outs became a grave problem.

It is these problems of unemployment, rural depopulation and drop-out that have led to the ever-increasing efforts of the government to examine the contents of primary school education with a view to making it complete in itself - to equip the children sufficiently for the world outside the school, to make them sufficiently literate but with greater value for their community and its economic activities. But, before dealing with these curriculum efforts, it will be necessary to examine briefly the nature of the curriculum as it existed and the teaching stock that handled the pre-independence primary school curriculum.

The curriculum and changing objectives

It has been noted earlier that the aim of the primary education during the colonial era was basically to produce office clerks, church officials and pupil teachers. Emphasis, therefore, was on the three R's. But due to the maturity of the pupils and the social status and air of superiority of the 'educated', the senior primary school pupil made special efforts to acquire proficiency in reading,

Figure 1. Divisional comparison of percentage increase in primary boys and girls for the period 1955-60

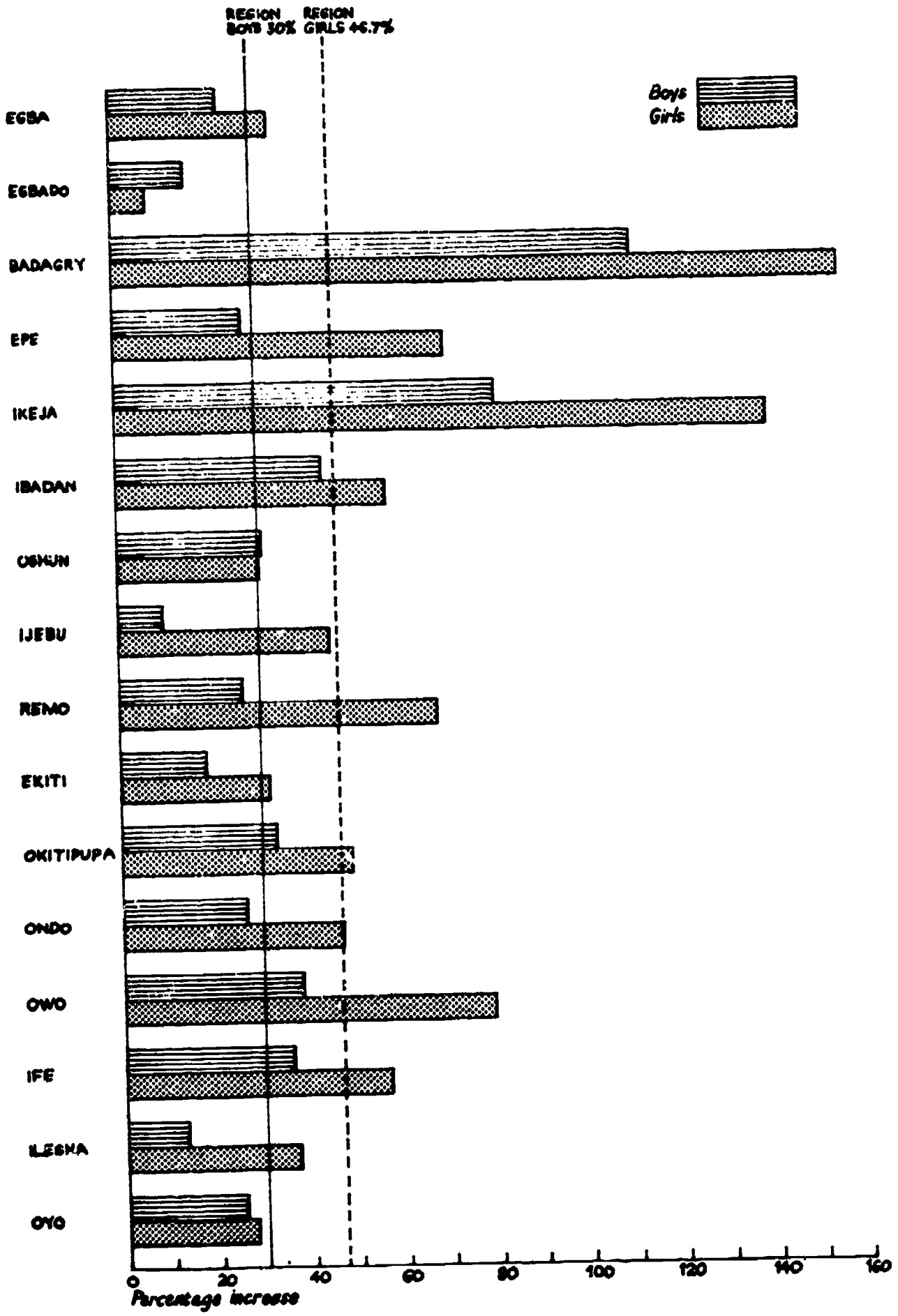
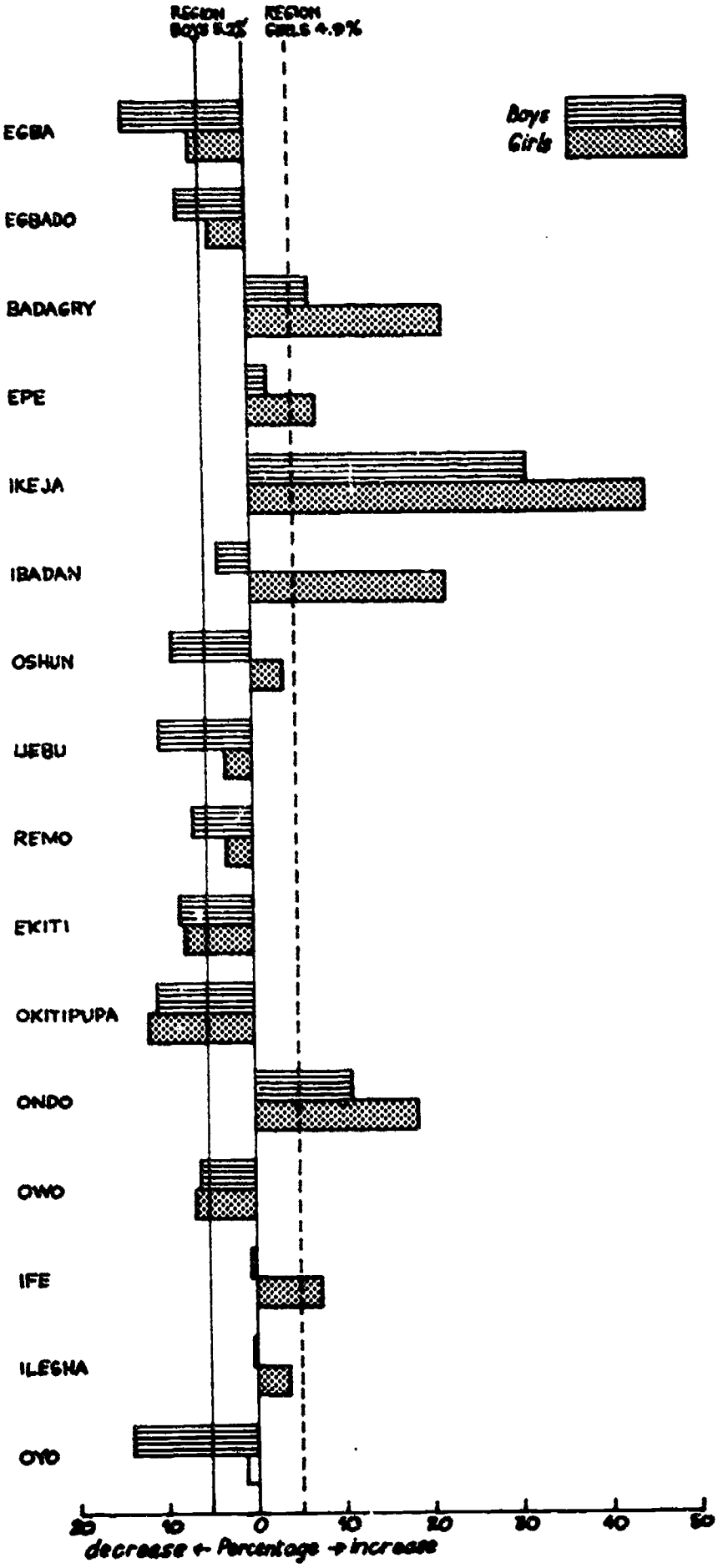


Figure 2. Divisional comparison of percentage increase or decrease in primary boys and girls for the period 1960-64



both in English and in his native language. He was consequently able to study history, geography and literature to a reasonable depth. The Roman conquests were as familiar tc him as the products and climates of the British Empire. Compound interest was his last topic in arithmetic.

In preparation for the six-year free primary education, a committee was set up in 1954 "to produce a revised outline syllabus for a primary course of six years which in its main outline would resemble the former syllabus and would be equivalent to that syllabus in essentials". In other words, the aim was to enable pupils "to reach the same level of achievement in these essentials as was attained at the end of the eight-year course previously".

The committee endorsed the five aims of primary education, as recorded in the findings of the Cambridge Conference on African Education, i.e.:

(i) the development of sound standards of individual conduct and behaviour;

(ii) an understanding of the community and of what is of value for its development and of the contribution which the individual can make to the community;

(iii) the development of a lively curiosity leading to a desire for knowledge about the immediate environment and the world outside;

(iv) permanent literacy;

(v) the acquisition of some skill of hand and the recognition of the value of manual work.

How far these aims were reflected in the outline syllabus and what provisions, if any, were made for the successful teaching of the syllabus in schools will be discussed in a later chapter. Suffice it to say here that, apart from the addition of a course of two years in civics and the exclusion of domestic science and farming, there was hardly anything new in the syllabus.

The committee realized that the syllabus was only an outline and hoped to publish additional suggestions on the use of the new syllabus and teachers' notes later. These were never published and the consequence of a mere outline in the hands of poor teachers with lack of imagination and who knew little or nothing more than the pupils they were teaching, was the rapid fall in standards all over the region.

This led to renewed efforts at reviewing the educational system and the curriculum in the early sixties and 1971 respectively. These will be dealt with later and they form the core of this paper.

The teaching force

During the colonial era, most teachers of each level of education were graduates of that level. Primary school graduates became primary school teachers and the secondary school leavers were employed in the secondary schools if they failed to secure government appointments, but graduates of the teacher-training colleges were posted to the primary schools as headmasters and assistant headmasters. Their dual role as headmasters and organists/preachers made it humanly

impossible for them to have classes. Consequently, most classes were taught by pupil-teachers and the inherent progressive decline in standards was passed down to the self-governing era.

The very rapid expansion of the primary school system consequent upon the introduction of universal free primary education called for a matching increase in the teaching force. The graduates of the primary schools, at this point in time, had neither the maturity nor the knowledge of their predecessors. Neither were the graduates of the secondary modern schools (three-year post-primary course) any better. A new training institution was, therefore, created to offer a two-year post-primary modern school course leading to the award of Grade III teacher certificates. By January 1960, 8,694 teachers of this cadre were already in the system in addition to 5,623 Grade II, 326 Grade I and 26,000 untrained teachers (pupil-teachers).

By 1961, there was already a concensus of opinion that the Grade III teachers were no more needed nor useful in the system. The Banjo Commission, which reviewed the educational system of the region in 1961, said: "Evidence is conclusive that the products of the Grade III colleges are not of a high quality as is educationally desirable, and so there is no need to prolong unduly a course which has outlived its usefulness.." The phasing off of the course was started in 1963 and efforts were directed at making every teacher in the primary school system a Grade II teacher as soon as possible. Active retraining of the Grade III teachers already in the system started in 1969 as part of quality improvement efforts of the Ministry of Education. The last set is hoped to be retrained by 1975. However, as we shall see later, the dream of making all primary school teachers Grade II may still be difficult to realize for a longer time to come. Nevertheless, quality control efiorts have been increasing since 1961 and the new curriculum reform efforts are aimed not only at arresting the falling standards and improving the teaching stock, but also at gearing the curriculum content in tune with the needs and culture of the society.

Chapter II. Curriculum development and control

Direct efforts at reviewing the content of the primary school curriculum in Western Nigeria were not initiated until 1970, but before then everybody was conscious of the need for reform in view of the apparently poor standards of education at all levels. The government for its part appointed a commission in 1960, under Chief the Reverend Canon S. A. Banjo, to review the whole educational system in the region. This was the beginning of reform in Western Nigeria.

The primary school curriculum in the 1960's

a. Banjo Commission

The Banjo Commission was charged with the review of: (i) the existing structure and working of the primary and secondary school systems in the region; (ii) the adequacy or otherwise of the teacher-training programmes; (iii) the inter-relationship between primary education and the various types of secondary education.

In its report on primary education, the Commission devoted most of its comments and recommendations to the falling standards of education and the syllabus in use in the schools. The five aims of primary education, as contained in the preface to the syllabus currently in use (already mentioned in Chapter I), were examined and were all found to be far from being fulfilled.

Deteriorating standards of conduct were excused by "freedom of speech and freedom of enquiry which the lazy teacher takes for impudence and lack of respect". Rather than understanding the community, the young primary school leavers migrated from rural areas to the towns "in search of 'pen-pushing' jobs which they are not even trained for". As to lively curiosity and a desire for knowledge, the Commission noted that there was "the impression that the pupils were just sponges imbibing knowledge not understood or digested, for the sole purpose of regurgitating it for examinations". There was some degree of permanent literacy in Yoruba but not in English, the language of instruction in the upper primary and post-primary institutions. The last aim, that of the acquisition of skill of hand and the recognition of the value of manual work, was least achieved.

Fifteen reasons were given for the falling standards of education in the region. Of these, six had to do with the teaching force - their qualifications, deployment and behaviour; three with the structure of the system - length of course, class sizes and automatic promotion; two with pupils' profile - age and background; three with supervision and control; and only one with the syllabus - its sketchy nature.

This, at first sight, gives the impression that the ills of the primary school system are not from the syllabus. But, when some of these other causes are closely examined, one can see to a very large extent a sketchy syllabus is the root cause of the ills. Most of the teachers (6,020) were primary school graduates with no further training. Many primary schools were headed by Grade III or uncertified teachers, while the upper classes were taught by them. Some Primary I classes were taught by untrained teachers. Above all, staff changes were occurring too frequently due to rapid expansion and retraining.

This, therefore, was not the ideal teaching force that could execute a sketchy syllabus with optimum effectiveness, especially not when the teacher had to face very large classes (sometimes 50) of children from backward homes and for a short period of six years during which time promotion was officially automatic. There was need for a more detailed syllabus and the promised "additional suggestions on the use of the new syllabus, and teachers' notes" were never forthcoming - since 1954.

b. Curriculum content

The view that the syllabus was a major cause of the unfitness of the primary education can best be appreciated if one examines the provisions of the syllabus against the aims of the school system. It must be said, however, in fairness to the Syllabus Review Committee, that their task was to provide 'an outline syllabus' and this they did to the best of their ability under the constraints of lack of suitable textbooks and, of more importance, long before the fever of curriculum development and reform gripped the whole world in the sixties.

Appendix I shows the distribution of periods as suggested by the committee. The usual forum for the training of pupils in the 'development of sound standards of individual conduct and behaviour' is during religious studies. Five periods were allocated to this subject, but the syllabus was completely silent on what to be taught and how to teach it. It was, therefore, left to the initiative of the poorly-equipped teachers and their visiting priests to arrange optimum use of the five periods, most of which were spent on the teacher's private studies.

The syllabus, however, contained a new course in civics "which should help to produce good active citizens of sound character". This course is fully packed with every possible topic through which the teacher could build a good citizen. His rights and privileges, his duties, rules and regulations, service groups, famous citizens, types of government and a host of other civic topics all have places. The intention was good but two years earmarked was hardly enough to permit anything but mere 'imbibing of knowledge not understood or digested'. Only one period of 30 minutes per week was allocated to the subject.

The introduction of civics was also intended to give the pupils 'an understanding of the community and its values, and the contribution which the individual can make to the community'. However the topics suggested were such that they would give the pupils little if any understanding of their own community but of the community outside their own and the values of those societies. The cultural heritage, the recreational activities, norms and beliefs, as well as means of livelihood of the local communities were conspicuously absent. Service groups were to be exemplified by scouts, Red Cross and guides to the exclusion of indigenous institutions such as age groups, war groups, 'esusu', etc. History and geography did not provide anything better to keep the pupil constantly interested in his local community. The short history syllabus is reproduced in Appendix II and the grave absence of anything local in it counts much against the achievement of the objective of arousing the interest of the pupil in his community.

Perhaps the history and geography outlines were intended to help the pupils develop a "lively curiosity leading to a desire for knowledge about the immediate environme.. and the world outside". The earlier older pupils of the colonial days actually acquired this lively curiosity and pursued their quests for knowledge even up to universities in England. The great problem with the present generation of primary school graduates is that they are hardly literate and are, therefore, not able to undertake, unaided, the further pursuit of knowledge which will make them permanently literate and educated.

Permanent literacy was hoped to be achieved through English and Yoruba and, for this reason, an average of 10 and 7 periods out of 40 were allocated to these respectively. The outline syllabuses in these two subjects were painstakingly detailed out into activities - oral work, written work, reading, games and practical activities. The main weakness of the English syllabus was the general lack of examples and guidelines. Phrases like 'practice in making sentences, pronunciation exercises, punctuation practice, verb drills' etc. abound in the outline without specification of the type of sentence, punctuation or verbs to be dealt with and without any attempt at grading the exercises according to the degree of vocabulary the pupils were expected to have acquired. The only textbooks recommended were Longman's New English Course and Oxford English Readers for Africa. There were no supplementary readers mentioned.

The least provided for of all the aims was that of "the acquisition of some skill of hand and the recognition of the value of manual work". The Committee did not consider it "possible to include domestic science and the farming section of rural science", but it was recommended that "these subjects be given generous attention in the secondary modern school". Yet, the primary school is terminal for most pupils!

Nature study and gardening contained adequate basic theoretical materials on which a profitable practical work could be based. Plant growth, soils, useful animals, weather study, tree culture etc. were provided for, but one and a half hours per week could not be enough for the grasping of the principles and adequate application in the school farms.

One of the weakest points of the syllabus was the paucity of recommended textbooks. History and geography had no books recommended, while one or two series were recommended for most subjects. With the exception of Yoruba and one in Art, all books were written by foreign authors with bias for foreign culture. Some of the books could hardly be understood by the teachers themselves, and most of the teachers' reference books were never found in the schools.

The Ministry of Education has recently started correcting these defects through the issuing of lists of supplementary textbooks and readers in all subjects every year, but the main efforts at improving the content of primary education are directed towards curriculum reform and teacher preparation. These new efforts shall be dealt with in the subsequent chapters.

Primary school curriculum reform in the
Western State of Nigeria

The new curriculum efforts

a. Syllabus revision (1971-1973)

The Curriculum, Research and Planning Section of the Inspectorate Division of the Ministry of Education was established in October 1968. By the end of 1970, the unit was already considering setting up a Syllabus Review Committee. This was accomplished in March 1971, when seven State Curriculum Committees were set up 'to serve as continual functioning agencies of the primary school curriculum development and review'. Each committee was in charge of one primary school subject and the subject areas covered by the committees' terms of reference are social studies which are to replace history, geography and civics; mathematics to replace arithmetic; elementary science to replace nature study; English now to be taught as a second language; French, which will in the course of time be obligatory in all schools; Yoruba which, it is hoped, will eventually be the language of instruction throughout the primary school course; and physical and health education, whose new syllabus was published in 1969.

In order to avoid the pitfalls and shortcomings of previous syllabus review exercises, membership of each committee was carefully selected, not only to include specialists in that subject but also to ensure that these specialists vary in the level and area of education in which they are masters. Thus, each team consists of an experienced primary school teacher and a teacher in the teacher-training college, both of whom are to bring the classroom situation and the teacher profile to the awareness of the team. There is also a university lecturer who brings modern trends in education and techniques in curriculum renewal to the knowledge of team members. The Ministry of Education is represented on each committee by an official who himself is a specialist inspector of the subject and who also endeavours to reflect Ministry thinking on some issues. These four form the nucleus of every team and a few others known for their interest in reform and their specialist knowledge in that area, are also added.

Each of the committee's first duty was the drawing up of a 'meaningful syllabus which is in tune with modern trends in education'. Five of the committees (Yoruba and French excepted) have completed the draft outline syllabus. The contents of the new syllabus will be examined later, but I will briefly outline here other features of the committees' assignments which give the new efforts, if properly executed, an added advantage over the previous ones.

The committees were expected to proceed after the outline syllabuses: (i) to draw up suitable Teachers' Manuals to be used with each syllabus; (ii) to recommend suitable books and teaching aids for effective teaching of the subjects; (iii) to examine and recommend appropriate teaching approaches suitable for each subject; and (iv) to encourage writers and authors to produce appropriate texts for primary schools through induction courses and workshops on the scope and content of the curriculum.

The committees are on the first of these other duties now. The market is full of a variety of textbooks in most traditional primary school subjects. The committees will have to sieve the chaff from the grain and recommend the most up-to-date and relevant elements for each grade. The

scarcity or total absence of teaching aids in the schools is one of the greatest drawbacks of the primary school system. The committees will have an up-hill task in selecting and adapting foreign teaching aids to the tone and content of the new syllabus until local sources are available.

Three of the subjects - mathematics, social studies and general science - are very new in African primary schools. Books on these are, therefore, hard to come by. English and French are foreign languages which require foreign materials. There is need, therefore, to expose local authors, who can best understand the cultural and socio-economic background against which the materials are to be constructed, to the scope and content of the syllabuses.

It is when all, or most, of these other assignments have been completed and the new curriculum fully tried out in schools, and revised, that it will be introduced in force in all schools. The introduction was originally scheduled for October 1973, but the programme is already running two years behind schedule.

b. Influences of the University of Ife and the Nigerian Educational Research Council on the new syllabus

The University of Ife has two influences on the new curriculum efforts of the Western State. The first is the participation of staff members of the Department and Institute of Education on the State Curriculum Committees. These lecturers provide the committees with up-to-date information on curriculum development techniques, help in the identification of appropriate content areas of knowledge and try to design useful evaluative techniques for assessment. The other influence is that of the Six-Year Primary School Project, sponsored jointly by the University, the State Ministry of Education and the Ford Foundation, to experiment on the possibility of teaching all primary school subjects in Yoruba in all classes. The results are still hard to predict but the enthusiasm which the project infused into the participating teachers, some of them members of the State curriculum committees, was quickly transmitted to the Ministry and the committees themselves.

Of much more importance is the influence of the Nigerian Educational Research Council (NERC) on the curriculum efforts of the State. Established in 1965, the National Educational Research Council, as it was then called, was charged with the "promotion of the improvement of education in the country through:

- the identification of all existing research studies concerned with education in Nigeria;
- the identification of educational problems which most need research in Nigeria and, in consultation with other international bodies, co-operate in, and carry out, as and when required, the design and conduct of research project of sound basis,
- the giving of advice based on research findings to the education authorities in Nigeria."

The first major activity of the council was to have been, in 1966, a curriculum conference which would cover every aspect of education with participants and financial support from all over the world. The Nigerian civil wars thwarted this effort but, in 1969, a conference did take place.

This was convened to define the major aims and objectives of Nigerian education. Among other things, the conference was to 'review old and identify new national goals for education in Nigeria at all levels and provide guidelines on what the system should be accomplishing...'.

The national goals for education in Nigeria which emerged from the conference are summarized in Appendix III, and these are expected to form the springboard from which every committee in every State in Nigeria should take off. These preface every outline syllabus prepared by the Western State Curriculum Committees.

There followed, in 1971, a National Workshop on Primary School Curriculum organized by the NERC at Ibadan University. The national goals for education were examined at the primary school level and translated into subject objectives. Outline syllabuses were drawn in social studies, mathematics, elementary science and English to form a national framework within which each State could operate and adjust according to local variations.

This was the greatest outside influence on the Western State Curriculum Development Committees. Each committee was represented in the workshop and the draft syllabuses already being drawn by each were subsequently revised and rearranged to reflect the national guidelines while still retaining their own originality.

c. The new syllabus

The social studies syllabus and the English syllabus will be examined in some detail to illustrate the relationship between the national orientation and state adaptation, the spelling out of instructional objectives, ways and means of achieving the objectives, provision of evaluative procedures, provision of adequate guidelines to the teacher and the interlink between subjects. The use of graded texts and supplementary readers is one advantage of the new syllabuses.

The national guidelines for primary school social studies starts, in Part A, by reiterating the 1969 National Conference's statements of goals of Nigerian education, with particular reference to primary education. Then follows a list of guidelines for the social studies curriculum:

- to indicate to the teacher more generalized and specific objectives to be achieved in a primary school course in social studies;
- to identify significant topics or units by which these objectives can can be realized;
- to suggest alternative methods of approach that will facilitate the the learning of the desired skills, values and facts;
- to consider available and anticipated materials that may be required in aiding children to learn better;
- to discover old and new techniques of assessing and evaluating what is learned.

The generalized and specific objectives identified for social studies are contained in Appendix IV to this paper. The Western State Committee adopted these in whole.

Part B is the outline syllabus itself. Both the National and State outlines start with a theme for each class. The theme is then divided into sub-themes or units which are further broken down into topics. The Western State Committee examined these themes and units and translated them to local needs, e. g. 'family relationships' is spelt out by the State Committee to include 'family etiquette'; 'respect for elders';'habits and behaviours at social gatherings'; 'interdependence among members of families'; 'family Oriki and cognomen', etc. Appendix V shows a classic example of how the national framework is built upon to provide significant local charactertistics without necessarily destroying the national objectives.

Part C of the National Syllabus takes each unit and breaks it down into operational steps. Guided by the five principles enumerated above, each unit is spelt out into: unit objectives; concepts to be developed; attitudes and values to be inculcated; skills and abilities to be acquired; facts and knowledge to be taught; ways of learning and teaching; materials and other aids to be used; and evaluating outcomes of learning experiences. Appendix VI illustrates this approach to the construction of the syllabus. The Western State committee is at this stage - re-examining the concepts, values, skills etc. in the light of local variations.

The Western State's new English syllabus is a bulky document of 79 foolscap pages. It starts with the national goals and defines the functions of English language in achieving the goals. It emphasizes the fact that children will learn their subjects through English and must, therefore, be equipped with the language to understand and express the concepts of the whole curriculum. Then, of course, they should have the language ability to function 'effectively, flexibly and appropriately as individuals and as members of a rapidly changing society'.

Section two (21 pages) deals with the language skills to be learned. These include: language structures from which 53 listening and speaking skills would be learned; stress, rhythm and intonation; and pronunciation. Then follows reading skills (36 of them) and writing skills. Forty-seven reading contexts are identified, e. g. man and his environment, social services, traditional stories, the living world etc. This second part gives the teacher every detailed background he needs in order to understand and teach the syllabus most effectively. It provides him with a ready-made context for quick reference in times of confusion or ignorance.

The third part contains the outline syllabus for each class, term by term. Appendix VII is a typical section of the outline syllabus (45 pages). Throughout the outline, rich and clear examples are given for every topic so as to leave the teacher in no doubt as to what to teach and to what depth it should be taught. This is the greatest advantage of this syllabus over the previous one. The vocabulary chosen for each grade in the examples is related to what the class is expected to be learning in other subjects. Unit 4 of Primary II social studies deals with 'using social services'. One of the English structures for the same class reads:

Where is - the -	town hall village school State hospital cloth market police station shoe factory	- ?	Look at the picture/map There Here - it is

All the examples of 'weighing things' in Primary 3 English outline are given in the metric system. This is the class in which 'grams and kilograms as units of measurement' are introduced in mathematics. Similar relationships exist between the English structures and the elementary science syllabus.

Section three of the syllabus (10 pages) contains a basic English vocabulary carefully arranged around themes. The nouns are arranged around ten themes, e.g. the individual, the family, the living world etc. Each theme is divided into sub-groups. The following words under the sub-group 'Birth' of the theme 'Culture and Tradition' demonstrate the thinking behind the compilation: alligator-pepper, biter-nut, fish, honey etc. (which relate to traditional naming ceremonies); biscuit, baptism, christian, church, rice etc. (which have the modern naming ceremonies in mind). Words like boy, son, twins, triplets, father etc., which one would normally expect under this title, are also there.

With these nouns and the verbs well grouped into various actions (verbs of change, speech etc., verbs describing sounds, mental behaviours etc.) and with the relevant adjectives to qualify, both teacher and pupils will find little or no difficulty in expressing their thoughts in every subject, be it religion, science or health. The committee is now examining appropriate textbooks and supplementary readers. A list of the latter is already drawn up.

For the new curriculum efforts to bear the required fruits, they should not end with the drafting of these highly praiseworthy syllabuses. They look good and well-done. But how easily usable they are needs to be established. One may eventually discover that the plausible examples that abound in the English syllabus are already exhaustive! It may well be that only half of the social studies prescriptions could be covered in six years. What about the availability of science materials for science lessons? These and many other reasons make further steps necessary in the exercise. These form the theme of the next chapter.

Chapter III. Possible strategies for future curriculum development activities

Curriculum development centres

a. Structure and organization

The Nigerian Educational Research Council has as one of its plans the establishment of curriculum centres in each of the twelve States of Nigeria. The structure of these centres and the relationship between them and the States Ministries of Education, as well as the sharing of functions between them and the National Curriculum Centre, are yet to be worked out. The NERC has already proposed the establishment of a language centre and a science centre in Lagos where curriculum development at the national level will be carried out in these subject areas.

This, then, is a pointer to the notion of curriculum centres envisaged by the Council. I feel that what Nigeria needs is not a multiplicity of subject-oriented curriculum centres in Lagos, duplicated or extended to the States. The National Curriculum Centre should be a single unified institution of the NERC. It should contain the core of curriculum development experts whose main duty is the identification through research and survey of areas for action in the curriculum. It should be an on-going curriculum centre with a director, a secretary and a secretariat, and teams of experts in various fields and levels of education. The centre should have an auditorium (at least), science and language laboratories and a material production unit. The laboratories are necessary to facilitate the research activities in the centre.

At the State level, a Curriculum Development Unit should be established in each Ministry of Education. One would have preferred a centre that is not directly under the Ministry but directly related to the National Curriculum Centre. This could have freed the State centres from the bureaucracy of the civil service and ensured a swift flow of information and ideas from the central organ to the State centres. But it is suggested that the major functions of the State centres sould be the review and modification of national goals and specifications to local needs; the try-out and evaluation of instructional specifications: and, in co-operation and collusion with State governments, the training and re-training of teachers in new curriculum requirements.

While the first of these three areas of activity could be carried out successfully by an independent curriculum centre, the try-out in schools of materials and the evaluation of the outcomes will benefit most from the active involvement of the inspectorate. Teacher preparation is the responsibility of the Teacher Training Division of the Ministry of Education. Any in-service training and re-training programme consequent upon any curriculum reform could best be integrated with the training plans of the Ministry.

Thus, it seems reasonable to make the State centre an arm of the Inspectorate Division of the Ministry of Education. A senior official of the Ministry should head it and he should be supported by teams of subject specialists in science and mathematics, the social sciences, languages, technical and vocational education, art, music and physical education. The unit should

also be supported by a conference room, science and language laboratories and a resources centre, the same as for the national centre.

It will then be the duty of these teams of specialists to examine the materials produced at the National Curriculum Centre; organize and supervise the try-out; evaluate, review and adapt them to local needs before they are introduced into all schools.

How large the teams of experts in each centre should be and how permanent their participation will depend on the financial resources available. The National Curriculum Centre is more likely to succeed with fairly large and permanent teams since it is to be nursed directly by the NERC. The grafting of the State centres to the Ministry of Education transfers their financial burdens to the State governments. The NERC could, therefore, concentrate its financial resources from the Federal governments and overseas funding agencies to the establishment of high level and permanent teams of curriculum experts.

The State centres could do with two or three experts in each of the subject groups since they have constant access to the inspectorate staff. Most of their review activities could be undertaken through ad hoc committees such as the Western State is using for its primary school curriculum reform.

b. Material development processes

The selection of educational objectives is the first step in curriculum development and the NERC and the State committees have taken this seriously. Who selected the objectives, and how, may however be questionable. How much the needs of the society - socio-economic and political - were taken into consideration in arriving at the 'National Philosophies for Education'? How well reflected were the needs of the society in that decision-making conference? The NERC has, of course, started on the right line but a closer look into the aims and goals of education is necessary. There should be systematic studies by the National Curriculum Centre through surveys, questionnaires etc. to identify the changing needs of the society, the socio-economic goals and the political ideologies in order to evolve the true national philosophies for education in the country.

The various teams of experts should then proceed to translate these goals into subject objectives. National workshops should continue to be held to ensure multilateral communication of ideas and knowledge and to guarantee a unified curriculum throughout the country.

Curriculum specifications hitherto have been the prerogative of subject specialists. There is a general assumption "that those subjects already well established in the curriculum determine what the schools ought to teach" 1/ and this leads to the feeling that "the goals of schooling would be determined by those subjects that have been most successful in finding their way through the political structure into the schools". Hence, curriculum specifications are usually thought to be exclusive rights of subject specialists.

1/ J. I. Goodlad, School Curriculum Reform, New York, 1964. p. 54.

The Western State has gone a little further by attempting to bring team members from fields that could cater, to some extent, for (i) learners' behaviours and abilities through the inclusion of experienced primary school teachers; (ii) psychology of learning through the teacher-training lecturers; and (iii) the subject matter. But, like most curriculum development groups all over the world, the links with the society and the economy are the weakest. This is where the National Curriculum Centre should start setting the example by inviting to its seminars and workshops people not only from education but also from other professions. Lawyers, accountants, the clergy, politicians, farmers and traders should be contacted through surveys, questionnaires etc. by the curriculum designers so that the specifications will not only be adequate and useable but also relevant to the production of pupils who will fit into their society.

There is the question of whether the curriculum centres should actually produce texts and teaching resources or should limit their efforts to the production of guidelines and syllabuses. In general, they should produce guidelines and syllabuses, but where the NERC sponsors some innovative projects in specific fields, e.g. new mathematics for secondary schools or social studies programme for the first two years of secondary school, texts and supporting materials would be expected. Textbooks and supplementary readers should continue to be written by specialist authors and they should be encouraged to do so through the organization of workshops by all curriculum centres.

A major function of the centres should be the production of supporting materials to aid teaching in the schools. These are most urgently needed and they are at present non-existent. Visual aid materials, films and filmstrips, slides, tapes and discs, folders and extracts etc. are usually absent in schools because relevant ones do not exist in the country. Each centre should therefore have a resources centre and resources production unit. The NERC should subsidize the state centres for this. The audio-visual sections of the Ministry of Education could form the nucleus of this unit.

c. Trial and evaluation of instructional specifications

We have seen how elaborate the English syllabus is and how the social studies syllabus attempts to fulfil the national goals etc. How do these syllabuses fit into the learning situation? How can one actually know whether the specifications will achieve the desired or expected outcomes? How does the curriculum meet the needs of the pupils? These and many other questions usually cast doubts on the possibility of success of new curriculum packages, be they texts, syllabuses, teaching aids or even a new teaching strategy such as the enquiry approach, student-centred or pupil-oriented approach, discovery method etc. There is, therefore, the need to try out the new materials in schools in order to review and adjust them before they become a must in the classroom.

The usual practice is to select a handful of schools which are judged to represent a cross-section of the whole area for whom the materials are meant. The difficulty so far in Nigeria is lack of personnel to execute this job. But of more importance is the fact that senior Ministry

officials have not yet seen this as a major process before syllabuses are imposed on schools. The curriculum centres suggested above should take this aspect with seriousness.

Another problem is time. The Ministry is always in a hurry. A curriculum development project usually takes some three or more years before all the stages are completed. The Ministry's projects always have to be completed in a few months. Nine months was given to the Western State syllabus review committees. It may take time to convince the authorities that every stage in the process is as important as the other, but a virile network of curriculum centres in the country could hasten this conviction.

For the time being, it will be necessary for the curriculum research and planning section of the Ministry to experiment on a limited scale all the new syllabuses before they are published. A few schools in and near Ibadan should be selected and the syllabus units tried out for at least two terms in all classes. In subjects like mathematics and French, where the topics are sequential, the try-out should be in schools where these are already being taught - there are a few of these in Ibadan.

The process of evaluation is a much more difficult one to accomplish in Nigeria due to the lack of experts in this field. A close look at the evaluative procedures built into the national syllabus in social studies will reveal the type of amateur evaluators we have. The evaluative procedure for the whole of primaries five and six is an observation by the teacher of 'any visible changes in desired student behaviour and achievement'. The teacher is to ask himself a few questions - not the students. No questionnaires or achievement tests are envisaged.

There are two types of evaluation - formative and summative. The first is progressive evaluation of an on-going project, programme, lesson or any curriculum activity with a view to identifying areas of adjustment. This should be an in-built process throughout all stages of curriculum development. This is what I think the NERC will attempt to do. Mastery learning and programmed instruction are two examples of how in-built formative evaluation could be used. In the absence of these, the curriculum designers have to build their own evaluative techniques and these should be heavily weighted towards the try-out period.

Summative evaluation, however, is more used for decision making - whether to adopt one method or the other, whether a pilot project is worth applying on a national scale, whether one set of curriculum package is better than the other or whether the new curriculum is preferable to the old one. This needs the involvement of practised evaluators not only in educational measurement but also in social, political and economic fields.

The National Curriculum Centre should have a team of these evaluators who should make their services available at all times to the State centres. In addition, great advantage should be taken of the Tests Development Unit of the West African Examinations Council whose staff are always ready to help needy bodies in solving their problems in test construction, questionnaire design and evaluation of educational programmes.

d. Training through workshops

Apart from workshops for the determination of national goals and specification of instructional objectives, there is need for workshops during the development of the curriculum packages for teachers already in the system. The first type of workshop is to sensitize the teachers, randomly selected, to the content of the programme so as to get appropriate feedbacks for formative evaluation. The second set of workshops should be aimed at teachers in trial schools. These should be exposed to the content of the curriculum so that the feedback from trial schools will reflect only the learning environment and student reactions. Both of these could take place at weekends or during vacations.

A third type of workshop should be aimed at would-be writers and authors as well as publishing houses. If the centres are not to engage in textbook production to the exclusion of the public, it is necessary for those to whom the job will be entrusted to be properly oriented in the new thinking. The inadequacy of most of the textbooks in use and the continuous reliance on foreign books is due to the lack of orientation of indigenous authors. The publishers know most of their potential authors and recruitment to the workshops could be made through them.

When the curriculum effort is aimed at the second level of education, the orientation of all teachers in the new thinking need not take the form of a long in-service retraining, since most teachers are graduates. It will, therefore, be the duty of the curriculum centres to organize intensive workshops in the appropriate subject area during the vacations for the teachers. However, where the efforts are directed to the primary level and especially where most of the teachers are under-qualified, there is need for a massive in-service programme if most of the school curriculum is affected and if new subjects have to be introduced. Possible strategies for this training will be discussed in the next section.

Teacher training and re-training

The successful implementation of any new curriculum depends to a large extent on the competence of the teachers through whom the materials get to the pupils. Past curriculum efforts in Nigeria have never taken this seriously. The consequence is that many teachers, even in secondary schools, teach the syllabuses which they themselves cannot interpret correctly. If this pitfall is to be avoided in the present and future exercises, the training and re-training of teachers should form an integral part of the curriculum development efforts. This should be done at the State level.

a. The new curriculum in the teacher-training colleges

The first of these teacher training efforts should be directed to the teacher-training colleges where the primary school teachers are trained. There are two dimensions to the introduction of the new thinking into the teacher-training college: one is the need for the teacher trainers themselves to be acquainted with the new curriculum and to be able to programme their lessons in such a way as to give the trainees sufficient insight into the curriculum they will eventually operate. The second is

the production of sufficient teachers in the new curriculum quickly enough before the new becomes outmoded again.

The preparation of the teacher trainers in the Western State of Nigeria should be a very simple job. All secondary school and teacher-training college teachers in the State are in a pool under the State Schools Board. Among them there are over 1,800 university graduates with expert knowledge in various fields. Selection of experienced graduates to train teachers in the new primary school subjects will, therefore, present no difficulty. Nevertheless, the teacher trainers will need to be given induction courses lasting two to three weeks during the vacation.

During the course, the teachers will be acquainted with the contents of the syllabus in their respective subject areas. They will also be introduced into modern approaches in teaching methodology. A major outcome of the courses should be the review of the 'Teacher's Guides' produced by the curriculum committees and the preparation of schemes of work for each subject in the teacher-training colleges. A final workshop should follow these courses. Organized by the State Curriculum Centre, the workshop should draw participants from the universities, the National Curriculum Centre and the teaching force. Feedbacks from the workshop should be used to review the scheme of work before being adopted in the teacher-training colleges.

The training of adequate teachers to handle the curriculum presents a more difficult problem. It has to be tied to the State's training programme. The Western State's training programme is shown in Table 1 and the primary school population, which the training is to cope with, is reflected in Table 2. It is the intention of the government to staff all primary schools with Grade II teachers (3-year post Modern III or 2-year post Grade II courses). Table 3 shows the stock and needs of qualified primary school teachers based on Tables 1 and 2. The two-year course in Table 1 is the retraining

Table 1. Enrolment in Grade II Teachers' Colleges (projected), Western State of Nigeria

	Two-Year Course			Three-Year Course			Output		
Years	Year I	Year II	Total	Year I	Year II	Year III	2-Year Course	3-Year Course	Total
1969	807	41	848	1 002	1 068	1 113	41	1 113	
1970	1 293	799	2 092	984	922	1 007	799	1 007	
1971	1 359	1 278	2 637	1 148	958	919	1 278	919	
1972	1 470	1 318	2 788	1 050	1 114	929	1 318	929	
1973	1 590	1 426	3 016	1 050	1 019	1 081	1 426	1 081	2 507
1973/74	1 590	1 542	3 132	1 050	1 019	988	1 542	988	2 530
1974/75	-	1 542	1 542	1 050	1 019	988	1 542	988	2 530
1975/76	-	-	-	1 050	1 019	988	-	988	988
1976/77	-	-	-	1 050	1 019	988	-	988	988

Table 2. Primary school enrolment, Western State of Nigeria

	% age increase	Grade I		Grade II		Grade III		Grade IV		Grade V		Grade VI	Total	% age Increase
1967		183 211		136 319		117 884		100 666		85 901		67 915	691 893	
	2.9		77.6		90.6		88.3		87.6		80.2			3.4
1968		188 551		142 181		123 480		104 141		88 186		68 890	715 429	
	0.8		79.6		91.0		88.0		87.2		81.2			3.5
1969		190 151		150 000		129 416		108 716		90 763		71 568	740 614	
	8.7		84.6		93.8		91.5		90.1		85.9			8.4
1970		206 788		160 925		140 627		118 362		97 910		77 922	902 534	
	5.5		85.5		94.4		91.8		91.1		87.9			8.4
1971		218 061		176 814		151 902		129 147		107 819		86 022	869 765	
			80.9		92.5		89.9		89.0		84.8			
	6.0													5.1
1972		231 145		176 411		163 553		136 560		114 941		91 431	914 041	
	6.5		80.9		92.5		89.9		89.0		84.8			5.3
1972/73		246 169		186 996		163 180		147 034		121 538		97 470	952 387	
	7.0		80.9		92.5		89.9		89.0		84.8			5.6
1973/74		263 401		199 151		172 971		146 699		130 860		103 064	1 016 146	
	7.5		80.9		92.5		89.9		89.0		84.8			6.0
1974/75		283 156		213 091		184 215		155 501		130 562		110 969	1 077 494	
	8.0		80.9		92.5		89.9		89.0		84.8			6.4
1975/76		305 808		229 073		197 109		165 609		138 396		100 717	1 146 712	
	8.5		80.9		92.5		89.9		89.0		84.8			7.5
1976/77		331 802		247 399		211 893		177 201		147 392		117 360	1 233 047	

Table 3. Primary school teachers - need and stock of Grade II teachers (projected), Western State of Nigeria

Year	Primary school enrolment	No. of teachers required	Stock of Grade II teachers at 3% attrition rates	Fresh output from college		Total stock of Grade II teachers	Total other teachers (unqualified)
				2-year course	3-year course		
1972	914 041	26 116	13 148	1 318	929	15 395	10 721
1973	962 387	27 497	14 933	1 426	1 081	17 440	10 057
1973/74	1 016 146	29 033	16 917	1 542	988	19 447	9 586
1974/75	1 077 494	30 786	18 863	1 542	988	21 393	9 393
1975/76	1 146 712	32 764	20 751	-	988	21 739	11 025
1976/77	1 233 047	35 230	21 086	-	988	22 074	13 156

Table 4. Teachers exposed to the new curriculum (projected), Western State of Nigeria

Year	Crash in-service programme	Output 2-year Grade II course	Output 3-year Grade II course	Annual total exposed	Cumulative totals (gross)	Balance Grade II to be exposed
1973/74	4 320	1 542	988	6 850	6 850	12 597
1974/75	4 320	1 542	988	6 850	13 700	7 693
1975/76	4 320	-	988	5 303	19 008	2 731
1976/77	4 320	-	988	5 308	24 316	- 1/
Total	17 280	3 084	3 952	24 316	24 316	-

1/ Number to be trained equals number of unqualified teachers.

programme for all Grade III teachers to up-grade them to Grade II as recommended by the Banjo Commission. The exercise will terminate in 1975 leaving the primary schools with new additions from the 3-year course only. Unless the Curriculum Division can put pressure to bear on the Teacher Training Division of the Ministry to step up their enrolment policy in the teacher training colleges (and this is an uphill task) the hope of pumping sufficient trained teachers through the teacher-training colleges to handle the new curriculum will be long to realize.

b. In-service training for serving teachers

As some of the subjects are new to the primary schools in the State, and because new teaching approaches are being recommended in all subjects, there is urgent need to mount a crash in-service training programme for all serving Grade II teachers now in the system to acquaint them with the new areas of studies as well as to up-grade their knowledge in those they have been teaching. Many of the teachers left the training colleges over ten years ago.

The programme should, therefore, aim at:

(i) Up-grading and up-dating all serving Grade II teachers in the knowledge and methods of mathematics and elementary science;

(ii) exposing them to the new thinking in social studies with its inherent integrated approach to learning;

(iii) improving the individual teacher's proficiency in English as well as up-dating their teaching methodology in that subject;

(iv) resuscitating the teachers' interest in the use of the library and reacquainting them generally with the learning process.

These, therefore, call for an intensive course for the teachers. The Curriculum Research and Planning Unit of the Ministry has made a proposal that this course should be a one term full-time course, to be held in four training centres in the State. It was suggested that advantage be taken of the proposal by the Deputy Chief Inspector of Education to the end that four of the Grade II colleges in urban areas be converted to in-service training centres. If this is accepted, each centre will be able to turn out 360 teachers every term. By this, all Grade II teachers in the system would be retrained in four years.

But, the cost of running permanent in-service centres is very high, especially when replacements have to be provided for the teachers withdrawn for the course. The new change in the school year to the academic year gives some ray of hope. In-service courses could now be held during the long vacation in most of the teacher training colleges. This will reduce the retraining cost to the minimum.

The result of the combined outputs of teachers exposed to the new curriculum, either through the normal training programme or through the crash in-service courses, is reflected in Table 4 and Table 5, reveals that even if all Grade II teachers in the system are exposed to the new curriculum, there will still be deficits even if the introduction of the subjects is done progressively. The problem is back again in the court of the Teacher Training Division of the Ministry. The search for the most

Table 5. Matching primary school classes with teachers trained in the new curriculum

Year	Classes to be taught in the new curriculum	No. of streams at 40 pupils per class (35 in Class IV)	No. of teachers exposed to the new curriculum	Surplus of trained teachers
1974-75	Primary I	7 079	6 850	- 229
1975-76	Primary I&II	13 372	13 700	+ 328
1976-77	Primary I-III	19 777	19 008	- 769
1977-78	Primary I-IV	26 194	24 316	- 1 878

effective way of retraining teachers to cope with curriculum changes should continue. An exposure of teachers to the new subjects for a term, as suggested above, might prove to be too long or too short. Perhaps continuous weekend courses at the district level might be more effective or it might actually be necessary to devote a whole year to the retraining. These and other types of courses need research and this could form one of the areas of interest of the National Curriculum Centre - to try and evaluate different types of training programmes with a view to recommending the most effective in the Nigerian context.

c. Teachers' centres, mass media and professional associations

To train and retrain teachers in the new curriculum is one thing, but to ensure that they retrain the newly acquired knowledge for a long time is another problem. Continuing education for teachers has not yet been given sufficient attention by the governments in Nigeria. Refresher courses are often arranged for primary school teachers but these are always of very short duration and usually cover only English and arithmetic. The educational programmes of the Western Nigeria Broadcasting Service are aimed mainly at the secondary grammar schools and even here, with the possible exception of mathematics, the presentation is such as to give one the impression that the university lecturers have come to defend their thesis on the screen.

A way of ensuring continuing education for the teachers is regular meetings and exchange of ideas among them. This could be done through the establishments of teachers' centres in the divisional headquarters or some centrally located towns to which teachers could go on weekends or after school to discuss educational issues, problems, new ideas etc. An ideal centre should have a library. The teachers' centres could, therefore, be programmed with the Government's Library Schemes. Teachers will then be able to continue their education, helped by others' ideas and the use of a library.

The mass media could be used to effect the initial retraining of the teachers instead of drafting them into in-service contres. This has many drawbacks in a developing country like Nigeria where the quality of broadcasting, the coverage of transmission and the cost of radio sets present grave problems. Added to these are the motivation of the teachers, their language ability and library facilities, all of which rate very poorly. The most use one can hope to make of the mass media at the moment is the continuing education of these teachers - a follow-up programme of broadcasting on all the subjects affected by the curriculum changes and consistent training in new teacher methodologies.

There are many professional associations in the country, e.g. the Nigerian Science Association, Mathematical Association of Nigeria, the Nigerian Geographical Association etc. Some of these have effected notable changes in the school curriculum. The efforts of the Mathematical Association of Nigeria in the modern mathematics programme demonstrate the potentialities of these associations in fostering curriculum changes in the country. The National Curriculum Centre should co-ordinate the activities of these associations and make maximum use of them in the curriculum workshops and seminars.

Costs

a. Personal emoluments

The proposal for the establishment of a curriculum centre in Lagos envisaged that the Director of the centre should be a professional of the rank of professor. This, it is suggested, is reasonable. His secretary should also be a professional of the rank of at least a Chief Education Officer. Each of the specialist teams should consist of five experts not below the rank of Senior Education Officer and headed by a principal or Chief Education Officer. For a long time to come, the specialist psychologist, sociologist and evaluator will have to be hired on contract. Their salaries may, therefore, fluctuate between that of a senior lecturer and that of a professor. Table 6 shows that an annual sum of £64,410 will be needed to pay the personnel of the National Curriculum Centre.

Unless the centre is to be operated on an ad hoc basis, there seems little one can do to cut this. One way of distributing this cost to all States in the Federation is by appointing the team members on a secondment basis. This has been done very successfully, for example in the case of the Integrated Studies Project of the University of Keele, England, where the participating countries loan one member each for the project for the three-year life of the exercise. Their salaries were paid by their countries but they were given some honorarium from project funds. Such secondment arrangements exist between federal government corporations and State governments at present and the NERC could explore this to the advantage of the centres.

Table 6. National Curriculum Centre - personal emoluments

	Post	No.	Average annual salary (£)	Total (£)
A	Director	1	3 200	3 200
	Secretary	1	2 700	2 700
	Secretarial & Administrative Staff	5	450	2 250
	Total A			8 150
B	Subject specialist team leaders 1/	4	2 500	10 000
	Subject specialists	16	1 800	28 800
	Other specialists 2/	5	2 500	12 500
	Technical staff	8	620	4 960
	Total B			56 260
	Total A + B			64 410

1/ Science & maths, social sciences, languages, technical and vocational.

2/ Evaluator, sociologist, psychologist, resources specialist, economist.

The financing of the State centres presents little or no problem since staff members are expected to be Ministry officials redeployed to that branch of the Ministry. But the greatest financial involvement of State governments is in teacher preparation. The normal training in the teacher training colleges need not cost anything over and above the vote for teachers' education, except, of course, the induction courses for teacher-training college teachers which will involve the payment of mileage and night allowances.

The cost of the in-service programme will depend on the alternative chosen. The cost of running four in-service centres as proposed is shown in Table 7. This includes replacement costs of teachers since the courses are to be held during school terms. Staff requirements have been calculated at 4, 6, 2 and 2 for elementary science, mathematics, social studies and English respectively, on the assumption that 10, 15, 4 and 5 periods per week will be allocated to each subject in that order, plus 5 periods for library. The 360 trainees per school will form 12 classes.

If the long vacation is utilized, teacher training college teachers will have to be encouraged to take their annual leaves during the Christmas and Easter vacations throughout the emergency training period. But the trainees will have to be induced to make maximum use of the training. They will, therefore, have to be boarded freely for the ten-week duration of the course.

Table 7. Annual recurrent cost of four in-service centres, Western State of Nigeria (in £)

	PERSONAL EMOLUMENTS					STATIONERY AND MAINTENANCE OF EQUIPMENT		
Year	Replacement cost at £270 per annum (1 replacement per 3 trainees)	56 instructional staff at £1,656 p.a.	4 principals at £2,532 p.a.	4 Bursars at £742 p.a.	20 other staffs at average of £250 p.a.	Stationery and office equipment at £200 per centre	Maintenance of equipment and stores at £100 per centre	Total
1973/74	270 x 1 440 = 388 800	92 736	10 128	2 968	4 000	800	400	499 832
1974/75	388 800	92 736	10 128	2 968	4 000	800	400	499 832
1975/76	388 800	92 736	10 128	2 968	4 000	800	400	499 832
1976/77	388 800	92 736	10 128	2 968	4 000	800	400	499 832
Total	1 555 200	370 944	40 512	11 872	16 000	3 200	1 600	1 999 328

b. Running costs

It is very difficult to estimate these because it depends on the nature and magnitude of the projects undertaken by the centres. An index of the cost of programmes may be given by illustrations from a few projects in England and America. The Keele project referred to above was estimated to cost £30,000, despite the fact that only the Director and his assistant were paid fully from project funds. The project Director had to apply for more money after two years of operation - before trial and evaluation of curriculum packages. The enormous amount of money needed for stationery, transport, organization of workshops and seminars, supervision of trial schools and the actual production of materials is always under-estimated, and when a resources bank has to be established as well, the amount could be frightening.

> "In the summer of 1957, a small group of chemists met at Reed College in Portland, Oregon, to pursue and act upon their mutual interest in improving high-school and freshman college chemistry. Six years of writing during summer months and of testing the materials during the school year resulted in the publication of a new chemistry textbook for use in high schools. This endeavour cost the National Science Foundation approximately $1,300,000."1/

This Chemical Bond Approach Project and others like the School Mathematics Study Group ($6,000,000 for the first five years) and the Biological Sciences Curriculum Study ($6,500,000 plus other amounts from the Rockefeller and Asia Foundations) have their major sources of finance from the National Science Foundation and other government and private funding agencies.

The execution of projects is one major area in the activities of the curriculum centres which should attract foreign funding agencies and UNO financing organs. A few projects already exist in Nigeria with funds from these willing bodies. It is only left to the NERC to set the machinery in motion, get the structure going and find the funds for its execution.

c. Capital costs

In the absence of a cost of building index and of detailed specifications of buildings and equipment necessary for the centres, I will only give an indication here of items that will attract capital expenditure. The structure of the National Curriculum Centre should consist of an administrative block or section, at least three committee rooms and a conference room (or auditorium), two science laboratories, a language laboratory, a library, a material production unit which will include a drawing/art room and a workshop. The State centres could do with a science laboratory, a language laboratory, a library and a resources unit since they will have access to the Ministry's conference and committee rooms. Equipping of the centres will depend on the budgets of the NERC and the State Governments.

1/ Goodlad, op. cit., p. 29.

Diagram 1. Proposed structure of curriculum development activities in Nigeria

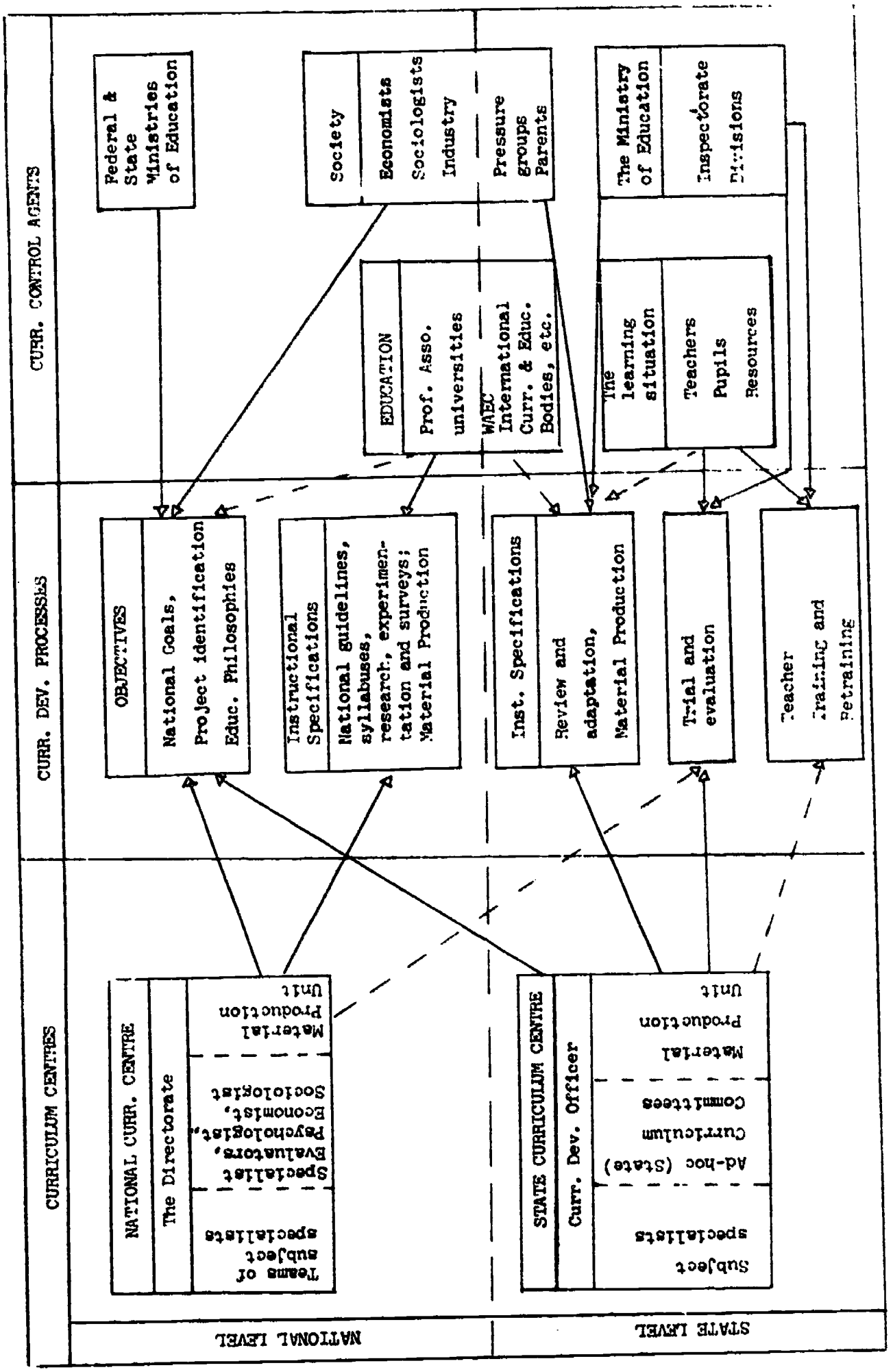


Diagram 1 reflects the structure of the curriculum development machinery as proposed in this chapter. How much of these could be accepted and effected rests on the financial resources of the NERC and the State government. The cost elements revealed above show the enormity of the finacial implication of such a scheme. Nonetheless, quality control in education has been neglected for so long in preference to quantitative expansion. It is high time something was done to the quality of education.

SUMMARY AND CONCLUSION

The Western Nigerian government appointed a committee in 1954 to review the existing primary school syllabus and adapt it from an eight-year programme to a six-year one. This syllabus remains in use in the State now. The review exercise preceded the introduction of universal free primary education in the State. This fee-free six-year primary course led to a phenomenal increase in school enrolment but also led, it is said, to deterioration in the quality of the products of the system.

The government's concern at arresting the falling standards in education led to the appointment of the Banjo Commission in 1960 to review the whole educational system in the State. The Commission revealed that the aims of the primary education were far from being realized, especially concerning the production of good citizens with interest in their own communities and an interest in manual work. A close examination of the school syllabus also reveals that adequate provisions were not made in the syllabus for the realisation of these aims.

The new curriculum efforts in Western Nigeria are aimed at correcting the ills and avoiding the pitfalls of the previous exercises. The outline syllabuses being prepared by curriculum committees contain far greater details than the previous one. The methodologies used also differ considerably - being blessed with the aid of curriculum development practitioners from the University of Ife and guided by the national guidelines (outline syllabuses) prepared by the NERC.

Although this paper is basically on the Western State of Nigeria and its curriculum development efforts, it is difficult to make any reasonable recommendations which would not take into account the fact that the Western State is one of twelve States of the Federation and, as such, must have to function within a unified national framework. Hence, the emphasis on the NERC and how the State fits into the whole network of curriculum development efforts in the country.

The following specific recommendations are therefore made:

A. CURRICULUM CENTRES

1. At the national level, the NERC should establish a National Curriculum Centre staffed with a Director and a Secretary, teams of subject specialists, and a team of specialist evaluators including an educational psychologist, a sociologist and an economist. A material production unit should be attached to the centre.
2. The functions of the National Curriculum Centre should include the identification of national goals of education and the preparation of national guidelines and outline syllabuses, the development of instructional specifications and materials, research into and identification of areas for change in the educational system, and the sponsoring (and execution) of problem-oriented projects in education.
3. In the execution of these functions, the centre should involve every sector of the community - the universities, professional associations, WAEC, the Federal and State Inspectorates and other professions.

4. At the State level, the Western State should have a curriculum development centre attached to the Inspectorate Division of the Ministry of Education, with liaison with the National Curriculum Centre and other States of the Federation. The State Centre should have a team of subject specialists, ad hoc teams of curriculum review committees as exist at present, and a material production unit.

5. The functions of the State Curriculum Centre should include review and adaptation of the national guidelines, syllabuses and instructional materials to cater for State needs and local variations, the try-out and evaluation of these instructional specifications and, in co-operation with the Inspectorate Division, the in-service training of teachers in the new curriculum.

B. CURRICULUM DEVELOPMENT PROCESSES

1. The new approaches already started by the State curriculum committees and the materials so far produced seem to be much better than in the previous exercises.

2. However, the Western State should try out the new curriculum in schools to ensure that they are actually usable in the classroom situation. Future curriculum development efforts should continue to emphasize this step.

3. The National Curriculum Centre should send its teams of specialist evaluators to help evaluate the try-out of materials and methods in the schools. The Test Development Unit of WAEC should also be involved.

4. The Western State should start the training and retraining of teachers in the new curriculum in earnest. Specifically: (i) the new curriculum should be introduced into the teacher training colleges' scheme of training; (ii) crash in-service programmes should be mounted for all serving teachers in the system in the content and methods of the new curriculum. A course, lasting one term for every teacher, in four in-service centres is recommended.

5. Teachers' centres should be established all over the State to ensure the continuing education of the teachers. The mass media and professional associations should continue to play active parts in the continuing education process.

C. COSTS

1. The National Curriculum Centre, if fully staffed, will involve an annual cost of about £64,000 in personal emoluments. This could be shared by all States of the Federation through the appointment of subject specialists by secondment from the States.

2. The actual running costs will depend on the scope of the projects undertaken, but some could be sponsored by international funding agencies.

3. The NERC should subsidize the State centres in the establishment of the Material Production Unit, the try-out and evaluation of instructional specifications and the setting-up of a resources bank.

4. The Western State (and each of the States) will have to bear the cost of teacher preparation. Economies could be effected if the in-service training takes place during the long vacation. This will reduce costs (replacement of teachers) by £388, 800 per annum.

D. SAFEGUARDS OF STANDARDS

1. The recommendations above can produce lasting results only if the curriculum development mechanism is an on-going one. The gradual building-up of the structure is, therefore, strongly recommended in the light of limited financial resources until the optimum, and the desirable, is reached.

2. Research should continue to be carried out at all levels into the most effective but less costly in-service courses most suitable for the country.

3. The universities and the WAEC should be greatly involved in research and innovative projects in education.

4. Quality control in education, despite its great costs, should continue to receive greater attention from the governments of the country.

Appendix I

PRIMARY SCHOOL SYLLABUS IN WESTERN NIGERIA

Suggested distribution of periods

Subjects	Classes I	II	III	IV	V	VI
Physical education	4	3	3	3	3	3
English	0/6	9	10	10	10	10
Vernacular	12/7	7	7	7	5	4
Arithmetic	5	5	5	5	5	5
Religion	5	5	5	5	5	5
Civics	-	-	-	-	1	1
History	-	-	-	-	2	3
Geography	-	-	-	-	2	2
N. Study health	1	1	1	1	1	1
Gardening - boys / Needlework - girls	2	2	2	2	2	2
Crafts or Needlework	2	2	2	2	2	2
Music	2	1	1	1	1	1
Art	2	1	1	1	1	1
Writing	5/4	4	3	3	-	-
Total	40	40	40	40	40	40

Appendix II

HISTORY

The aims of this syllabus are: (i) to arouse in primary school children an interest in the past; (ii) to inculcate the beginnings of a time sense, and an awareness of how the present has grown out of the past; (iii) to give children who are proceeding to some form of secondary education an introduction to the study of history which will serve as a basis for work at the post-primary level; and, (iv) to give all children a background knowledge to which they can relate the events which are going on around them, thus enabling them to take an intelligent interest in the affairs of their country.

The syllabus will be supplemented by a scheme of work, showing in detail how it is to be taught in the classroom.

In Class V, the approach is entirely biographical. The children's interest in the past is awakened by stories about great men and women, in the first place men and women of their own people, and then great names of the past in the world outside. Towards the end of Class V there is a chronological development of a single theme again using biographies to relate the idea of progress to the passage of time.

The children themselves begin to keep a very elementary form of historical record.

In Class VI, the syllabus opens with a biographical treatment of selected themes, designed to provide, in story form, an outline of the penetration of Africa by European influences, and linking up with the work done in geography in Classes V and VI.

Into this outline is then fitted recent developments in Nigeria, bringing history from the past into the present.

Children's own historical records, though still very simple, cover a wider range than those in Class VI.

CLASS V

1. (a) Stories of famous people who lived long ago:

- Heroes from the history of the children's own tribe or people.
- Great names of long ago (eight to be chosen):

Ulysees	Moses	Hammurabi
Cyrus	Bhudda	Socrates
Leonidas	Confucius	Archimedes
Alexander	Jesus Christ	
Hannibal	Mohammed	
Julius Caesar		

2. (a) Stories of famous people of Nigeria:

Crowther	Mary Slessor
Henry Carr	Hope Waddell
David Hinderer	Henry Townshend
Father Coquard	J. Glover
Uthman dan fodio	

(b) Stories of famous people who lived and worked in Africa:

Aggrey, Moshesh, De. Lesseps, Father Silviera, Lugard and Albert Schweitzer

3. Stories from the History of Healing:

Hippocrates, Father Damien, Raheare, Madam Curie, Jenner, Ronald Ross, Florence Nightingale, Reid, Louis Pasteur, Bruce (Tsetse fly), Helen Keller

4. Each child will keep a weekly diary of event in the school and the village. At the end of the year, this will form a history of a year of his life.

CLASS VI

1. Stories of people who explored West Africa:

Hanno the Carthaginian, Mungo Park, Clapperton, Lander, Barth

2. Stories of people who explored other parts of Africa:

DeGama, Bruce, Baker, Livingstone, Speke and Stanley

3. Recent developments in Nigeria:

(a) Transport, (b) trade, (c) missions, (d) education and (e) civics:

a simple outline of the structure of local and regional government and the part played in both by the ordinary citizen.

Each child continues to keep his own diary of events, but alongside the events which affect himself, he records events of importance in the province, in the region and in Nigeria as a whole.

Appendix III

NATIONAL GOALS FOR EDUCATION IN NIGERIA

Curriculum goals and principles

A. Goals

This syllabus has been drawn up within the framework of National educational goals formulated at the National Curriculum Conference of 1969 and developed in the report of the Language Group of the National Workshop on the Primary School Curriculum 1971.

The National Curriculum Conference recommended that the broad objectives of Nigerian Education should emphasize:

(a) The inculcation of the right type of values and attitudes for the survival of individuals in society;

(b) the training of the mind in building valuable concepts, understanding and generalizations concerning the world around;

(c) the acquisition of appropriate skills, abilities, and competence of both a mental and physical nature as equipment for the individual to live and function effectively in society;

(d) the acquisition of a relevant and balanced knowledge of facts about local and world phenomena.

Nigerian education should therefore be geared towards:

(i) self-realisation:

(ii) better buman relationships;

(iii) individual and national economic efficiency;

(iv) effective citizenship;

(v) national consciousness and unity;

(vi) social and political progress;

(vii) scientific and technological progress;

(viii) national reconstruction.

Appendix IV

OBJECTIVES OF SOCIAL STUDIES

Through the social studies programme, it is hoped:

(a) to create an awareness and an understanding of the evolving social and physical environment as a whole, its natural, man-made, cultural and spiritual resources, together with the rational use and conservation of these resources for development;

(b) to develop a capacity to learn and to acquire certain basic skills, including not only those of listening, speaking, reading and writing, and of calculation, but also the skills of hand, together with the skills of observation, analysis and inference which are essential to the forming of sound judgment;

(c) to ensure the acquisition of that relevant knowledge which is an essential pre-requisite to personal development as well as to a positive personal contribution to the betterment of mankind;

(d) to develop a sympathetic appreciation of the diversity and interdependence of all members of the local community, and the wider national and international community;

(e) to develop in children a positive attitude to citizenship and a desire in them to make a positive personal contribution to the creation of a united Nigeria. 1/

In fulfilling these general objectives, it becomes important that the classroom and school climates should give the children opportunities to live creatively, with enjoyment of work and of leisure. To this end, teachers should encourage children to find out things for themselves, to record their discoveries in writing, in drawing, in modelling, in making things, and even in acting, miming, and in dancing. Teachers must encourage children to think for themselves, to discuss and to form opinions logically, to appreciate one another and to work hard, and honestly together. Understanding through practical experiences becomes, therefore, the major teacher-learning strategy. Emphasis should also be laid on environmental activities of man, specifically, social studies must further develop:

(a) children's self-confidence and initiative, based on an understanding of one's own accomplishments, potentialities and one's own worth;

(b) their power of imagination and resourcefulness;

(c) their desire for knowledge and continued learning;

(d) their appreciation of the dignity of man and of labour;

(e) their sense of compassion for the less fortunate;

(f) their sense of respect for and a tolerance of the opinions of others even in disagreement;

(g) their willingness to accept necessary changes within a system of law and order deriving from the will of the people;

(h) such attitudes that are favourable to social, physical, cultural and economic development which will enable the children to participate in the life of the community, and when they leave school, to be able to function as innovators and doers of 'good' in society;

1/ Nigeria Education Research Council (NERC), primary school curriculum workshop: report of the social studies group (A. Adaralegbe, editor), Lagos Federal Ministry of Education, 1971, mimeographed.

(i) social attitudes and values such as co-operation, contribution participation, interdependence on others, open-mindedness, honesty, integrity, trustworthiness, hard work and obedience;

(j) a spirit of national consciousness and patriotism through interest and involvement in our local, national and world heritage; and

(k) the creation of their social awareness, critical judgment, as well as constructive, effective thinking.

Appendix V

TRANSLATING NATIONAL GUIDELINES INTO STATE AND LOCAL SPECIFICATIONS

Primary four

National

Theme: Social, political and industrial developments of our State.

Sub-themes:

1. Revision of Primary III work;
2. Knowing other people from the State:
   (a) historical, social, political and cultural perspectives;
   (b) the interrelationships;
   (c) major features affecting our lives in the State (e.g. those that affect land settlements, occupation, transportation, communication, customs, etc.).
3. Administrative set-up:
   (a) the units of government (parliament, executive, councils);
   (b) those in authority (governor, ministers, councillors, etc.);
   (c) the basic laws affecting us directly.

Western State

Theme: Life and living in the Western State of Nigeria.

Unit 1. Revision of Primary III work - revision of the work of previous years with emphasis on participation in family, town/village and community life in our division.

Unit 2. Social relationships

(a) The place of children in a Yoruba home:
   (i) children care;
   (ii) attitudes and beliefs to children;
   (iii) roles and responsibilities of children.

(b) Marriage institutions in Yorubaland:
   (i) courtships;
   (ii) engagement and marriage ceremonies;
   (iii) husband and wife relationship;
   (iv) polygamy.

(c) Yoruba social welfare system.

Unit 3. Yoruba customs

(a) Language, greetings and respect for authority;

(b) dresses, costumes and make-ups;

(c) festivals (social and religious);

(d) reward and punishment systems;

(e) drums and dances.

Unit 4. Yoruba political institutions

(a) Pre-colonial:

(i) administration;

(ii) taxation;

(iii) law and order (police and courts);

(iv) defense;

(v) social services.

Appendix VI

PRIMARY THREE

Units (1)	Objectives (2)	Concepts to be developed (3)	Attitudes and values to be inculcated (4)	Skills and abilities to be acquired (5)	Facts and knowledge to be taught (6)	Ways of learning and teaching (7)	Materials and other aids to be used (8)	Evaluating outcomes of learning experiences (9)
Unit 4 Nigeria as a nation	A^1 To develop spirit of patriotism and common loyalty to one nation.	A^1 What is patriotism? A^2 What is loyalty? A^3 What is nationhood?	A^1 Abilities to be loyal and patriotic. A^2 Capacity to want to serve.	A^1 Ways in which young people can serve their nation through boys' and girls' clubs doing community service.	A^1 Brief review of Nigeria's story of independence. A^2 Explanation of how flag and anthem came into existence.	1. Practical examples 2. Talk about concrete and real things to illustrate the concepts. 3. Emphasise what children do.	1. Reading texts 2. Supplementary readers 3. Picture books 4. Resource people 5. slides) 6. radio) 7. transparencies) when they are available 8. television) 9. films) 10. objects 11. flags 12. copies of the national anthem.	1. Periodic tests. 2. Anecdotal records of evidence of change in pupil behaviour. 3. and of pupil's activities in and out of class, including reports from the home and the community.
	B^1 To understand the meaning of our national symbols of unity.	B^1 What is a symbol? B^2 What is unity? B^3 What is an anthem? B^4 What is a flag?	B^1 Respect for our flag and anthem as symbols of national unity. B^2 Defending these if and when need arises.	B^1 Making sample flags. B^2 Writing and reading with understanding and singing our national anthem.	B^1 Learning concretely the concepts of patriotism, loyalty, nationhood, responsibility, etc.	4. Discuss a few of the boys' and girls' clubs in which pupils participate.		
	C^1 To prepare pupils ready for responsible citizenship through practising in and out of class our duties to the nation.	C^1 Concepts like the following will be fostered: Co-operation; Participation; Tolerance; Sympathy; Integrity; Diligence; etc.	C^1 Pride in one's own. C^2 Selfless participation C^3 Appreciation of worthwhile society values. C^4 Being responsible.	C^1 Showing traits of independent thinking and judging maturity and diligence. C^2 Participation in youth clubs for society service.	C^1 Demonstrating in and out of class; Qualities of good citizenship and training children in what we do.	5. Bring in resource people to talk to children. 6. Use pictures as necessary. 7. Use slides or films if they exist.		

Appendix VII

PRIMARY TWO

TERM 2

A. LISTENING AND SPEAKING

1. Language structures and skills

1. Develop previous structures with fresh vocabulary
11. Develop asking questions about past actions

				Sample stimuli and responses
Did you	draw a house play football paint a flower		yesterday	? Yes, I did No, I didn't
What	did you	do paint play		? I went to the market, etc. I painted a flower, etc.

iii. Expressing attitudes to things

I We	like don't like	football cassava	What do you	like enjoy ?
He He	likes doesn't like	dancing etc.		

iv. Expressing wants, using 'Want to'

I etc.	want	to	to home play a game	What do you want to do? etc.
He She	wants	eat.		

v. Expressing possession using 'mine, yours' etc.

This isn't	your my his	box book picture	It's	mine yours hers	Whose book is this? It's mine.

vi. Expressing actions completed by now

I	have	drawn	an elephant a horse	What have you done etc?
He	has	made	a frog	Where have you put the pen etc?
		put it	in my pocket on his box	I've put it in my pocket etc. Have you put it in the cupboard etc?

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OCCASIONAL PAPER No. 34 : The need for change in the primary school curriculum in the Western State of Nigeria has been felt for some time and efforts at curriculum reform have already been made. This paper examines some of these efforts with a view to identifying their merits and defects, especially in the absence of a permanent structure for curriculum development activities. The paper also suggests guidelines for future curriculum development processes, including proposals for the establishment of curriculum development centres in the country. The structure, organization and functioning of these centres, as well as their financial implications, are examined.

MICHAEL ADE OGUNYEMI wrote this paper during his participation in the IIEP regular training programme for educational planning specialists, 1972/1973 academic year. He is at present an Inspector of Education in charge of Curriculum Development in the Curriculum, Research and Planning Division of the Ministry of Education. Ibadan, Nigeria.