

**TEACHER MOTIVATION AND INCENTIVES  
IN NIGERIA**

**M.A. ADELABU**

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## Contents

<b>ACKNOWLEDGEMENTS</b>	<b>iii</b>
<b>ACRONYMS</b>	<b>iv</b>
<b>1. INTRODUCTION AND BACKGROUND</b>	<b>1</b>
1.1 Study objectives	1
1.2 Study methodology	1
<b>2. LITERATURE REVIEW</b>	<b>3</b>
2.1 Introduction	3
2.2 Historical context	3
2.3 Key evidence from research studies	5
<b>3. STAKEHOLDER RESPONSES: AN OVERVIEW</b>	<b>7</b>
3.1 Overview	7
3.2 Governance and Regulation	8
3.3 Qualification and Recruitment Standards	9
3.4 Teacher attrition	10
3.5 Teacher absenteeism and time-keeping	11
3.6 Professional misconduct	12
3.7 Teaching load	12
<b>4. KEY DETERMINANTS OF JOB SATISFACTION</b>	<b>14</b>
4.1 Introduction	14
4.2 Remuneration	14
4.3 Career advancement	17
4.4 Vocational intent	18
4.5 Teacher competence	20
4.6 Working conditions	20
4.7 Teacher deployment	20
<b>5. SUMMARY AND CONCLUSION</b>	<b>21</b>
<b>APPENDIX 1 List of those interviewed</b>	<b>22</b>
<b>REFERENCES</b>	<b>23</b>

## Tables

Table 3.1	Respondents' ratings of teacher job satisfaction (b indicators) on a percentage semantic differential scale	7
Table 3.2	Primary school teacher attrition in Oyo State, 1995-2005	10
Table 3.3	Reasons for teacher attrition in Ogun State, 1985-1995	11
Table 3.4	Variations in pupil-teacher ratios within selected states, 2000	13

Table 3.5	Aggregate pupil-teacher ratio in Nigeria, 1992-2001	13
Table 4.1	Entry and terminal grades for teachers by qualification	14
Table 4.2	Salary grade level by qualification: entry and terminal points (1996-2004)	15
Table 4.3	Differences in salary entry and terminal points by qualification	15
Table 4.4	Comparison between nurses and teachers' salaries on selected grade levels in 2003	16
Table 4.5	Teachers' salary scale by qualification	16

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## **ACRONYMS**

HAPSS	Harmonised Public Service Salary Scale
LGEA	Local Government Education Authorities
MOE	Ministry of Education
NCE	National Certificate of Education
NTI	National Teachers' Institute
NUT	National Union of Teachers
NUT	Nigerian Union of Teachers
PTA	Parent-Teachers' Association
PTC	Pivotal Teachers' Certificate
SPEB	State Primary Education Board
TESCOM	Post-primary Teaching Service Commission
TRC	Teacher Registration Council
TSC	Teacher Service Commission
UBE	Universal Basic Education
UNBEB	Universal Basic Education Board
UNBEC	Universal Basic Education Commission
UPE	Universal Primary Education

# **1. INTRODUCTION AND BACKGROUND**

## **1.1 STUDY OBJECTIVES**

This report assesses the extent to which there is a teacher motivation crisis in Nigeria. It is one of 12 country studies in Africa and South Asia that comprise the main component of an international research project on teacher motivation and incentive. The study focuses on the key determinants of job satisfaction among teachers in Nigeria, which include the impact of working and living conditions on teachers' morale, and levels of teacher salaries and benefits.

As elsewhere, many factors affect teachers' motivation and job satisfaction levels in Nigeria. Adelabu (2005) classifies these factors according to three main categories, namely job context, job content, and reward system.

- *Job context:* Public schools in Nigeria are a collection of dilapidated buildings, many without toilets and other basic facilities. The schools are staffed by tired and frustrated teachers and attended by poorly fed, disenchanted pupils. This environment does not engender high job morale.
- *Job content:* Teachers', particularly in elementary schools, are seriously overworked. A typical government teacher is required to teach between seven to eight periods each day to classes, which frequently have more than forty pupils. Teachers are also expected to assist with other school-based activities that are sometimes labour-intensive.
- *Reward system:* The reward system in terms of pay packets and promotion does not appear to have job motivation as its goal.

## **1.2 STUDY METHODOLOGY**

The geographical coverage of the study is the South-West Zone of Nigeria comprising the five states of Lagos, Ogun, Oyo, Osun and Ekiti and the federal capital, Abuja. These states have the same broad political and social history and have identical educational policies.

Information for the study was collected from in-depth, semi-structured interviews with key stakeholders as well as secondary documentary sources, particularly from the Ministries of Education (Federal and State) and other relevant organisations. Interviews were conducted with Ministry of Education officials at both the state and federal level. This included State Primary Education Boards and Local Government Education Authorities (LGEA). Other stakeholders include Parent- Teachers Associations (PTA), the National Union of Teachers (NUT), and proprietors of private schools, education researchers, and renowned educators. Relevant information was also collected from agencies such as the World Bank. Documents consulted were mainly from the Ministries of Education, the Nigerian Union of Teachers (NUT) constitutional documents, the

Teacher Registration Council (TRC) brochure, the civil service salary scheme, and reports on teachers in newspapers and other empirical studies. Annex 1 has a list of those interviewed for the study.

## **2. LITERATURE REVIEW**

### **2.1 INTRODUCTION**

This chapter briefly reviews the relevant literature on the teaching profession in Nigeria. Generally, the research exploring teacher motivational issues in Nigeria shows that, teachers are poorly motivated and are dissatisfied with their living and working conditions. The key reasons for this are as follows:

- Low wages when compared with other professionals
- Low status in the society
- Mass promotion of teachers
- Lack of career advancement opportunities
- High teacher-pupil ratio
- Poor work environment
- Inadequate fringe benefits
- Irregular payment of teacher salaries

According to the literature these conditions are responsible for low teacher morale and the difficulty in attracting and retaining quality personnel into the teaching profession.

This has not always been the case. A broad consensus is that, prior to independence, teaching was considered by almost all sections of society as a highly respected profession. Teachers played key leadership roles in local communities and acted as role models. However, after Independence, when the demand for educated labour grew rapidly, many teachers left the profession to take up jobs elsewhere in the public and private sector. According to Obanya (1999), this marked the beginning of the teacher motivation crisis in Nigeria, as the public began to look down on those teachers who remained in the classroom as second-string public servants. The growing tendency for school leavers to opt for teaching only if they are unable to find other more lucrative public or private sector employment further compounded this problem of lowered professional status (Lawal 2000). Recently, Dr. Owusu, the leader of the accreditation team of the National Commission for Colleges of Education remarked that the teaching profession in Nigeria had been relegated to the background and that teaching is not accorded the respect it deserves (The Punch, 2004).

### **2.2 HISTORICAL CONTEXT**

The current situation with regard to teacher motivation and morale needs to be put into historical perspective and context and, in particular, the growing state regulation of schools and teachers.

The first education ordinance in Nigeria, which was promulgated in 1882, laid the foundation for the development of a professionally qualified teaching force by



empowering inspectors to conduct entrance examinations for teachers. Over the next three decades other ordinances established a separate salary scale for teachers and minimum staff-pupil ratios corresponding to each level of assisted schools. The 1925 Memorandum on Education in British colonial territories highlighted the importance of establishing a sound system of education with an effective cadre of teachers. It recommended therefore significant improvements in the conditions of service of teachers in order to attract the best candidates into the profession. In the following year, the formal registration of teachers became a mandatory requirement, which provided a major fillip to the professionalisation of teaching in Nigeria.

In 1948, the Phillipson Report on Grant-Aided Schools recommended *inter alia* that these schools should receive public funding as long as teachers are placed on a prescribed salary scale, appropriate to their qualification and years of experience and that an appropriate pupil-teacher ratio is maintained.

The policy of universal primary education was first introduced in the western Nigeria in 1955. The rapid increase in enrolment led to the employment of many untrained teachers, which prompted in the Banjo Commission in 1961 to review policy on teacher employment. It recommended the gradual elimination of untrained teachers in the schools, improvement of teachers' condition of services, the promotion of efficient teachers to the highest professional grades, and reduction in class size to forty pupils for the lower grades.

It was the Udoji Commission in 1972 that made the most impact on teachers' status and welfare in Nigeria. The major achievement of the Commission was that it harmonised the public sector pay by bringing all public sector personnel under one unified salary scheme and it also ensured that teachers enjoyed comparable salary status with other key public sector workers. The Commission recommended the creation of a uniform grading and pay scale for public servants, including teachers in order to ensure that the public sector is able to recruit and retain its fair share of scarce manpower and eliminate invidious pay comparisons between the public and private sectors. However, the Commission's bold attempt to introduce a new grading scheme for the teaching service largely focused on the job evaluation of school administrative positions rather than on the actual job of classroom teaching. Consequently, classroom teachers still could not be promoted on the basis of their achievements with regard to effective learning, which seriously reduced the incentives for them to stay in the classroom.

The Commission succeeded in re-grading the existing categories of teaching into nine levels, but it failed to harmonise the salaries and other conditions of service of teachers in line with the major public service professions, which has remained a source of major discord among teachers. The demand by the National Union of Teachers for a just and more equitable job evaluation, remuneration and grading of teachers was not therefore sufficiently reflected in the Commission's report. Teachers did benefit though from the Commission's recommendations for substantial increases in teacher pay, which did give a sizeable boost to teacher morale and, for the first time, many teachers were able to buy cars of their own.

### 2.3 KEY RESEARCH STUDIES

The key finding of a study by Kazeem (1999) is that teachers and other school workers tend to remain contented and reasonably motivated as long as salaries are paid on time and they are promoted regularly. Earlier, Eton (1984) also identified the payment of salaries, allowances and promotion as the key factors that shape teacher attitudes towards their work. Amadi (1983) also concluded that the irregular payment of salaries is one of the major problems facing the teaching profession in Nigeria. According to Mbanefoh (1982), practicing teachers are particularly concerned about the late payment of salaries and the non-payment of fringe benefits rather than other non-monetary incentives. School principals often complained about teachers not willing to work because of delays in payment of their salaries (Ayeni 2005). Ubom (2002) found that in Nigeria, prompt payment of salaries induced greater commitment to teaching.

Another major source of teacher dissatisfaction in Nigeria arises from disparities between the teaching profession and other professions, such as nursing, with respect to the time and mode of payment of salaries, fringe benefits, promotion prospects and working conditions.

However, no consensus exists on the extent to which financial inducements are the really critical motivators. Research has shown that monetary reward in itself has not improved teachers' low esteem and their productivity. Youlonfoun (1992) argues that, although good salaries and their prompt payment are important motivating factors, there is evidence that other factors can undermine commitment to teaching.

Not surprisingly, Akinwunmi (2000) and Ejiogu (1983) found that what the typical low-income earning teacher yearns is a sizeable salary increase, and they conclude that the payment of a living wage would significantly enhance their commitment and performance.

Next to pay, the social status of teachers has been identified as an important factor impacting teacher morale and motivation (Baikie 2002, Francis 1998, and Obanya 1999). Where teachers feel society is dismissive of the profession, their commitment is undermined. Promoting teachers 'en masse', without basing it on an evaluative mechanism linked to job performance, has also been found to de-motivate many teachers in Nigeria (Yisa, 1975; Obilade, 1989; Sanusi, 1998).

School leadership and management style are also important factors, which can either motivate or lower teacher morale and commitment. Nwankwo (1984) found that teachers feel highly motivated when they are consulted about decisions regarding their work. Unfortunately, too high a proportion of school managers (principals and head teachers) are highhanded and autocratic in their dealings with teachers (Ayeni 2005). The attitude of inspectors towards teachers in supervising their work is another important work-related motivational factor. Bamisaye (1998) found that unfair administrative and supervisory practices tend to undermine teacher morale.

The work environment is also an important determining factor in teacher motivation. The teacher's working environment in Nigeria has been described as the most impoverished of all sectors of the labour force (NPEC, Nigeria 1998) Facilities in most schools are dilapidated and inadequate, (Sanusi 1998, Adelabu 2003). Kazeem (1999) has recommended that greater attention should be given to improving work-related conditions of teachers to improve the quality of education. In particular, there should be improvements in the supply of teaching and learning materials and general classroom environment to improve student learning.

Kazeem (1999) and Akinwumi (2000) found that private school teachers appear more motivated than teachers in public schools. Regular payment of salaries and much lower pupil-teacher ratios are key reasons for this. Muheeb (2004) found that the conditions for teaching are more conducive in private secondary schools in Lagos State especially because the maximum class size is only 30 in private schools compared to well over 80 public schools.

### 3. STAKEHOLDER RESPONSES: AN OVERVIEW

#### 3.1 OVERVIEW

This chapter summarises the responses of a range of key education stakeholders concerning teacher motivation and incentives. The study tried to establish from them the extent to which a teacher motivation crisis exists in Nigeria and, if so, what are the main features of this crisis.

There is broad consensus among the stakeholder respondents that there definitely is a teacher motivation crisis in Nigeria. The most serious symptoms of this crisis are low teacher output, high teacher turnover, regular strike actions, poor pupil performance, and refusal of teachers to accept postings to rural areas, and irregular attendance and teacher absenteeism, especially in rural areas.

However, most government officials, particularly those at the state and local government level, argue that teacher job satisfaction has improved in recent years. Even so, the overall level of job satisfaction remains low, and far more needs to be done to raise teacher morale to levels that will impact significantly on the quality of basic education in Nigeria.

Table 3.1 is a summary of the stakeholders' ratings of teacher job satisfaction.

On teacher policies, clear representatives of the National union of teachers (NUT) feel that this is an issue that is not satisfactory and affecting teacher motivation. All key stakeholders believe that recruitment standards and qualification, pay/salary are major sources of teacher job satisfaction. Similarly, apart from NUT, PTA and Teacher Educators, teacher pupil-ratio is considered a key factor in teacher job satisfaction. It is interesting that the NUT, PTA and teacher educators did not rate working environment as a key source of teacher job satisfaction.

**Table 3.1: Respondents ratings of teacher job satisfaction (b indicators) on a percentage semantic differential scale.**

	Policy	Recruitment Standard/ Qualification	Pay/Salary	Promotion	Working Environment	Fringe Benefits	Teacher- pupil ratio
FME	75	85	80	65	60	60	75
SME	71	75	80	70	65	65	70
SPEB	73	75	80	75	60	55	70
LGEA	75	75	80	75	56	55	65
NUT	52	70	60	40	35	35	45
PTA	70	75	75	55	45	50	50
TR. EDU	63	70	60	50	45	50	50
WB	NI	75	70	65	NI	NI	70

Overall, from the ratings, it is clear that key stakeholders all the indicators as contributing fundamentally to teacher job satisfaction. What this implies is that, these are critical

indicators that the Nigerian stakeholders feel need paying attention to if teacher job satisfaction is to be raised.

Throughout the discussions with stakeholders, these were the areas that the focus of their concern was centred on in terms of raising primary teachers' job satisfaction. In specific terms respondents enumerated the following issues as requiring attention if the situation is to improve to a satisfactory level: paying teachers' regularly, improving their working environment, address the problem of irregular payment of pension and gratuities after retirements, improve school management and opportunities for in-service teacher training, discontinue the practice of mass promotion and link promotion to recognizable professional achievements, and eliminate the current long delays in teacher promotions.

### **3.2 GOVERNANCE AND REGULATION**

The lack of clear overall responsibility for the management of teachers has seriously undermined teacher morale over the years. In part, this is because Nigeria has a highly decentralised education system due to its federal system of government. As a result, no single tier of government in Nigeria has absolute control over public education. Primary education is on the concurrent legislature list while secondary education is managed and financed by the state government with the exception of 96 federal government colleges. There are two of these colleges in each of the 48 state of the federation. The management of primary schools has not been stable since the late 1980s. Over the past decade, primary education has been managed largely through a centralised structure under the National Primary Education board, which metamorphosed into Universal Basic Education Board in 2000 and Universal Basic Education Commission in 2004. However, more of the responsibility for primary schools is left to the state and local governments.

NUT officials complained that the management of primary education, particularly the payment of teachers' salaries, has always been politicised leading to inconsistencies in policies and practices. They argue that delays in the payment of teachers' salaries are often due to lack of uniformity in government policy. In the past, the payment of teacher salaries was rotated between the federal, state and local government. Thus, it is unclear who is solely responsible for payment of teacher salaries. According to the NUT, this uncertainty has affected teachers' morale. One respondent commented that it is common to see advertisements for houses to rent with the added remark, "Not for Teachers" and that "nobody knows who will own primary schools tomorrow ... The pity is that it is only teachers that can be treated this way". A Ministry of Education official corroborated this view, saying that uncertainty about who the true employers of primary school teachers are has lowered job satisfaction and motivation, although he noted that the situation is improving.

There have also been occasions when teachers' salaries have been diverted to meet expenditures in other sectors of government. Consequently, teachers have waited long periods for their salaries to be paid and have been forced to find other sources of income. Typically, male teachers go into farming and female teachers start small trading

enterprises. At some schools, the PTA provides financial support to teachers. Francis (1998) observes that, in parts of northeast Nigeria, some teachers have been forced to work as labourers on farms owned by the parents of their students, as they waited for salaries to be paid.

The government's free education policy with the attendant upsurge in enrolment has created the conditions for employing teachers who are either poorly qualified, or not committed to teaching. UBE has, in effect, made teaching an all-comers job. The NUT national president observed that the existing teacher recruitment and retention policies are not uniformly applicable at the three tiers of government in both public and private schools in the country. He pointed out that, teachers are recruited as civil servants at the federal level through the federal Civil Service Commission, but at the state and local government levels, they are treated as public servants and employed by State Education Boards or Commissions. Such inconsistency means that teachers, often, do not enjoy uniform conditions of service and career prospects. According to Omar (2004), this accounts for the massive teacher turnover in Nigeria.

In conclusion, the overall level of motivation and incentives of Nigeria Teachers have increased in the last five years. Teachers now receive their salaries promptly and promotions have been effected for deserving teacher. For example, the Osun State government promoted 4500 secondary school teachers in June, 2005.

### **3.3 QUALIFICATION AND RECRUITMENT STANDARDS**

A key recommendation of the 1998 National Policy on Education was that the minimum (Grade II) qualification for primary school teachers should be the National Certificate of Education (NCE), which for new teachers requires three years of full-time attendance at an accredited college of education. This certificate used to be awarded by the colleges of education themselves. However, this is now the responsibility of the National Teachers' Institute (NTI). According to a director of the State Primary Education Board, most serving Grade II teachers have either completed or about to complete the NCE, through distance learning. For example, in Osun State, SPEB officials disclosed that no teacher on the payroll of the state government now has a certificate below the NCE, except for those recruited in 2004. These teachers were recruited to address a youth unemployment problem at the time. Thus, they are not considered as regular teachers and are on a fixed and low income.

Holders of teacher qualifications below the Grade II certificate are awarded the Pivotal Teachers' Certificate (PTC). Most are employed in state primary schools and are only recruited for two years as 'voluntary teachers'. Most are secondary school leavers with only six months of teacher training. All stakeholder respondents believe that this training is far too short to make them effective primary teachers. Nonetheless, PTC teachers are paid ₦5500 per month which is only slightly lower than the basic salaries of teachers with NCE Grade II and degree and higher national diploma qualifications, which are around ₦6000 and ₦7500 respectively.

### 3.4 TEACHER ATTRITION

In 1995, the SPED was created to address the multi-faceted problems of primary schools and primary school teachers. One of the reasons for the creation of the board was to deal with the alleged problem of high teacher attrition and absenteeism. However, according to the TSC and SPEB, teacher attrition is not that high. Most teachers who were interviewed for this study said they would readily leave teaching, but they could not find better jobs outside teaching.

Only very fragmentary data could be obtained on teacher attrition and turnover. In Oyo state, most attrition is due to retirement, transfer and death, except in 2004 and 2005, when the majority of departing teachers left on transfer to other jobs. Similarly, nearly all departing teachers in the LGEA in Osun State in 2004 did so because they had reached retirement age. Only one teacher resigned to take up a job in the federal civil service, which has better conditions of service.

The protracted economic crisis in Nigeria is the main reason for very low teacher attrition since there are hardly any alternative employment opportunities.

Although conditions of service in teaching have been improving (see below), teachers are still obliged to engage in secondary employment activities after work in order to supplement their meager incomes from teaching (see also Razquin, 2004). Increasingly, more teachers, especially in urban areas are getting involved in the practice of private tuition.

**Table 3.2: Primary school teacher attrition in Oyo State, 1995-2005**

Year	Retired	Transfer to another job	Compulsory retirement	Deceased	Resignation	Transferred to other States	Total
1995				3			3
1996				7			7
1997				4			4
1998				1		1	2
1999				7			7
2000	4	3		16		1	24
2001	5	1		13		6	25
2002	17		1	26	3	3	50
2003	14	5		16		5	40
2004	4	24		6		4	38
2005	1	35		4		25	55

**Source:** Oyo State Primary Education Board.

NUT officials pointed out that most women who left teaching at the primary schools go into petty trading, while others set up private ‘coaching’ classes for national examinations. Most teachers at private schools are not on tenured appointment and have no pension. Consequently, most want to work in public schools, even though the basic pay is lower.

Gbadamosi (2002) investigated reasons for job attrition in some primary schools in Ogun state. His study also revealed low teacher attrition. Around one-third of all attrition was due to compulsory retirement (see Table 3.3).

**Table 3.3: Reasons for teacher attrition in Ogun State; 1985-1995**

<b>REASON</b>	<b>FREQUENCY</b>	<b>%</b>
General dissatisfaction with the profession	1208	33.5
Failure on the job	12	0.3
Desire to do another type of work	335	9.3
Death	51	1.4
Voluntary retirement	708	19.6
Compulsory retirement	1177	32.7
Study leave	114	5.9
	3605	100

**Source:** Gbadamosi (2002)

A few teachers leave once they have upgraded their qualifications through various study leave sandwich programmes. According to local inspectors of education we interviewed, many teachers preferred schools that are easily accessible, and near major towns. This is especially the case for female teachers, many of who would like to be nearer their families.

### **3.5 TEACHER ABSENTEEISM AND TIME-KEEPING**

Data on teacher absenteeism was not available at the Teaching Service Commissions of the states visited. However, most stakeholder respondents indicated that teacher absenteeism is low at most schools. Most put the average absenteeism rate to be in the region of five percent at urban schools and slightly higher at rural schools. One key reason for this geographical difference in teacher absenteeism is that school supervisions are undertaken more regularly and inspectors are more visible in urban areas. As in other countries, teachers are frequently assigned to work as election monitors and as census and registration attendants.

According to school records, teachers hardly ever come to school late. However, teachers and school managers are known to frequently doctor these records. For example, a MoE Director in the Osun State disclosed that, during a recent inspection of primary schools in the state capital, he found cases of teachers who arrived late in school, but signed the timesheet as arriving on time. Weak school management in many primary schools means that it is difficult for the problem of teacher absenteeism to be properly addressed.

### **3.6 PROFESSIONAL MISCONDUCT**

According to the deputy director of the Post-primary Teaching Service Commission (TESCOM), serious professional misconduct among primary school teachers in state schools e.g. (OSUN) is rare. He disclosed that in 2004, there were four official reports of



misconduct against teachers, and in 2003, three teachers were reported for collecting unauthorized fees from students. Other cases of sexual harassment occur, but are hardly reported. Other stakeholders indicated that there may be more cases of teacher misconduct, but that these are not being reported because of weak teacher management and poor mechanisms for dealing with teachers who behave unprofessionally.

The director of TESCOM pointed out that teacher indiscipline is on the decline because of improvements in working conditions, occasioned by a change in leadership at the state level. Salaries are being paid on time, and compulsory deduction from teachers (as well as other civil servants' salaries) had been stopped. Promotions that were last effected in 1999 were carried out in 2003 and the workload of teachers has been reduced with the recruitment of more teachers into the teaching services. These measures, in their view, had transformed teacher attitudes to their work and boosted their morale.

### 3.7 TEACHING LOAD

In Nigeria, the educational background, professional qualifications, experience and declared interest of teachers are taken into consideration when allocating classes and subjects to teachers. In other words, vacancies are simply not filled by any kind of teacher, but rather teachers' subject interests, their level of qualification and their teaching experience are factors which determine who goes to teach where. However, at some schools teachers are assigned classes and subjects purely on the basis of the vacancies and needs of the schools, rather than their interests and experience background.

The official pupil-teacher ratio for primary schools is 1:40. While there are wide variations between schools and between states, the average PTR for the country as a whole never exceeded 40 during the 1990s (see Tables 3.4 and 3.5). Thus, teacher supply has managed to keep pace with the rapid increase in enrolments due to UPE.

**Table 3.4: Variations in pupil-teacher ratios within selected states, 2000**

STATE	STATE AVERAGE	HIGHEST LGA	LOWEST LGA
Borno	39	14	96
Ebonyi	39	26	66
Rivers	50	36	65
Kaduna	44	28	99
Katsina	39	20	83
Lagos	37	24	60
Niger	45	14	75
Oyo	36	25	88
Plateau	43	22	80
Taraba	51	11	68

**Note:** LGA = Local Government Authorities

**Source:** World Bank Country Status Report

**Table 3.5: Aggregate pupil-teacher ratio in Nigeria, 1992 to 2001**

	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001
Teachers (‘000)	384	428	435	437	416	407	419	432	446	487
Pupil/teacher	39	37	37	36	34	36	38	41	43	40

**Source:** Statistics Division, MOE and school census data sheets.

## 4. KEY DETERMINANTS OF JOB SATISFACTION

### 4.1 INTRODUCTION

This chapter examines available evidence about key determinants of job satisfaction among teachers, in particular primary school teachers. The focus is on those areas that stakeholders indicated as particularly problematic.

### 4.2 REMUNERATION

#### Basic pay

All the respondents agreed that the issue of salaries has been the biggest motivational issue for teachers in Nigeria in recent times. Generally, teachers and civil servants in each state have been under one salary structure, based on the harmonised public service salary scale (HAPSS). Respondents also agreed that, teachers' salaries have improved, as delays in salary payments have been reduced to a minimum. Differences, however, exist in teacher allowances such as special allowances for science teachers, or duty allowances. Some states in the federation, for example, Kebbi, Sokoto and Zamfara, all in northern Nigeria, pay higher teacher salaries than their counterpart in the civil service. But, generally, since the Udoji Commission Review in 1972, teachers and other civil servants have had their salaries consolidated under a single salary scheme. Despite improvements in teacher salaries, respondents agreed that there is still dissatisfaction among teachers.

Table 4.1 shows the entry and retirement grade levels for each of the three categories of teachers in the state teaching services. Translated into the current salary scheme, the entry point for a grade II teacher place on GL05 step 02 is ₦8132 per month. The entry point for NCE on GL07 step 02 is ₦12933 per month. The difference between the entry pay per month of grade II teachers and the NCE teachers is ₦4801. The entry point for a graduate (B.Ed) teacher on GL08 step 02 is ₦16198. The difference between the monthly pay of an NCE teacher and a graduate teacher is ₦3265.

**Table 4.1: Entry and terminal grades for teachers by qualification.**

<b>TEACHERS</b>	<b>GRADE</b>
Graduate	8-16
NCE	7-13
Grade II	5-9

The difference between the monthly pay of graduate and Grade II teachers is ₦8066, which means that the monthly pay of a graduate teacher is almost double that of a Grade II teacher. In Lagos State, this difference is even greater (see Tables 4.2, 4.3 and 4.4).

Pay relativities are also very important. Teacher pay is lower than for some key equivalent occupations in the public sector. For example, nurses are considerably better paid than even graduate teachers. The main reason for this is that nurses receive hazard and shift duty allowances. The NUT is very unhappy that graduate teachers are placed on the same grade level as nurses despite having lower education entry requirements. State governments have defended this on the grounds that that nurses work at night, public holidays, weekends and other unsocial hours. Furthermore, they argue that nurses' work is hazardous and therefore they need extra allowances to compensate for the risk factors.

**Table 4.2: Salary grade level by qualification: entry and terminal points (1996 – 2004)**

Qualification	1996*		1999*		2000*		2003*		2004*	
	Entry	Terminal	Entry	Terminal	Entry	Terminal	Entry	Terminal	Entry	Terminal
TC II	NA	4500	3663	10838	7318	22000	8132	25882	9404	25554
NCE	2321	6179	5464	15331	10993	29896	12933	29896	14974	39905
Graduate	2652.	9085	6907	21729	13708	47872	16198	NA	23129	76888

**Source:** Osun State Ministry of Finance and Economic Development

**Table 4.3: Differences in salary entry and terminal points by qualification**

Qualification	1996		1999		2000		2003		2004	
	Entry	Terminal	Entry	Terminal	Entry	Terminal	Entry	Terminal	Entry	Terminal
TC II- NCE	NA	1679	1801	4493	3675	7897	4802	4014	5570	14351.00
TC II- graduate	NA	4585	3244	10891	6391	25872	8067	NA	13725	51334.00
NCE- graduate	331	2906	1442	6398	2715	17976	3265	NA	8155	36982

**Table 4.4: Comparison between nurses and teachers' salaries on selected grade levels in 2003**

	Grade level 07 Step 02 (Entry for NCE)	Grade level 08 Step 02	Grade level 14, Step 02
Nurses	16407	20489	38711
Teachers	12933	16198	32588
Difference	3473	4290	6123

The monthly take-home of each category of teacher under consideration is after tax deductions SPEB/ TESCO (as tax and development levy) or in the school in the form of levies for social development. This 'take-home' varies from individuals and across schools. If a graduate teacher teaches in primary schools, she/he takes primary school teachers pay. This is clearly a source of de-motivation for graduate teachers who work in primary schools.

In some high profile private primary schools, an NCE holder can be paid as high as ₦20000-40000 per month. Private secondary schools can pay as high as a ₦80000. At the other extreme, some private schools (commonly called “mushroom rooms”) can pay as little as ₦3000 per month for primary school teachers and ₦8000 for secondary school teachers irrespective of their qualification.

Table 4.5 below shows both the entry level and the maximum each level could reach salary wise.

**Table 4.5: Teachers’ salary scale by qualification**

Grade levels	Teacher Qualifications		
	Grade II	NCE	University degree
1			
2			
3			
4			
5	Entry		
6			
7		Entry	
8			
9	Maximum		Entry
10			
11			
12			
13		Maximum	
14			
15			
16			Maximum

Source: Razquin, 2004.

It should be noted here that a university graduate who decides to teach in a primary school would not earn the salary of a graduate. This is because both the minimum and the maximum required at this level is NCE.

In Osun State, as in most other states in Nigeria, teacher pay is negotiated between the state government and leadership of the labour unions. This explains why the pay for a graduate teacher working with the federal government can differ from what his or her counterpart receives from the state government.

**Fringe benefits**

Depending on their grade, civil servants in Nigeria are entitled to various fringe benefits, most notably car and housing loans, free medical services, and early payment of pension and gratuity. From grade 7 and above, civil servants can receive a car loan and, below this grade, a motorcycle and bicycle loan. All other workers receive vehicle basic allowances. All respondents agreed that the car loan is the most sought-after and visible fringe benefit in the civil service. With regard to housing loans, various state governments in Nigeria have instituted a policy of granting a revolving loan for teachers in order to assist them build their own houses. The reality, however, is that the majority of teachers do not receive these allowances.

The Osun State Government gives housing loan to secondary school teachers. The amount granted as loan to secondary school is graduated as follows: GL 06-08: ₦200,000, GL 09-14: N250,000, GL 15 and above: ₦ 300000. This amount can only purchase a plot of land or carry construction up to the foundation level of a house. The loan is payable over a period of ten years and deducted on monthly basis from recipient's salary.

As noted earlier, private school teachers do not have tenure nor do they receive a pension. Private schools do, however, provide better fringe benefits to their teachers. Fringe benefits at four private schools visited for this study are as follows: free lunch, free in-service training, free health care, and 'soft' loans from school proprietors. According to the proprietors, it is these extra benefits that attract and keep some teachers in their schools.

### **4.3 CAREER ADVANCEMENT**

The key conditions that must be met by teachers in order to be promoted are:

- Satisfactory performance on the job of a teacher
- Technical skill in teaching methodology
- Evidence of impact on student learning achievement
- An unblemished character
- Good relationship with students, colleagues, school authorities and parents

However, according to NUT officials, teachers have often expressed dissatisfaction with the promotion system because, in practice, teachers are promoted on the basis of their qualification and years of service rather than on the basis of the stipulated conditions for promotion. As corroborated by stakeholders interviewed, the promotion exercise tends to ignore evidence of teacher performance, and emphasise years of experience, irrespective of the quality of that experience. Consequently, in most cases, both good and bad teachers are promoted together.

### **4.4 VOCATIONAL INTENT**

According to key stakeholders interviewed (MOE and teacher trade union officials) most primary teachers see themselves as 'social workers' providing valuable service to communities and the society. Others, however, see teaching as a stepping-stone to other jobs or professions. In addition, stakeholder respondents contend that an important why some people choose a career in teaching is the short working hours (usually schools close by 2pm), which allow them time to attend to family and private businesses.

Razquin (2004) also concluded in her study of teacher career incentives in Nigeria that personal motivation was the main reason why most teachers are encouraged to choose the

profession. Other reasons are shorter working hours, holidays. Salaries and job security are the least important factors.

### **Teacher status**

According to one MOE director respondent, teaching in Nigeria is not held in as high esteem as professions such as medicine or engineering. Prior to the review of teacher salaries and conditions of service, teachers were held in low esteem in society. Many could not pay their rents on time and landlords were unwilling to rent their houses to teachers (NUT, 1999). However, according to NUT officials this was changing; “a lot of teachers now ride good cars and build their own houses; this is because of the upward review of salaries and allowances of all civil servants in the country and the present civilian administration concern for teachers”.

Teachers’ status was given a further boost in the Oyo and Osun states where serving teachers were appointed as permanent secretaries. In Oyo state, teachers have been appointed as education secretaries in 22 local governments of the state. These are top administrative posts in local government. According to the national chairman of NUT, this “has no doubt promoted harmony in the service while elevating the social status of the profession”

In general, however, most informants believed teachers have lower status compared to other major professions. According to the Secretary-General of the Osun State teachers’ union, the profession itself has contributed to the poor image it has in society. He cites cases where retired teachers have not been paid their benefits for months, those in the service are not promoted when they are due for promotion, and the mass promotion of teachers irrespective of their performance and achievements. Apart from this, the NUT secretary said the incessant summon of teachers by Ministry officials for certificate verification and the constant hunt for ‘ghost-names’ sends a negative image about the profession, and is demeaning to teachers.

## **4.5 TEACHER COMPETENCE**

Most teachers in Nigeria now satisfy the minimum professional qualification requirements. However, there are fairly widespread concerns about the overall effectiveness pre-service teacher training in dealing effectively with the practical aspects of real life teaching.

## **4.6 WORKING CONDITIONS**

Although the working conditions of most Nigerian teachers are poor, the situation has been improving during the last four years. As part of the UBE agenda, and from the contribution of the Education Tax fund, schools have been provided some basic facilities and materials.

Generally, student behavior at school is only a little above satisfactory/tolerable level. There is widespread indiscipline with students attending school at will, coming late and roaming the streets. This can serve as a disincentive to teachers.

#### **4.6 TEACHER DEPLOYMENT**

The placement of teachers in Nigeria is lopsided. While some urban primary and even secondary schools are over-staffed, some rural areas have virtually no teachers. In Ondo State for example, the census conducted by SPEB revealed that teachers are concentrated in the cities as opposed to rural areas. For instance in Akure (State Capital) and in Ondo (Urban town), besides the headmaster, three assistant headmasters are attached to schools who have no teaching responsibilities.

About half of the government-recognised secondary schools in Osun State are located in rural areas. However, the Chief Education Officer of TESCOM stressed that one major problem they face in posting teachers to rural schools is the refusal of teachers, especially female teachers, to accept the postings. Most of these teachers cite spouse employment as the main reason for refusal to accept rural postings. Even those who accept postings to rural schools, start applying for a transfer after a year or two.

This explains why there are more teacher vacancies in rural than urban areas. In Osun State for example, there are 21,000 teachers comprising 14,500 primary school teachers and 6,500 secondary schools teachers (NUT, Osun State). According to the NUT Secretary in Osun State more than half of these teachers are in urban schools. He also pointed out that more than half the total number of teachers posted to rural areas resides in large towns and cities. This is a result of lack of basic infrastructures as electricity, portable water, good road, and communication facilities (telephone and internet services). According to an NUT official, incentives for rural teachers are 'on paper only'. For example, rural teachers are entitled to the following additional incentives: 5 percent basic salary as incentive, 10 percent for teachers in 'difficult terrain', and 15 percent for teachers in riverine areas. But, these are rarely paid to rural teachers.



## **5. SUMMARY AND CONCLUSION**

Evidence from the research literature on teacher motivation issues in Nigeria, relevant documents, and the views of key stakeholders suggest there is a teacher motivation crisis among primary school teachers in Nigeria. No school system can be higher in quality than the level of motivation and job commitment of teachers within the system. The Nigerian educational system appears to be staffed by teachers with poor morale and low levels of commitment to their work.

In terms of job context, job content and reward system for teachers, there is a kind of systematic motivation crises within the Nigerian Educational System. School buildings are largely dilapidated, schools are over crowded, and reward systems in terms of salaries and emoluments appear largely unsatisfactory. Improvements in recent years are not deep enough to record satisfactory improvement in teachers' morale.

Nevertheless, this study discovered a consistent trend to improve the job morale of Nigerian teachers especially in advent of democratic government in 1999. Development outside the school system, such as the increasing trend of globalisation, the tendency towards the information-driven economy, the increased tempo of private sector participation in education, and the improved federal funding of education have all contributed to an appreciable improvement in teacher's morale and commitment to work. If this trend continues before long, teachers' motivation in Nigeria will witness significant and satisfactory improvement.

## **APPENDIX 1**

### **LIST OF THOSE INTERVIEWED**

1. Professor Aliu Babs Fafunwa: Federal Minister of Education 1989-1992. Foremost educationist, founding member NUT and proprietor of a private school.
2. Chief S.K. Babalola: Special Adviser to the President on Education 1999-2003.
3. Four officers from Federal Ministry of Education.
4. Two State Commissioners of Education.
5. Six SPEB officials from two states.
6. Two officials of Teaching Service Commission.
7. Eight P.T.A. Members
8. Ten members and officers of NUT.
9. Ten researchers from the university.
10. Four proprietors of private schools.
11. World Bank, The Education Officer.

### **DOCUMENTS CONSULTED**

1. Government Reports on Commissions.
2. The National Policy on Education.
3. The National Union of Teachers Contribution and Handbook.
4. Teachers Registration Council Brochure.
5. Ministry of Health. Salary scale (including call duty and other allowances) 2003.
6. Osun State Government. New Harmonized Public Salary Structure 2003.
7. Lagos State Government Salary Structure and Allowances (2004).
8. Osun State Government Nurses and Midwives Salary Scale.

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