

POLICY ENACTMENT IN NIGERIAN SECONDARY SCHOOLS: THE CASE OF THE NATIONAL POLICY ON EDUCATION

IMPACTO POLÍTICO NAS ESCOLAS SECUNDÁRIAS NIGERIANAS: O CASO DA POLÍTICA NACIONAL DE EDUCAÇÃO

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ABSTRACT

This research examined various factors affecting the (lack of) effectiveness in the enactment of the National Policy on Education (NPE) and assessed teachers' perception on enactment of the National Policy on Education. A cross-sectional research design was employed, comprising an online survey of 100 teachers from 5 public school and 5 private schools in Nigeria. The online survey collected data on background characteristics of the research participants, their experience, and perception regarding the enactment of the National Policy on Education. It also explored the factors influencing the enactment of the National Policy on Education, as well as the extent to which teachers are involved in the policy-making process. The research pointed out some factors that appear to impede the enactment of the NPE in practice. Some of the findings include; lack of clarity in NPE objectives, corruption, insufficient funding, inadequate facilities and infrastructures, poor government attitude towards education, lack of trained teachers, teachers lack knowledge regarding how to implement the NPE and head teachers' lack of support for teachers with respect to NPE enactment in schools.

Keywords: education; policy enactment; teachers; secondary schools; factors; Nigeria.

RESUMO

Esta pesquisa examinou vários fatores que afetam a (falta de) eficácia na promulgação da Política Nacional de Educação (NPE) e avaliou a percepção dos professores sobre a promulgação da Política Nacional de Educação. Um desenho de pesquisa transversal foi aplicada, em uma pesquisa online com 100 professores de 5 escolas públicas e 5 escolas particulares na Nigéria. A pesquisa online coletou dados sobre as características de fundo dos participantes do estudo, sua experiência e percepção sobre a promulgação da Política Nacional de Educação. Também explorou os fatores que influenciam a promulgação da Política Nacional de Educação, bem como a extensão em que os professores estão envolvidos no processo de formulação de políticas. A pesquisa apontou alguns fatores que parecem impedir a promulgação do NPE na prática. Algumas das descobertas incluem; falta de clareza nos objetivos da NPE, corrupção, financiamento insuficiente, instalações e infra-estruturas inadequadas, fraca atitude do governo em relação à educação, falta de professores formados, falta de conhecimento dos professores sobre a implementação da NPE e falta de apoio dos professores promulgação nas escolas.

Palavras-chave: educação; promulgação de políticas; professores; escolas secundárias; fatores; Nigéria.

1. INTRODUCTION

Since Nigeria's independence in 1960, the Government has made efforts to improve education in Nigeria. This was done through several consultations of different educational policies - both internationally and locally. Before the introduction of the National Policy on Education in 1977, missionary education and colonial policies on education regulated educational practices in Nigeria. However, these policies were criticized as not meeting the needs of Nigerians. Hence, there was a need for an indigenous policy on education that would reflect national identity and enhance quality delivery in education. This need originated due to dissatisfaction with the prevailing educational system, which was impertinent to national needs and goals [1]. This led to the introduction of the National Policy on Education, which is currently the main policy that guides educational activities in Nigeria.

The NPE is one of the instruments used by the Government to strengthen and improve the quality of Nigeria's education system. However, since its introduction, the effective enactment of the policy document has been an enduring issue. Over time, several studies have claimed that the National Policy on Education seems not to be largely implemented in practice [2]. The implementation process of Nigeria's educational policy is faulty [3], and there are disparities in what is contained in the policy content and what is implemented in practice [4]. In Nigerian educational system today, policy outcome is below expectations or poor due to lack of patriotic leadership as well as government's consistent poor attitude towards the educational sector, manifesting in dishonest financial allocation to the sector and in apathy towards teachers' welfare during the process of translating policy into practice [5].

In this light, the objectives of this research examine factors affecting the (lack of) effective enactment of the NPE and assesses teachers' perception towards this policy. The following research questions were drafted to guide the research:

- i. Are there factors that hinder the effective enactment of the National Policy on Education?
- ii. What are teachers' perception/attitude towards the National Policy on Education?

The term "policy" is interpreted based on the context it is been used. Policy is sometimes perceived as a tool to solve a problem which takes the form of nationally driven interventions or legislative policy texts which are then implemented [6]. Policy is commonly conceptualized as a set of guidelines or set of activities that determine how actors should act, given a set of circumstances. In this approach, policy is seen as a 'closed preserve of the formal government apparatus of policy making' [7]. Policies are aims or goals, or statements of what ought to happen [8]. Similarly, policy is a systematic rather than random process, it is a complex and goal-driven process which involves several courses of action, and not just one distinct activity.

However, policy is perceived as “a process that is diversely and repeatedly contested and/or subject to ‘interpretation’ as it is enacted in original and creative ways within institutions and classrooms” [10]. This simply suggests that what is meant by policy will not only be taken as text or thing (legislation and national strategies) rather, as a discursive process. This view of policy as a process has several strengths. It places emphasis on the internal workings of policy-making bureaucracies, especially at a governmental level, which can provide an important spotlight on the internal workings of educational administration. It could also show the key effect of important actors in the policy-making process. In a like manner, policy is a process, which is diversely and repeatedly contested and/or subject to ‘interpretation’ as it is enacted, rather than implemented, in original and creative ways within institutions and classrooms. Policy as a process underlines the way in which it is presented and interpreted, that is, how the policy is written and read. Ball’s view of policy as process underlines the capacity of policy actors to shape policy in a way that is strategic, operational, and organizational [11]. This highlighted the scope for those writing and reading the policy to exercise some form of agency over the development of policy.

Furthermore, several studies have adopted the term enactment in place of implementation. [11]. According to [10], enactment is a twofold process of policy translation and interpretation by a wide range of policy agents across different situations and practices. The term "enactment" is used because the authors believed policies are interpreted and translate by various actors in school, rather than simply implemented. This is based on Ball's [11] idea that "policies do not normally tell you what to do, they create circumstances in which the range of options available in deciding what to do are narrowed or changed or particular goal or outcomes are set.” Therefore, enacting policies is a sophisticated, complex, and creative process that is often based on certain context. This analytical approach places emphasis on the role of teachers and administrative workers as key actors in effectively putting policy into practice, rather than seeing them as subjects in the policy process [12].

In this light, policy enactment entails a systematic process of recontextualization interpretation, and translation through talking, reading, and writing of policy text into practice and the extraction of policy text into contextualized practice [10]. Another study argued that enactment is a better theoretical concept which captures the different ways in which policies are read against contextual factors rather than implementation [13]. Therefore, this study utilized the term enactment rather than implementation. Although, at some point, implementation was used.

1.2 THE NATIONAL POLICY ON EDUCATION

In Nigeria, the National Policy on Education (NPE), serves as the framework for all educational activities. The country’s education system is divided into Early childhood, Primary, Junior Secondary,

Senior Secondary and Tertiary education. To form and run a high-quality education system, the National Policy on Education was introduced in 1977. Its objective was to deal with the issue of national integration and build a self-sufficient nation with independent citizens [14]. The National Policy of Education is the official documentation of the basic principles regarding efficient administration, management, and implementation of education at all level within the country. It covers the policies, targets, supplies, expectations, and standards for excellence in education. The NPE was designed to serve as the basis to educate Nigerians into knowledgeable and useful citizens; complete incorporation of the individuals into the community; and making it accessible for all citizens at the primary, secondary, and higher levels within and outside the formal school system [14].

Since the introduction of NPE in 1977, it has gone through several reviews to keep up with the changing times and requirements of education globally. The policy document was reviewed in the year 1981, 1998, 2004 and 2013 the current edition being followed to date. These respective reviews reflected nation building and improved the quality of education across Nigeria. However, there has been a wide gap between policy and practice in the education system due to the ineffective enactment of education policies. Various studies have identified several factors that have inhibited the successful implementation of the NPE [15], [16], [3]. Although, past administrations have made efforts to ensure policy implementation and improve the quality of education, these efforts are yet to produce the desired effects in practice [3].

The Nigerian education system has witnessed huge exploitation, and this appears to affect the enactment of the National Policy on education. For example, funds allocated to education to realize the goals of the policy are diverted by government officials. A study stated that the money allocated for education is never carefully used, the funds allocated to the running of schools do not get to the schools, and the little that arrives there are usually diverted by the school administrators [17]. Similarly, another study noted that the cankerworms of corruption and gross mismanagement of resources have been blamed for the deplorable state of the country's educational system [18]. Because of this, the education sector has consistently witnessed scarcity of resources, to the extent that less than 20% of eligible children of secondary school age get enrolled into schools. At the tertiary level, only 33% of Nigerian youths who are due for enrollment at university level get the opportunity to go into higher institutions [18].

Also, policy (dis)continuity has been a major issue that has impeded effective implementation of education policy [19]. Despite a national policy which guides education in Nigeria, different government administrations introduce sub-policies/ policies that develop or seat alongside the national framework and that suit their political agenda. Most of these policies appear not to be in consonance with the National Policy on Education, which has affected the implementation of the NPE.

Moreover, dearth of qualified and well-trained teachers to make sense of the policy in practice appears to be a hindrance to policy implementation in Nigeria. A recent study reported that lack of experienced teachers and administrators to effectively implement the education policy in Nigeria is a major problem that needs attention [20]. In most primary and secondary schools, teachers are not equipped with the required training and skills to translate policy into practice. Lack of qualified teachers in some areas create a very big problem in policy implementation [21].

Poor funding of education is a problem that have also affected implementation. This is because there are not enough resources to carry out stipulated action as contained in the policy document. Due to the financial crisis in the system, existing facilities are not properly maintained, and this has affected the building of new facilities. This has led to overcrowding in classrooms where teachers and students do not have a conducive environment to perform their duties [22]. Moreover, Facilities and infrastructures remain insufficient for coping with a system that is growing at a rapid pace. The school environment is generally not conducive for learning because of the physical learning condition of most schools and shortage of teaching and learning facilities [23].

The Federal Ministry of Education also recorded that there is about 57% of national literacy rate, 49% of unqualified teachers and a dearth of educational facilities and infrastructures at all levels in the year 2006 [2]. There is a huge gap in learning achievements and educational standards at virtually all levels of education. Today, policy outcome is below expectations in Nigeria. Therefore, this study explores some other factors that affect the enactment of the National Policy on Education.

2. MATERIALS AND METHODS

The study employed an online survey as the method of data collection [24] It was used to describe the characteristics of the research participants, their experience, and perception towards the policy enactment. It was also used to find out the factors affecting the effectiveness of the enactment of the National Policy on Education as well as the extent to which teachers are involved in the policy-making process.

The sample comprised teachers in Secondary Schools in Warri-South Local Government Area of Delta State Nigeria. The teachers were selected through stratified random sampling technique whereby units in the population were divided into categories [25]. This is to show a proportional representation of different subject areas of secondary schools, as well as equal number of teachers selected from both public and private Secondary Schools.

The respondents were accessed through the help of the Head Teacher (principal) from each school. The Head teachers were contacted through the assistance of an official from the Ministry of Education in

Warri South Local Government Area of Delta State. A brief description of the research objectives was provided to each of the Head Teachers and the possibility of accessing the other research participants (teachers). Thereafter, the Head Teachers provided a list of teachers per subject area in each school and their contact details. 10 teachers were selected from each school, making a total of 100 target participants to complete the online survey. The 100 teachers were contacted through email, providing a brief description of the research objectives. A link to the online survey was also attached to the email. Out of the 100 target participants, 95 successfully completed the survey.

Furthermore, an informed consent was derived from each respondent that participated in the research. This was done through sending an informed consent form to each of the participants through email. The form explains the objectives of the research and the purpose of the study and thereafter request for their consent to participate in the survey. Also, each participant was notified of their right to choose not to participate in the research and the right to withdraw at any time. Also, the researcher ensured that the identity of participants was kept anonymous. Anonymity and confidentiality were taken seriously in the report and writing of findings. The researcher ensured anonymity and confidentiality were upheld as well as safeguarding the privacy of the participants. Moreover, Cardiff University Ethics Committee gave permission to embark on the research. Any identifiable data that will enable the identification of respondents was kept in Cardiff University network. The researcher ensured no information was disclosed in the write-up that may cause potential harm to the schools or teachers that participated in the research.

The study employed quantitative method of data analysis. The data were generated through google forms and sent to the research participants to complete and submit. Accordingly, the derived data were analyzed through descriptive statistics, frequency distribution tables and cross tabulation of variables. In analyzing the data, the online survey was coded to make it quantifiable, and the data derived was subjected to SPSS statistical software which generated descriptive statistics and frequency tables. Frequency distribution tables were used to show the breakdown of participants response. The frequency distribution table provided the number of people and the percentage belonging to each of the categories in relation to all the different types of variables (Bryman, 2016, p.336) [24]. The frequency distribution tables demonstrated the percentage of respondents who agrees, disagrees and neutral with each of the statements in the questionnaire to show dominant patterns in participants responses.

3. RESULTS AND DISCUSSION

As mentioned earlier, a total of 95 teachers completed the questionnaires, out of which 53 teachers worked in private schools (56%), while 42 teachers were from public schools (44%). Out of the 95 participants that completed the questionnaire, 65 were female (68%), while 30 were male (32%).

Table 1: Distribution of respondents by sample characteristics

Profile of respondents	Frequency	Percent
<i>Type of school</i>		
Works in private school	53	56%
Works in public school	42	44%
<i>Gender</i>		
Female	65	68%
Male	30	32%
<i>Age</i>		
18 to 24	8	8%
25 to 34	59	63%
35 to 44	18	19%
45 to 54	8	8%
55 to 64	2	2%
<i>Years of teaching experience</i>		
0-1 year	7	7%
2-5 years	59	63%
6-10 years	16	17%
11-20 years	9	9%
21 years and above	4	4%

Source: SSTN survey of teachers of secondary school in Nigeria. N=95.

Table 2: Descriptive Statistics for Educational Qualification

Qualification	Frequency	Percent
Bachelor	58	61%
First School Leaving Certificate	1	1%
Masters	14	15%
National Certificate of Education (NCE)	19	20%
Post-Graduate Diploma	3	3%
Total	95	100%

Source: SSTN -survey of teachers of secondary school in Nigeria

It can be seen from Table 1 that majority of the participants were in the age group of 25 to 34 years (63%), followed by the age group of 35 to 44 years (19%), 18 to 24 years (8%), 45 to 54 years (8%) and finally, 55 to 64 years (2%). With respect to the years of teaching experience of the teachers, it can be

seen in the above table that majority of the teachers have only limited teaching experience of 2 to 5 years (63%), followed by 6-10 years (17%), 11 to 20 years (9%), 0 to 1 year (7%) and finally 21 years and above (4%). This showed that most of the teachers participating in the study had not been part of the teaching field for a long time.

It can be seen in Table 2 that the number of teachers holding a Bachelors' degree was 58 (61%), 19 teachers (20%) have National Certification of Education (NCE, a teacher training college in Nigeria), while 14 teachers have a Masters' degree (15%), 3 teachers have a Post-Graduate Diploma (3%), while 1 teacher has First School Leaving Certificate (1%), that is, persons who do not have a degree. The descriptive analysis of educational qualification showed that majority of the teachers had acquired a bachelor's degree, and there were very limited teachers with a Postgraduate degree.

Table 3: Distribution of respondents by average monthly salary

Monthly Salary	Frequency	Percent
₦10,000-₦30,000	24	25%
₦31,000-₦50,000	48	52%
₦51,000-₦100,000	14	14%
Prefer not to say	9	9%
Total	95	100%

Source: SSTN -survey of teachers of secondary school in Nigeria

The distribution of average monthly salary of the teachers in this study's sample can be seen in Table 3. that the findings show that 48 teachers are earning salaries in the range of ₦31,000-₦50,000 (52%), 24 teachers are earning salaries between ₦10,000-₦30,000 (25%) and 14 teachers are earning between ₦51,000-₦100,000. 9 teachers are not comfortable in disclosing their average monthly salaries (9%). Therefore, most of the teachers are earning between ₦10,000 to ₦50,000 (77%).

3.1 DISTRIBUTION OF SAMPLE CHARACTERISTICS BY TYPE OF SCHOOL

To obtain a better understanding of the factors that influence the enactment of NPE, the data for private and public schools is segregated and analysed separately. The study involved a total of 42 public schools and 53 private schools. The tables given below show the age, years of experience and highest education level of the teachers at public and private schools.

Table 4: Age of public and private school teachers

Age	Public school teachers	Private school teachers
18-24	5%	11%
25-34	37%	83%
35-44	38%	4%
45-54	16%	2%
55-64	5%	0%

Source: SSTN -survey of secondary school teachers in Nigeria

The table above shows that the private school teachers are generally younger than public school teachers. Most of the teachers in public schools are aged between 25 years to 44 years. On the other hand, in the case of private schools, a very high percentage of teachers (83%) are in the age group of 25 to 34 years. Public schools also have teachers aged 45-54 years old, and some even above 55 years old. However, private schools have very few teachers over the age of 34 years.

Table 5: Years of teaching experience of public and private school teachers

Years of teaching experience	Public school teachers	Private school teachers
0-1 years	7%	7%
2-5 years	32%	87%
6-10 years	37%	2%
11-20 years	17%	2%
21 + years	7%	2%

Source: SSTN -survey of secondary school teachers in Nigeria

Looking at teaching experience, most of the public-school teachers have 6 to 10 years of experience (37%), followed by a teaching experience of 2 to 5 years (32%). On the other hand, most of the teachers in private schools have a teaching experience of 2 to 5 years (87%). Very few teachers have an experience of over 5 years. In public schools, a few teachers even have the experience of teaching for 11 to 20 years, and even 21 years or more. This shows the general trend of having more experienced teachers in public schools. Considering the age of the teachers of public schools, this trend is expected.

Table 6: Highest level of education of public and private school teachers

Level of education	Public school teachers	Private school teachers
First School Leaving Certificate	-	2%
Bachelors	57%	64%
Masters	24%	8%
National Certificate of Education	17%	22%
Post-Graduate Diploma	2%	4%

Source: SSTN -survey of secondary school teachers in Nigeria

The table above shows that most of the teachers in private schools have a bachelor's degree (64%). Only 8% teachers have a master's degree, while 22% teachers have the National Certificate of Education. On the other hand, in public schools, 57% teachers have a bachelor's degree, while 24% teachers have a master's degree. The teachers in public schools appear to have a higher educational degree, compared to the private school teachers.

Therefore, teachers from public schools are generally older and more experienced in teaching and have achieved a higher education than teachers in private schools.

Furthermore, the survey results showed that 90% of public-school teachers and 83% of private school teachers had read the NPE. The teachers were asked whether they had read the National Policy on Education and if they believed the school followed the NPE. Most of the teachers that participated in the study had read the National Policy on Education (86%), whereas 14% had not.

When teachers were asked whether the NPE contents were followed in the school they worked, the responses of both public schools and private schools suggested that the NPE was not being implemented in the schools included in the sample: almost 60% teachers in public schools and 68% teachers in private schools stated that NPE was not being followed in the school they worked. This illustrated that the teachers have read the NPE, however, there is a lack of enactment in schools, which suggests that the issue is not the lack of awareness of teachers regarding the contents of NPE. The problem seems to be either in the way the policy is implemented, or the lack of support they receive from their Head teachers in the form of guidance and the government in the form of funds, which makes implementation challenging.

Table 7: Factors affecting the enactment of the National Policy on Education

Factors	Agree	Neutral	Disagree
The NPE objectives are realistic and clear	24%	16%	60%
Lack of policy continuity due to changes in Government	91%	6%	3%
Inadequate personnel/lack of appropriately trained administrators	92%	3%	5%
Inadequate training of teachers	98%	1%	1%
Lack of teaching and learning facilities and infrastructures	98%	1%	1%
Poor communication/insufficient information between the teachers and the Government/policy makers	97%	3%	0%
Poor supervision and monitoring	97%	2%	1%
The school status	80%	14%	6%
Corruption	95%	5%	0%
Student to staff ratio	87%	13%	0%

Teachers know how to put the NPE into practice	23%	15%	62%
Head teacher supports teachers to follow the NPE	11%	26%	62%
Teachers received the required guidelines for implementing the NPE	25%	2%	73%
Teachers' voices are taken into account while formulating the National Policy on Education documents in Nigeria.	4%	8%	88%

Source: SSTN -survey of secondary school teachers in Nigeria

From the Table above, most of the teachers (60%) disagreed with the view that the NPE objectives are realistic and clear, while 24% teachers agreed with this view. Around 91% of the participants agreed with the fact that the policy implementation has suffered due to a lack of continuity due to changes in governments. Furthermore, almost all of the participants supported the view that there are insufficient personnel and a dearth of properly trained administrators (92%), inadequate training of teachers (98%), limited number of teaching and learning facilities and infrastructure (98%), poor communication and a lack of information between teachers and government policy makers (97%) as well as poor supervision and monitoring (97%). In addition, majority of the teachers believed that school status, i.e. private or public schools (80%), corruption (95%) and student/staff ratio (87%) influence the implementation of NPE.

When teachers were asked if they knew how to implement the NPE, 62% disagreed, while 23% agreed. Majority of the teachers disagreed with the statement that Head teachers (principal) support teachers to work according to the goals of the NPE in their schools (62%). Almost 73% teachers disagreed with the view that they receive the guidance needed for implementing the NPE. 93% of teachers believed that they did not receive the motivation needed to put the NPE into practice. Finally, 88% of teachers disagreed with the statement that the teachers' views are considered when developing the National Policy on education documents in Nigeria. These findings support the literature regarding the factors that have hindered the implementation of education policy in Nigeria. The responses of the teachers have majorly agreed that these factors still serve as a deterrent to the effective adoption of the National Policy on Education.

When teachers of public and private schools were asked whether they believed the NPE objectives were realistic and clear, it was observed that a greater number of teachers in public schools agreed with the statement as compared to the private schools. It was found that 33% of the teachers in public schools believed that the NPE objectives were clear and realistic, while only 17% of private school teachers felt so. Almost 60% of the teachers of both public and private schools felt the NPE objectives were not realistic

and clear, with the rest having a neutral opinion. Cross tabulation to show the relationship between type of school and NPE objectives are realistic is shown in the Table below.

Table 8: Cross tabulation between Type of School and NPE objectives are realistic and clear

Type of School	NPE objectives are realistic and clear			Total
	Agree	Disagree	Neither agree nor disagree	
Public	14 (33%)	25 (60%)	3 (7%)	42 (100%)
Private	9 (17%)	32 (60%)	12 (23%)	53 (100%)
Total	23 (24%)	57 (60%)	15 (16%)	95 (100%)

Source: SSTN -survey of secondary school teachers in Nigeria

It was noted earlier that public-school teachers are more experienced and possess a higher qualification compared to the private school teachers, which may be the reason they considered the NPE objectives to be realistic and clear. It is likely that due to better knowledge and experience, they can comprehend the NPE and its objectives more comprehensively as compared to public school teachers.

With respect to the awareness of teachers regarding how the NPE should be put into practice, 33% of the teachers of public schools (14 out of a total of 42 public school teachers) stated that they agreed with the statement that teachers knew how to implement the NPE. On the other hand, only 15% (8 out of 53) of the teachers of private schools agreed with the statement. Around 52% of the teachers of public schools felt that teachers did not know how to implement the NPE, while almost 70% of the teachers of private schools felt this way. Cross tabulation of the type of school and the teachers' knowledge about implementing NPE is shown in the table below.

Table 9: Cross tabulation between type of school and teachers know how to put NPE into practice.

Type of School	Teachers know how to put NPE into practice			Total
	Agree	Disagree	Neither agree nor disagree	
Public	14 (33%)	22 (53%)	6 (14%)	42 (100%)
Private	8 (15%)	37 (70%)	8 (15%)	53 (100%)
Total	22 (23%)	59 (62%)	14 (15%)	95 (100%)

Source: SSTN -survey of teachers of secondary school in Nigeria

Again, a greater percentage of public-school teachers appears to know how to put the NPE into practice as compared to private school teachers. This may be due to the higher experience and knowledge of public-school teachers. The public-school teachers reported to have a broad experience in the field of teaching and are also comparatively more educated in contrast to private school teachers, which is why there is a difference in the results of public and private school teachers. With respect to the other factors, not much difference was observed in the percentages of responses given by public and private school teachers. Most teachers of public and private schools to an extent agreed that the factors identified were the reasons for the lack of implementation of the NPE in the education system of Nigeria.

4. CONCLUSION

To this end, it can be concluded that lack of clarity in NPE objectives, corruption, poor funding, inadequate facilities and infrastructures, poor government attitude towards education, lack of trained teachers, teachers lack knowledge regarding how to implement the NPE, lack of support from Head teachers are factors that affect the effective enactment of the NPE in schools. Some of these factors had been identified previously in the literature, and this study affirmed that until now, these factors are causing a hindrance to the effective implementation of the NPE. The government has not managed to decrease the gap that exists with regards to the successful enactment of the policy in practice.

The study also demonstrated that a large majority of the teachers have read the National Policy on Education, yet they feel that it is not being implemented in the schools in which they work. The teachers are aware of the contents of the policy, and even possibly comprehend them, yet they do not have the required expertise to implement the policies in the manner required by the government. This consolidates the view that there is a lack of policy enactment, not because the implementing actors do not accept the policy, but because they comprehend them differently, and are unable to put the policy into practice in the manner required by the policy makers.

Therefore, there is a need for the Government to provide training to teachers with respect to the implementation of policy objectives. Teachers need to be explained the policy contents and how they can be successfully implemented in the schools. As identified in the study, the government needs to provide a greater number of facilities to the teachers and school administrators to make them comprehend the policy objectives and understand the way they need to be put into practice. The government needs to put in more effort to ensure that the schools and teachers are provided training on implementing the national policy. Without the required skills and knowledge to enact the NPE, the schools will not be able to effectively enact the NPE in practice, resulting in policy failure. If the teachers and school administrators

do not understand what is required of them with respect to policy enactment, the gap in policy and practice will continue to prevail and the education system of Nigeria will continue to suffer. To ensure successful enactment of policies in schools, they need to ensure that the policy is accepted and interpreted correctly, and the implementing actors are explained their roles and have the resources to put them into practice.

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