Standards Responsible for the Decline in Quality
Of Secondary Education in Nigeria

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Abstract
The paper places secondary education in a strategic position in the Nigerian education system. It clarifies issues surrounding the misplacement of standard as against quality when examining the success or failure of secondary education on yearly basis. The paper concludes that the standard of education has not fallen in Nigeria, but that it is the quality of education that is vast declining and all stakeholders in the education have a lot of roles to play to get the quality back on track.

1. Introduction
“The strategic position of secondary education in the national educational system has made it a target of major concern”. This was the opinion of Segun Adesina as far back as 1984. According to Adesina (1984, p.ii), secondary education stands as a transition zone as it receives primary school leavers and turns out pupils for postsecondary education. This therefore suggests that secondary education has both consumer and producer status. Cornell (2010) presents a related opinion, by saying that it is necessary for a person to have secondary education because it is a part of the process of gaining the right education. According to Cornell, secondary education is vital because it does not ordinarily serve as the link between what children already imbibed in primary school and college (secondary) education, but also affords them with opportunity to acquire knowledge that assists in the development of critical and analytical thinking and that of the understanding of the world around.

In a similar perspective, Moja (2000) explains that the education that is offered at this level has two purposes. The first is to prepare pupils to exit school with the necessary skills to find employment and the other is to prepare them to continue with academic careers in higher education. According to Moja, the Junior Secondary School prepares the children to take from the options of senior secondary education, technical education, training at vocational training centres or apprenticeship schemes out of the formal school system; while the senior secondary takes charge of preparation for higher education. Suffice to say that all opinions above agree with the provision of the National Policy on Education (NPE) about secondary education in Nigeria. The NPE Section 4 Subsection 18 (FRN, 1981. p. 16) (and its subsequent revised editions) avers that secondary education seeks to

- Provide an increasing number of primary school pupils with opportunity for education of a higher quality, irrespective of sex or social, religious, and ethnic background;
- Diversify its curriculum to cater for difference in talents, opportunities and roles possessed by or open to students after their secondary school course;
- Equip students to live effectively in the modern age of science and technology;
- Develop and project Nigerian culture, art and language as well as the world's cultural heritage;
Raise a generation of people who can think for themselves, respect the views and feelings of others, respect the dignity of labour, and appreciate those values specified under the broad national aims, and live as good citizens;

Foster Nigerian unity with an emphasis on the common ties that unite in diversity;

Inspire its students with a desire for achievement and self improvement both at school and in late life.

Consequent upon these, the curricular activities of the junior secondary school are designed as both pre-vocational and academic with basic subjects whose learning contents are capable of enabling pupils to acquire further knowledge and develop skills; while the senior secondary is comprehensive and has a core curriculum designed to broaden pupils’ knowledge and outlook (Schedule 3, Education Reform Act of the Federal Republic of Nigeria, 2007).

All the foregoing therefore suggest that secondary education is an instrument par excellence for national development as it is on its own “a basic human need, an integral part of quality of life, a support for moral and social values, and an instrument for economic productivity” (Adams, 2002, p.11). Thus secondary education is expected to be of good quality and of high standard, if it must meet all the identified objectives.

2. Objectives of the Paper

This paper seeks to provide answers to the following questions:

1. What makes secondary education of high standard?
2. What is the index of the quality of secondary education?
3. What is the quality of output of secondary education in Nigeria in recent time?
4. Who are the gods/goddesses to be blamed for the declining quality of secondary education in Nigeria?

3. What makes secondary education of high standard?

Given the objectives of secondary education presented above, it is expected that certain standards must be met in order to achieve the best from the Nigerian secondary schools. But ‘standard’, as a concept and how it is related to education calls for clarifications. Indeed, Dictionaries have a consensus on the description of standard. The Merriam Webster Online Dictionary refers to standard as a “criterion” i.e. “a means of determining what a thing should be”. Other Dictionaries (Collins English Dictionary, 2009; Merriam-Webster's Medical Dictionary, 2007; The American Heritage Stedman's Medical Dictionary, 2002) see it as both a “noun” and an “adjective”. As a noun, it is viewed as an “acknowledged measure of comparison for quantitative or qualitative value”; and “an object that under specified conditions defines, represents, or records the magnitude of a unit”. As an adjective, it is, “serving as or conforming to a standard of measurement or value”; “and it is a model of authority or excellence”.

Premised on the nominal and adjectival description of standard, one may be tempted to infer, with reference to the objectives of secondary education above, that the desire for qualitative value and excellence is the primary motive of education at any level and that may be why emphasis is always placed on standard of high quality. In fact, all the dictionary descriptions are portraying standard as an index of quality. However, Ochuba (2009) differentiates between standard and quality. According to Ochuba, “standard is the input and quality is the output”; and this may explain why Ochuba avers that it is a wrong perception and assessment that the standard of education is falling in Nigeria; and that “nothing is wrong with the standards, but (it is) the quality

Hunter (1999) explains that standards are part of the process of “making choices” that affect the lives of students, teachers, support staff, parents, and community. In the opinion of Hunter, “standards do not drop from the heavens in tablet form. Rather they are made by human beings with their feet on earth” (p.1.); but questions about standards should revolve around expectations from schools, students, educators and school officials. Similarly, the European Centre for Development and Vocational Training – “Cedefop” (2009) regards standards as norms and specifications which act as a means of assisting the process of meeting the requirements of the learning experience that in turn leads to the award of a qualification and consequently assuring excellent performance in the occupation that is linked with the end qualification.

The inference at this juncture is that standards may be what is provided in the form of teaching syllabus or put precisely the curriculum, with which the learners interact under the auspices of the teacher. A curriculum, as reported by Bartlet (2001) is the formation and implementation of an educational proposal to be taught and learned within the school or other institution and for which that institution accepts responsibility at three levels: its rationale, its actual implementation and its effect. Offorma (1993) and Bartlet (2001) seemed to agree that curriculum specifies what to be
taught, how it should be taught and how to determine whether what has been taught has been learned i.e. content, pedagogy and assessment respectively. However, Abimbola (1993) remarked that what the school teaches and assesses is a reflection of a nation’s philosophy of life as reflected in its philosophy of education; and that it is from the philosophy that the substance and form of curriculum emerges. This also agrees with the opinions of Junaidu and Ihebuzor (1993) that curriculum contains a statement of aims and objectives derived from a nation’s philosophy of education. According to Junaidu and colleague, curriculum is a set of total learning experiences designed to impact skills, competencies and attitudes to the learners. Hence, it suffices to mention that the national policy on education in Nigeria derives from the national values(philosophy) which seeks dignity of persons, rational decision making, fundamental freedom for all, good interpersonal relationship between people holding different values, and general wellbeing for all. It is against these values that school subjects’ curricula are developed – apparently towards what the nation wants to achieve using education as a tool.

By and large, it is noteworthy that teaching is increasingly becoming more scientific, just as education is becoming more influenced by globalisation and technological advancement. The reinvigoration of the Universal Basic Education (UBE) for example and the education reforms aimed at conformity with global demands, towards increasing marketability of Nigerian graduates are making the standard of education more complex day-by-day. For instance, the UBE is now a three-level structure:

i. Lower Basic (Primary 1-3) where 8 core subjects and a maximum of 2 electives are offered.
ii. Middle Basic (Primary 4-6) where 9 core subjects and a maximum of 3 electives are offered.
iii. Upper Basic (Junior Secondary 1-3), where 10 core subjects are offered (Yusuf & Yusuf, 2009).

The senior secondary which receives the end-product of the UBE also has a diversified curriculum with a core curriculum designed to broaden students’ knowledge and outlook. Here, every student takes all the six core subjects, plus a minimum of two and a maximum of three from the list of elective subjects (resulting in a minimum of eight and a maximum of nine subjects). The length of a teaching period at the senior secondary school level is forty minutes and because of their importance, English language and mathematics are taught every day. Each one of the science subjects—biology, chemistry, and physics—are allocated four periods per week. Subjects like agriculture, technical drawing, fine art, bookkeeping/accounting, woodwork, metalwork, geography, further mathematics, economics, social studies, and history, are each allocated three periods a week. The medium of instruction at the secondary school level is one of the leading languages of the world, English. Overall, there are thirty-seven subjects approved for the SSS course; and based on the dictate of present challenges, the secondary curricula have been expanded to include the family life education; HIV & AIDS education; computer education; drug prevention education; basic African cultural knowledge; cultural and creative arts; and Nigerian history (FME, 2004). Continuous assessment scores are combined with examination scores to determine the advancement of a student from one class to another.

In addition, the Junior Secondary Certificate Examination is conducted not only by states ministry of education, but also by the National Examinations Council; while the Senior School Certificate is awarded on successful completion of the senior secondary school and the passing of a national examination which is conducted by internationally recognised bodies, the West African Examination Council (WAEC) and the National Examinations Council (NECO) (Paraphrased from FME, 2004, as reported by UNESCO’ World Data on Education, 2006).

Given all these provisions, a question that may be raised is “should the standard of education be regarded as fallen curriculum-wise?” The likely answer may be, “no, look elsewhere”; and the where else may call for an examination of other inputs invested in education or contributions at the disposal of education provided with the aim of achieving effective teaching and learning. This inference may agree with the opinion of the Council for Social Foundations of Education (2004), which remarks that the promotion of quality instruction and learning in foundational studies which is with a view to guaranteeing to a large extent possible the opportunities for students to acquire interpretive, normative, and critical perspectives on education by studying rigorously and acquiring sufficient field experiences is the ultimate purpose of the standards. In this regard, if the standard is the input invested in education (Ochuba, 2009), then, the opinion of evaluation theorist like Daniel Stufflebeam (1971) may assist to raise and answer further questions about standard of secondary education in Nigeria. Stufflebeam who designed the programme evaluation model tagged CIPP i.e. Context, Input, Process and Product Model of Evaluation, regards input as an intervention in terms of strategies, time requirements, funding and physical requirements, staffing (expertise, funding for staff development) and resources (physical and material) put in place towards meeting requirements (goals and objectives) and to facilitate the process of attaining a set goal.
Thus, if secondary education is seen to be operating in the context of the national policy on secondary education, the input invested in it may then be in the form of funds allocated, teacher-pupil ratio, teacher qualifications and infrastructures. All these agree with the opinions of Hunter (1999) and Wiggins (1998, p. 106) on standards. While Wiggins identifies two standards - content and performance standard, Hunter identifies the two (mentioned by Wiggins) and added the third, which is “opportunity-to-learn” or “delivery standards”. Their agreements are also rooted in the ideas of Howe (1994) and Porter (1995) which describe content standards as what teachers are supposed to teach and students are expected to learn i.e. learning the subject matter through critical-thinking and problem-solving skills. The opportunity-to-learn or delivery standards refer to resources, conditions and desirable processes of learning that the education system is to provide so that the equality of opportunity to learn is ensured. Performance or outcome standards is also described according to Howe (ibid) and Porter (ibid) as degrees of student mastery or attainment considered to be satisfactory. Hence, the quality of curriculum inputs are indexes of content standards, the processes and conditions in school systems aggregate opportunity standards, while students outcomes whether good or bad will indicate performance standards (Ravitch, 1995; Lewis, 1995): although the latter may relate directly to what this paper suggests as output or quality. Thus, the question, “What makes secondary education of high standard? Especially in the Nigerian context is better answered with series of questions such as:

i. Is the Nigerian secondary curriculum challenging enough and related to the needs of the learners and the nation?

ii. Does the Nigerian government make sufficient funds or grants available to secondary schools so as to meet day-to-day obligations?

iii. Are there qualified teachers to handle all secondary school subjects?

iv. Is the teacher-pupil ratio normal in the Nigerian secondary schools to ensure effectiveness of instructions?

v. Are there adequate physical infrastructures to cater for all curricular and co-curricular activities?

vi. Are functional measures of quality control provided to ensure that the system works as expected?

vii. Are measures of effectiveness of instructions (examinations) curriculum relevant and efficient?

Thus, while earlier discussions about curriculum as an index of standard has provided an answer to the question of a challenging curriculum, the remaining questions may be left unanswered, until the issue of quality which has been misconstrued as standard has been addressed.

4. What is the index of the quality of secondary education?

Students’ learning outcomes, whether good or bad are indicators of performance standards, according to Ravitch (1995) and Lewis (1995); and they could be regarded as indexes of output or quality of education, if the opinion of Ochuba (2009) is anything to go by. This may also agree with Stufflebeam’s idea of “product” evaluation. To Stufflebeam, a product is an “outcome” of an endeavour, and it is the criteria against which a performance objective is measured. This then suggests that the success of any educational policy or system could be determined by the performances of the learners after a course of study. This is where the idea of summative evaluation fits i.e. evaluation conducted at the end of a long period of study, which is cumulative, comprehensive, valid and reliable (Hopkins, 1997).

In the Nigerian context, the results of an end of school, course or programme evaluation is often used to determine the success or quality of any educational endeavour or system; and the responsibility of the evaluation is bequeathed on organised examinations bodies such as the West African Examinations Council (WAEC) and the National Examinations Council (NECO) which conduct certification examinations for Senior Secondary School students. It is noteworthy that the results that these bodies finally publish at the end of a period of examination is always used to make decisions and overall evaluation of the success or otherwise of the secondary education system at one time or the other. More often than not, the numbers of credit passes are aggregated against all failures and if such aggregation falls below average, the community is always quick to pass comment that “the standard of education has fallen”. Here, quality (output) is misconstrued as standard. This then implies that the result of secondary school certificate examination is the product of investments - standard (of curriculum, personnel, resources and logistics) in secondary education in Nigeria or put succinctly the output of secondary education is the index of its quality. The next question could then be “what is the quality of output of secondary education in Nigeria in recent time”? 

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5. The Quality of Output of Secondary Education in Nigeria in Recent Time

As earlier said, the West African Examinations Council (WAEC) and the National Examinations Council (NECO) conduct certificate examinations for Senior Secondary School students and the results released by this organisation are used to determine the success or otherwise of secondary education in Nigeria. Below is a summary of performance of Nigerian students in the Senior Secondary Certificate Examinations between 2004 and 2007.

From Tables 1 and 2 above, it is evident that the aggregate of failure is higher than the success. The same repeats itself in the 2010 School Certificate Examinations conducted by the West African Examinations Council (WAEC) and the National Examinations Council (NECO). Awolusi (2010) reports that only 24% of the candidates who sat for the May/June 2010 West African School Certificate Examinations (WASSCE), made five credits, including English Language and Mathematics. This represents results of 337,071 of the 1,278,843 candidates (excluding cases of examination malpractices) whose results were released by WAEC as at 19 August 2010. Ditto for NECO SSCE where less than 25% of the 1,132,357 candidates that wrote the examinations recorded passes in English Language and Mathematics. This thus suggests a failure in terms of output (quality). By implication, the secondary school had played its role as the recipient of Universal Basic Education school leavers, but may not be able to provide enough number of entrants into tertiary education as it is expected. Perhaps, problems associated with standard might have been responsible for this. Let us examine them briefly.

6. The gods/goddesses to blame for the decline in quality of secondary education in Nigeria

Academic curriculum, personnel, resources and logistics are regarded in the context of this paper as standards that are capable of determining the success or otherwise of secondary education in Nigeria. But while the academic curriculum has been cleared to be of high standard and unblamable for the decline in quality of secondary education, other factors (personnel, resources and logistics) may be regarded (in the idea of Wole Soyinka) as the gods/goddesses to be blamed. A brief examination of each of these factors may explain the why and the how.

7. Personnel

A mention is made earlier that the curriculum of secondary education is very high in standard. But to get the best quality out of the curriculum, the classroom teacher should not be left out. This is because it is in the classroom that the curriculum is enacted under the guidance and auspices of the teacher (Bartlet, 2001); and no matter the size of a classroom, the teacher is meant to be in charge. Besides, there is also a significant relationship in quantity and quality of teachers and students’ academic performance (Akinsolu, 2010). Nwokeoma (2010), while commenting on a statement credited to the Nigerian Minister of Education, reported that the Minister acknowledges the dismal performance of students in school leaving certificates and achievement tests in English and Mathematics, and that this was traceable to unqualified teachers. This thus suggests that there are many unqualified teachers in the schools today, especially in the secondary. Being unqualified may mean not having a required teacher training or in extreme cases teaching a subject for which one is not trained; but it is generally believed that a competent teacher could perform better than someone who is less so.

In addition to the problem of lack of qualification is the extremely large class size, which is against the required standard. It is noteworthy that the National Policy on Education (NPE) recommends that an ideal classroom should contain 40 pupils and a teacher must be in charge at a time – although this deviates from the UNESCO’s recommendation of teacher-pupil ratio of 1:30, which is believed would make teaching and learning efficient and effective better than a larger class. But unfortunately, this is less so, as there are classrooms operated in ratio 1:90, especially in the state schools. In fact, in states where they brandish the political slogan “30 pupils per classroom”, three arms of students are put in a class for a single teacher to handle and in most cases, there is no helper to assist with classroom control. While Sofolahan (2000) was reviewing the NPE, he pointed out that most urban centres violate the teacher/pupil ratio of 1:40 as there are 80 pupils in classroom built for 40 pupils in primary schools and over 60 in classes built for 40 pupils in secondary schools. Sofolahan thus remarked that little meaningful learning and teaching can take place in such congested classes; and attributed the higher pupil-teacher ratio of 80 and 60 to inadequate funding, insufficient classrooms and short of teacher supply.

However, the irony of it is that there are many unemployed teachers outside the classroom begging for appointments. Should we then say that Nigeria is short of teachers? May be not, as it seems that Nigeria has more than enough unemployed teachers, to the extent that in October 2010, the Federal Ministry of Education advertised and invited applications from suitably qualified candidates for recruitment as Mathematics and Science teachers respectively to work in the Republic of South Africa for a period of three years at the first instance. Such teachers were to possess a “Bachelor’s
degree in Education with a minimum of Second Class Lower division or a postgraduate diploma in Education; to be registered by the Teachers Registration Council of Nigeria; be computer literate as well as be certified medically fit by a Government Health Provider, among others” (Nwokeoma, 2010) to be fit for posting to another country that has a better economy than Nigeria. Which then shall we believe?, lack of teachers, or excess of teachers to give out at government expense and keep recording failure in SSCE and lamenting failure in English Language Mathematics and other subjects year over year? Indeed the latter amounts to not getting our priority right; when it is evident that there are not enough teachers in the classroom in the Nigerian secondary schools, especially in the subjects (English and Mathematics) which are used as measures of success or failure of secondary school students yearly.

Perhaps it should be clearly stated here that Nigeria is the architect of the poor quality of her secondary education. Not only because of the overcrowded classroom which impedes on the quality (Huber, 2008), but because her teachers are not well catered for. Their remunerations are not competitive, as they are paid peanuts and as such only those who have no alternatives are left in the classroom and hence their dismal performances could be responsible for the poor quality of teaching in schools nowadays with attendant poor results (Nwokeoma, 2010). The attitude of teachers to work may however not be taken for granted. Some teachers do not attend school punctually, especially those in the cities who may have one business or the other. Experience has also shown that most teachers posted to rural areas go there at their own convenience, may be one or two times a week. They already have a “roaster of absenteeism” and hence cover up their professional irregularities. Those who even love to work in the rural areas engage the students in serious farming. As a result, their teaching activities are minimal and the students in their custody are left to their ill-fate as they are exposed to the same examinations with urban students and the private school students. Ultimately, the rural students may be considered doomed.

8. Resources

Just as teachers serve as human resources to secondary education, classrooms, laboratories, libraries, playground, sick-bay, furniture etc are the physical resources (infrastructures) that could determine the success or failure of secondary education. Unfortunately, there are little and insufficient resources that could make teaching and learning conducive in Nigeria. This therefore provokes a very serious lamentation. Indeed, Sistus (2008) lamented the dilapidation that characterised the primary and secondary school buildings in all part of the country. According to Sistus, there are no available chairs for the students to receive lessons. In some places, students sit under mango trees because the school classrooms are no longer conducive for learning; and this is a phenomenon that is common to most public schools where a larger percentage of secondary school students (in comparison with private schools) can be found. Sufficient to say that not much should be expected from public schools in terms of quality. This is because the shoddy classrooms with leaking roofs and broken desks and chairs are hardly conducive to learning. Other facilities that aid learning, such as good library, laboratories, playground, toilet facilities and potable water are also conspicuously absent in the schools (Ohiri-Aniche, 2000). What then are we saying? Should all these be absent and we expect above average success? It is just like the religious question – “Shall we stay and sin and say grace should abound?”

9. Logistics

Issues of logistics may fall into the input and as well as in the “processes” that are used to evaluate the success of any educational endeavour, if Stufflebeam’s CIIP Model is anything to go by. Thus, logistic inputs may revolve around issues of funding, and issues that require money votes; while as a process, issues such as quality control bear relevance. Going by the status of secondary schools in terms of infrastructures in Nigeria, there is a clear indication that the system is underfunded. The classrooms are dilapidating, the laboratories are homes to rats and reptiles, the libraries are short of books, and the school premises are bushy. In short the secondary schools are not conducive to learning; and these are attributable to the fact that the government is voting little amount of money to the education sector especially the secondary school system. For example, the UNESCO recommends that a nation should devote 26% of her annual budget to education. But unfortunately, Nigeria has never met this requirement over decades. As at 2010, 6% of the total budget was allocated to education; and this has very negative trickle down effects on the education sector. This may explain the infrastructural failures and the poor salary structures that are also in turn responsible for the dismal performance of secondary schools.

In terms of quality control, there is still much to be done, as most personnel servicing the education sector need to be propelled one way of the other before they could deliver their required services. It is not defaming that some teachers are truants; some engage in gossip, some do some unprofessional trading, and transfer kitchen matters into the classroom and as well engage little children along with them – wasting teaching and learning periods. These types of actions require regular inspections to the school. This is because regular internal and external supervision always enhance effective instructional delivery and maintenance of standards in the school system (Ekundayo, 2010). According to Ayodele (2002)
(in Ekundayo, 2010. p.189.), while the principals, vice-principals and head of departments are internal supervisors of schools, officers of the ministry of education are the external supervisors, who have the duties to “ensure that high standards are maintained and the schools are run in accordance with the laid down regulations”. But unfortunately, this seems to be less so. Most heads of schools are no more up and doing in the discharge of their duties. Some may not come to school regularly, and lately, whenever they come. Some do not take time to supervise teachers and pupils activities. The ministry officials present a worse situation. They do not visit schools regularly and whenever they visit, their concerns are about what benefits they would derive from such visit either from the government treasury or from the schools they visit. As such, to scold any erring school staff becomes a difficult task; and the end-product of such misdemeanour is the decline in the quality of output of learners’ performances.

10. Other Factors

There are other factors which space would not permit in this paper. Such factors include, change in policy of education without putting sufficient logistics in place, politicking of the business of education, mismanagement of resources by education commissions, poor attitude of students to learning, poverty on the parts of parents of secondary school students and attitude of the society to education, to mention but few.

11. Conclusion and Recommendation

Given the strategic place of secondary education in the Nigerian education system, it is important that it should be “near-perfect” in both standard and quality. This is the only way by which justifications could be made for it as an essential component of human rights of children. Unfortunately, while there seems to be some consolations in terms of standard, the quality seems to be provoking public anger year-in, year-out. Apart from this, one important concept is often being misconstrued when students’ results are released every year - standard (mistaken to have fallen), whereas it is output (quality) that is regularly falling. This paper has therefore attempted a clarification of this concept, and by way of explanation, that the standard of education is not fallen in Nigeria, but that poor funding, inadequate infrastructures, ineptitudeness on the part of education personnel, poor logistics and other factors within the society are responsible for the poor quality of secondary education in Nigeria.

Thus, it is therefore pertinent that all stakeholders in the education business should wake up to their responsibilities by way of playing their roles as government, as groups, and as individuals, in providing for the needs of the secondary schools, and to keep all eyes on this level of education so that it does not collapse.

References


Table 1. The West African Examinations Council (WAEC) Performance in the Senior School Certificate Examinations: May/June, 2004-2007: Mathematics

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Table 2. The West African Examinations Council (WAEC) Performance in the Senior School Certificate Examinations: May/June, 2004-2007: English

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