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Education for All by 2015: will we make it?

Nigeria

country case study

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Summary

Since 2000 Nigeria has laid the foundations for achievement of the six EFA goals.

- Enactment of a federal law making nine years universal basic education tuition free and compulsory
- A revised National Policy on Education providing a stronger role for government in the provision of education, enhanced monitoring mechanisms, establishment of School Management Committees, provision of learning/teaching materials and physical facilities and addressing teacher shortages
- Higher public allocations to education from increased oil revenues and debt relief through grants and cost sharing partnerships with states
- Increase transparency and accountability establishment of federal and state EFA stakeholder fora for policy development and monitoring of expenditure and its effectiveness
- Enhanced data collection, analysis and reporting through a National EMIS system

Major challenges that still need to be addressed include:

- A greater focus on NFE and Adult literacy, especially in terms of financing and a drive to eradicate illiteracy
- Revising the draft National Action Plan (FME 2006 d) to make it relevant to each state's needs, realistic, results driven, rigorously costed and with a clear monitoring strategy
- Motivating the significant talent within education and supporting people to be results oriented instead of driven by the provision of inputs

Introduction

This study has focused on the areas relevant to the six EFA goals and utilised data available from federal & state governments, civil society, development partners and research sources during January 2007. Key sources have been Nigeria's EFA Report Card of 2006; Federal Ministry of Education statistics of 2005; EFA draft Action Plan; financial information from the MDG office, DFID and World Bank; education sector situational analysis and many reports and plans created during preparation for the Kano, Kaduna & Kwara State Education Sector Project (SESP) funded by DFID which will be implemented using a World Bank loan from mid 2007.

The team of researchers also benefited from discussions with the Nigeria MDG office, Federal Ministry of Education EFA Secretariat and Education Sector Analysis team, as well as consultants and researchers working in Nigeria. To all, we extend our gratitude for your patience, assistance and professional support.

Background: The Structure of Nigeria's Educational System.

Constitutionally, both Federal and State governments legislate on the planning, organization and management of education. Primary education, secondary education, adult and non-formal education are managed by the LGAs and the states. The Federal government is responsible for policy making and the enforcement of standards at the primary and secondary levels¹ but also owns and manages many tertiary institutions. States also establish and manage universities and tertiary institutions.

The National Council on Education is the highest policy making organ and its members include the Federal Minister of Education and all state Commissioners of Education. It approves a national curriculum for primary and secondary education, determines policies on all aspects and levels of education and receives feedback on the delivery of EFA. It also sets standards for quality assurance and guidelines for national examinations for primary and secondary schools. It advised government to establish the Universal Basic Education Commission (UBEC) and the State Universal Basic Education Boards (SUBEBs) to ensure effective implementation of EFA. The UBEC is the national agency in charge of the disbursement of federal intervention funds for primary and junior secondary education and the monitoring of standards in the basic education sector, while the SUBEBs are in charge of the delivery and management of primary and junior secondary education at state level.

Currently there are 50,700 primary schools with an enrolment of 22.3 million and 575,068 teachers; 10,349 public secondary schools (enrolment: 6.4 million). There are 900,000 students enrolled in 218 tertiary institutions i.e. 78 universities, 58 polytechnics, and 82 colleges of education (FME 2005). According to the 2005 National School Census Data, the Gross Enrolment Ratio (GER) (primary) was 96.01, while the Net Enrolment Ratio (NER) was 54.47. The Gross Apparent Intake Rate (Primary 1) was 107.87; the Net Intake Rate (Primary 1) was 67.07; while the Age Specific Enrolment Rate was 84.29 (NEMIS 2006). Primary gross enrolment rates have stagnated and the gender gap has increased since 1996, reducing only slightly to 16.2% in 2005.

¹ The only exception to this is the 102 Federal Government Colleges i.e. the Unity Secondary Schools owned and managed by the Federal government.

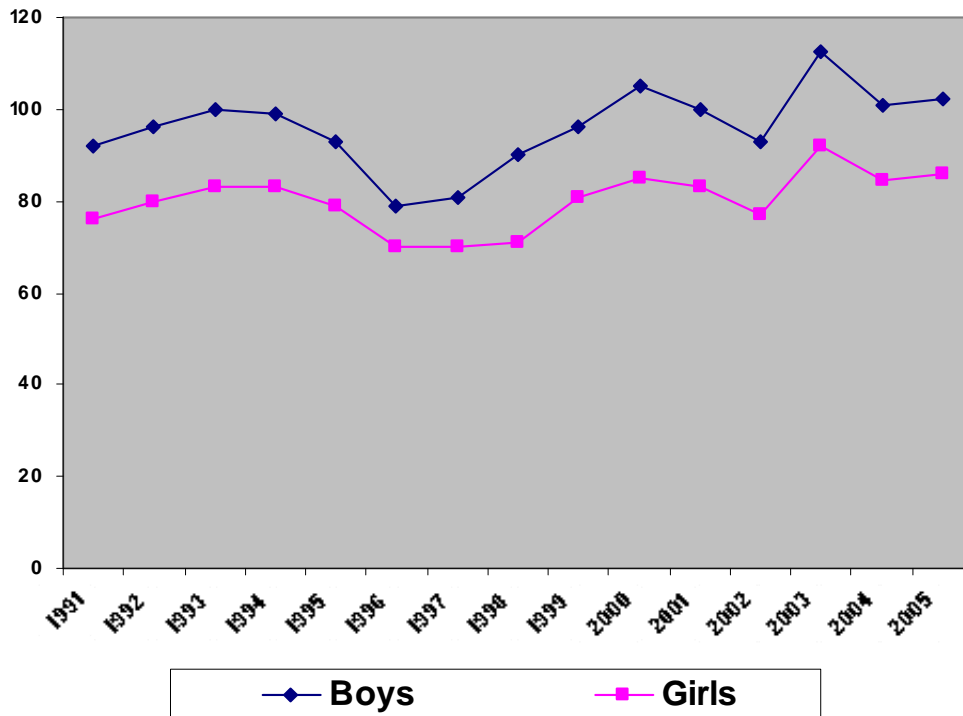


Fig 1. Primary Gross School Enrolment Ratio (FME Statistics 2002 & 2005)

Literacy rates for 15-24 year-olds have improved from 74% in 1990 to 88% (IMF Nigeria Country Report 2005), though other reports (MICS 1999) report a decline in adult literacy – 1991 male 68% female 44% and 1999 male 58%, female 41%.

The UBE policy launched in September 1999, seeks to make basic education universal, free and compulsory. While retaining the 6-3-3-4 system of education, it introduced the Junior Secondary Certificate (JSC), at the end of three years of Junior Secondary Education. The first years of schooling, 6 years of primary and 3 years of JSS, constitute basic education. Early Childhood Education is not seen as part of the public school system and private entrepreneurs are the main providers. Enrolment in Early Childhood Care and Education was 1,860,271 with a GER of 2.65 as at 2005 (FME 2006e).

Policy Environment

The Framework for National Reform

Since the restoration of democratic rule in 1999 attempts are being made to refocus, restructure, and strengthen all aspects of Nigeria's political economy. The Framework developed for this nationwide reform is the National Economic Empowerment and Development Strategy (NEEDS) (NPC 2004). A significant portion of NEEDS is devoted to the reform of the social sector. The focus is on "Changing the Way the Government Does its Work" (ibid) and a set of guidelines has been published entitled: "Nigeria Public Service Reform: Generic Guidelines For the Reform of Parastatals" (The Presidency 2006). Educational reform is an important component of the Public Service Reform (PSR) programme.

Governance and Management reforms and their implications for Education

The PSR set out a number of reform strategies for the education sector based on a new **Education Vision** and an **Education Sector Situation Analysis**. It also led to the development of a **National Framework for Education** published in 2004.

In the context of EFA, the most relevant aspects of the Framework are:

- ✓ The articulation of governance and management policies and strategies that are based on strong involvement of government in education provision, repositioning of ministries of education and the rationalization of parastatals for efficiency and effectiveness; reviewing and enhancing monitoring mechanisms; the establishment of School Management Committees;
- ✓ Provision of adequate teaching-learning materials and facilities; expansion, modernisation and maintenance of the physical infrastructure and utilities of the schools;
- ✓ Addressing shortfalls in teacher supply; enhancing teacher quality; and improving teachers' salary/allowances/incentives;
- ✓ Increasing government spending on education from the current 8% of budget to 26% and moving from education spending of less than 5% of GDP to at least 10% of GDP by 2020;
- ✓ Developing and implementing systems for transparent governance and accountability in educational institutions;
- ✓ By 2015 at least 50% of 4-5 year olds should be attending Early Childhood Centres; and
- ✓ Improving the quality of learning outcomes by 80% by 2010

A new federal Minister of Education was appointed in October 2006 and she is leading a presidential commission on education to reform the sector before the end of the current administration in May 2007; the national framework is being updated and enhanced. However, past experience indicates that the implementation of the National Framework, particularly those relating to improving teachers' salary and conditions of service will be difficult. This is because states and LGEAs, which are constitutionally responsible for primary and junior secondary education, are generally unwilling to raise teachers' salary and allowances on the grounds that they do not have the funds.

Thus the full implementation of the National Framework depends on the state's and LGEA's goodwill and their demonstration of adequate political commitment to it and cannot be legislated or enforced by the Federal government since education is on the concurrent legislative list.

Transparency and Accountability

In order to promote transparency and accountability and ensure that funds are used judiciously to promote teaching and learning, federal and state governments publish in the media their annual budgets and statement of accounts for perusal and comments by stakeholders. A unit has been established by the Presidency in March 2004 to monitor and assess the performance of education agencies in terms of quality of service delivery. The most innovative aspect of this process of holding educational institutions to account is the direct involvement of the clients i.e. parents, pupils/students, employers, civil society organizations in the assessment of the quality of service provided by the education sector. However, the use of SMCs as a mechanism for engendering accountability and transparency though accepted generally is slow in its implementation and an assessment of its impact is yet to be undertaken.

Coverage of EFA in the Education Sector Plans

No comprehensive sector plan pre-dates the 2000 WEF in Dakar. However, a number of important EFA-related developments took place between Jomtien 1990 and Dakar 2000. Highlights include:

- the establishment of the National Commission for Mass Literacy, Adult and Non-Formal Education, through Decree 17 of 1990
- the establishment of the National Commission for Nomadic Education in 1990 to look after the education of nomads and other migrant groups
- improved situational data following the Situation and Policy Analysis of Basic Education in Nigeria (SAPA) undertaken in 1992
- an approved national curriculum for women education in effect from 1994 based on a baseline study on women education undertaken in 1992/3
- the establishment of the Federal Ministry of Women's Affairs and Social Development in 1995 following the creation of a women education unit within the FME
- the introduction of the nine-year schooling programme in 1992 re-launched as an aspect of the Universal Basic Education (UBE) Scheme in 1999
- the introduction of Primary Education Studies (PES) in Colleges of Education as a major course of study in 1992 to improve the quality of teaching at pre-primary and primary school levels
- the "Operation Save Our Schools" programme launched in 1992 to mobilise and involve civil society in the planning, management, monitoring and funding of schools
- a national programme of action for the survival, protection and development of the Nigerian Child designed in 1992 to address the basic learning needs of children under six years
- capacity-building of teachers through pre-service teacher education in colleges of education and in-service teacher training through Sandwich

- development of non-formal education curricula for Quranic schools, girl-child centres, and boy-dropout programmes; and integration of ECCE into the teacher education curriculum for the training of pre-primary teachers
- revival of the National Primary Education Commission (NPEC), State Primary Education Boards (SPEBs) and Local Government Education Authorities (LEAs) through Decree 96 of August 1993 leading to improvements in provision of teacher remuneration, infrastructure and learning materials
- formation of a National Steering Committee on Basic Education in 1997 to coordinate progress towards 2000 EFA targets following the 1995 Mid-Decade Review of EFA
- publication of Implementation Guidelines for UBE in 1999 to serve as a comprehensive guide to policy makers, programme implementers and interest groups in education

Nigeria has produced a draft EFA Action Plan (FME 2006d) which is being revised to improve the financial estimates and ensure that the plan addresses all the issues raised in the FTI Appraisal Guidelines. Proposed investments focus on the formal sector with little for non-formal education and literacy further undermining the likelihood of achieving EFA goals 3 & 4. A presidential education review committee in October 2006 recognised the lack of policies, strategies and resources for both ECCE and non-formal education & literacy and new strategies in these areas are scheduled for February 2007. The full implications for public financing of EFA await the final calculations of costs, available internal and likely external resources and the funding gap. There are ongoing discussions as to whether Nigeria will receive any funds through FTI as it has already benefited from debt relief and World Bank and DFID are active in supporting State education sector and girl's education projects.

Ten states (Benue, Ebonyi, Ekiti, Enugu, Jigawa, Kaduna, Kano, Kwara, Lagos, Oyo and the Federal Capital Territory) have developed ten year Education Sector Plans; Kaduna, Kano, Kwara and Oyo have also developed three-year detailed and costed operation plans. Most have highlighted the need to address quality improvement in terms of learning outcomes, provision of learning materials, teacher development, improved quality assurance through reform of the inspectorate, and delivery of an HIV curriculum. Additional funding is being channelled to support quality improvements while existing funding continues to focus on addressing access through infrastructure improvements. The development of planning and management, financial systems and monitoring and evaluation mechanisms are also included in the plans. Increased accountability to communities and greater involvement of the privates sector are other key features.

Although there is a fairly adequate coverage of the EFA goals in all the plans there are problems, some of which include:

- Inadequate provision for ECCE (i.e. EFA Goal 1) in terms of funding, the provision of teaching-learning facilities and instructional materials and teacher development. However, the National Council on Education recently approved a policy framework for mainstreaming ECCE with an allocation of 5% of the Federal Intervention Fund is allocated to ECCE
- Non-formal Education (EFA Goal 3) and Literacy (EFA Goal 4) have not been adequately planned for vis-à-vis the EFA targets. However there is consensus among all states on the need to resuscitate and adequately fund adult literacy programmes.

The following monitoring mechanisms for EFA have been put in place:

- A strengthened National Education Management Information System (NEMIS) which can now analyse and publish school data at LGA and state level. This data provides an empirical basis for planning and monitoring progress towards EFA targets. However, it is currently little more than a data storage system. Further investment in equipment, software and training of personnel to enable targeted generation of reports (based on agreed monitoring indicators) is required. Its breadth of data is currently limited to ECCE, primary and secondary sub-sectors. To become the essential planning and monitoring mechanism, it needs to be robust enough to harmonise data from all sub-sectors and generate the data basis for whole sector reviews.
- The Inspectorate Services in the 36 states and the FCT regularly embark on supervision and inspection of all schools in their domains. In many states the Inspectorate services are being re-organised and strengthened to reduce overlapping functions and increase effectiveness.
 - The involvement of civil society organisations in many states, (PTAs, NGOs, Teachers' Unions etc) in the monitoring of schools.
 - Reports by the Education Sector Analysis unit of the FME, the EFA/MDG reports and the NEMIS provide detailed information on all aspects of the education sector.

Involvement and Participation

Following the 2000 Dakar World Education Forum, Nigerian civil society has actively promoted the six EFA goals through policy dialogue and advocacy to enhance access to free, compulsory and qualitative education for all. Its efforts are coordinated by the Civil Society Action Coalition on EFA (CSACEFA), a national coalition established in 2000 and supported by ActionAid and the Commonwealth Education Fund. CSACEFA, with a current membership of 350 CSOs, monitors government inputs and spending on education through budget tracking by its members at local, state and national levels. CSACEFA is involved in budgetary processes like the development of annual budgets, the Medium Term Sector Strategy for the education sector and the monitoring of the Debt Relief Gains (DRG) under the Virtual Poverty Fund initiative of the Nigerian government. CSACEFA's budget tracking work built up the capacity of local communities to monitor education budgets and expenditures and demand accountability from public officials. It also demonstrated the increased involvement of non-state actors in the monitoring of education budgets, hitherto a government preserve, and promoted accountability in

budget execution. Through the budget tracking process civil society has observed incidences of over pricing of projects and too much emphasis by politicians on construction/rehabilitation of classrooms and procurement to the neglect of quality issues including teacher development, quality assurance, information management systems etc

The EFA campaign led by Nigerian civil society has had modest success. National and State EFA Fora have been established and a National EFA Plan is being finalised under the direction of the National EFA Coordinator. Federal budgetary allocations to education have increased from 7.16% in 2001 to 7.84% in 2002, 8.09% in 2003, and 11% in 2004. Although modest, the increases are significant compared with the pre-Dakar rate of 3.3% in 1999 (Adetomobi and Ayanwale). The 2004 peak is still low, however, compared with 26% for Ghana and 22% for Namibia in the same year (RTI International 2004). Consistent advocacy on education of girls and gender-based budgeting has led to increased provision and demand for girls' education in six indigent States, and expansion of international donor support (NGEI 2006).

The involvement of civil society in the EFA campaign and advocacy in Nigeria has created a platform for the promotion of equity, access and increased allocation of resources for education to cater for all children of school age but especially marginalised groups like women, girls, nomadic and disabled persons etc. The issue of gender based budgeting has also gained ground through the persistence of CSOs. In spite of the above civil society can do more to promote school governance, teacher development and effective supervision, equitable deployment of teachers between urban and rural areas, accountability and transparency in the utilisation of resources, school based budgeting etc.

Civil society participation and inputs have also been prominent in the development of the 2004 Universal Basic Education Act, the Medium Term Sector Strategy for education, the ongoing review of the National Policy on Education, review of the Adult & Non-Formal Education Act, and development of an Early Childhood Education Policy.

Strengths and Weaknesses of Civil Society

Strengths

- Joined up international support (Jomtien, Dakar) leading to increased recognition of civil society participation by Nigerian government
- Role of civil society in actualizing a partnership approach to achievement of EFA indicated in all federal and state sector plans

Weaknesses

- Fragmented civil society
- Low impact of advocacy work as projects too small scale and/or isolated
- Civil society practice largely determined by donor agendas

Policies to Promote Equity

Barriers to Education

Estimates of un-enrolled children in Nigeria are difficult as population figures have been based on the 1991 census, the number of Local Government Authorities has increased and the detailed 2006 census figures are yet to be released. At ECCE level it is estimated that a total of 30.2m children are unenrolled (FME 2006d). The latest information suggests that 3.6m primary age children are unenrolled (2.6m females) which rises to 7.85m at junior secondary level, equally divided between girls and boys. Nigeria is estimated to have the largest number of children unenrolled in the world (EFA GMR 2007). It is also estimated that there are between 40m - 50m illiterate adults which represents a huge challenge to reach EFA goal no 4.

Most children are within 2km of a primary school (FME 2005). The new basic education cycle of nine years introduced in 2004 has created an enormous demand for additional junior secondary places which are often at some distance in rural areas.

Many children do not attend school because they are needed by the family which outweigh the perceived benefits of schooling (page 5, Sibbons et al 2006). Despite concerns about girls attending school and moving away from their traditional role as wives and homemakers, 'Economic reasons were more likely to influence the chance of a girl attending school rather than perceptions of their parents or social norms' (page 6 Sibbons, 2006). A few communities including pastoralists and some traditional Muslim communities do not value 'western education' and believe that they and their children can make a living without schooling. Many children attend Islamiyya schools in northern Nigeria where the curriculum focuses on learning the Qur'an, Hadith and other aspects of Islam. In some schools up to 20% of the curriculum is spent on core subjects set out in the national curriculum. In 20 out of the 36 states & FCT, boys have marginally lower primary survival rates (range 41% - 124%) than girls. Boys leave school early to become 'apprentices'. In reality they are child labourers as immediate income is considered more important than attending school where the curriculum is less than relevant to their future employment prospects. However, when both enrolment and survival rates are considered there are many more girls who do not complete the basic primary cycle; completion rates for girls fall as low as 7.8% in Jigawa in the north

There is little evidence that the timing of the school day is adjusted to suit the availability of children so that they can combine household or farming work with schooling. The exception is in nomadic communities where the timing of school days and school holidays are arranged around the daily rhythms and movements of the group.

In large polygamous households it is unlikely that all children will be educated, but who goes to school is the result of power-relationships within the household, not simply the decision of the head (Sibbons 2005). Enrolment of girls is often delayed until they are physically developed to cope with the large classes that exist in many schools. "Poor sanitary facilities and inadequate provision of toilets (only 40% of 57,760 schools in 2005 had toilets) does not guarantee privacy of females" (updated from EFA Action Plan, Dec 2006).

While the National Policy on Education provides that the first three years of primary education should be conducted in the mother tongue or language of the immediate community, most schools conduct formal learning in one of the major national languages i.e. Hausa in the north, Igbo in the south east and Yoruba in the south west. There are few textbooks published in other local languages and, especially in urban and peri-urban areas, children come from a variety of language backgrounds.

Children with special needs are poorly catered for. In a survey reported in the EFA Action Plan, Dec 2006, nearly 40% of schools had children with special needs, but only 10% of them say they make appropriate provision and even in special education schools, only 40% of the staff were qualified as specialised teachers. In addition to the lack of data on current provision, there is even less data on demand for special education, making an assessment of coverage and responsiveness very difficult.

Many of the economic and social barriers to primary education are the same for non-formal education and adult literacy. A major additional barrier is the lack of learning centres and instructors/ facilitators.

Costs of Education

While UBE is tuition free, there are other direct costs, which include uniforms, text books, materials (writing books, pencils), and school 'development' charges. A study on the benefits from three World Bank assisted projects – PEP1, PEP2 and UBEP (Flett et al 2005) identified a number of direct costs which can be up to N2500 – this is a large sum of money for parents who often have little access to cash.

The consequences for individual children are that they are beaten or excluded if they do not pay school levies (4.3 Impact of costs in Flett et al, 2005). Monetary cost is one of the main reported reasons for non-enrolment and drop out from schools (FGN 2003)

An ActionAid study in 2004 identified a number of indirect costs which can add up to a further N2500; indirect costs are 30 to 35% higher in urban areas (FME 2005). Opportunity costs include children, mostly girls, being required to help within the household – looking after younger siblings, water collection, cooking, washing; contributing to farming or livestock rearing (rural areas) or engaging in hawking. The preference for Islamiyya education in some communities is not related to cost as most of these schools charge tuition fees; it is the perceived relevance and value of the education that is provided that parents are willing to pay for.

Effective Policies and Strategies

While entry into junior secondary school is theoretically open to all pupils who have completed Primary 6, many states do not have the necessary classrooms, teachers and textbooks to cater for the recent increases. The national transition rate from Primary 6 to JSS1 is 50.8% (females 47.2% and males 53.7%); at state level rates range from 22.9% in Akwa Ibom to 94.7% in Delta. Twenty six states have a higher transition rate for males except (Akwa Ibom, Borno, Imo, Abia, Anambra, Ebonyi, FCT, Enugu, Edo, Rivers and Ogun).

In response to the pressure on entry to junior secondary schools, the federal government has funded the recruitment of an additional 40,000 basic education teachers from the Virtual Poverty Fund (see below).

Nigeria has had a number of “pilot” projects addressing various aspects of primary, non-formal and adult education with mixed success in scaling up. World Bank assistance to basic education has moved from a focus on an equal number of schools in all states (PEPI & II) to a focus on 16 states (UBEP) and now to a concentration in three states with DFID (State Education Sector Project in Kano, Kaduna & Kwara) with the objective of supporting the state ten-year Education Sector Plan (ESP) and a three year rigorously costed state Education Sector Operation Plan (ESOP). Key lessons from the World Bank assisted projects include:

- many activities of capacity development, improving learning environment and encouraging community participation, did not lead to benefits for the intended beneficiaries themselves leading to limited results – e.g. textbooks eventually arrived in schools but teachers did not receive training in their use before the project closed
- weak institutional capacity is the main constraint to effective education delivery – need to focus on capacity development at the beginning of a project/ programme
- more effective participation among beneficiaries needed at the planning stages

A Community Education Project supported by DFID (1995-2000) demonstrated that young people from migratory nomadic groups with primary education could be trained as effective teachers as judged by pupils, teachers, communities, as well as LGAs and states which provided financial support for further groups after the project closed. ‘Learner generated materials’ produced in literacy classes through an adapted REFLECT approach, motivated and empowered participants and provided an alternative to a tradition primer based approach. Despite this and other successes of REFLECT approaches through the National Commission for Mass Literacy, Adult and Non-Formal Education and ActionAid, a lack of funding from internal resources for further curriculum development and the training of facilitators has limited its adoption elsewhere.

UNICEF has pioneered 'Child Friendly Schools Initiative' in 600 schools and shown that enrolment & retention, especially girls, and that ECCD centres reduce the strain on Primary I pupil: classroom ratios as well as providing more appropriate care for 3-6 year olds. Early results from the Girls' Education Project (UNICEF/DFID) indicate the success of advocacy programmes involving elders and traditional leaders, the effectiveness of SMCs in house to house campaigning, holding local governments accountable and enabling women to actively participate in school management. The integration of core subjects in Qur'anic schools and NFE centres is proving feasible through dialogue and an acceptance that different groups and communities manage change in different ways and timescales. The Education Trust Fund in collaboration with Arewa House Kaduna is funding the establishment of model Integrated Qur'anic/Islamiyya schools in Borno, Katsina, Kano, Bauchi and Yobe states. This initiative is intended to serve as a catalyst for the integration of Qur'anic and modern formal education in the 19 northern states. Towards this end, the Universal Basic Education Commission has developed integrated curricula for Qur'anic schools in northern Nigeria. (NERP 2005).

Public Financing of Education

Several studies have been undertaken to analyse public spending on education (Hinchcliffe 2002, Bennell 2006, D'Souza 2006) and each have commented on the difficulty in obtaining accurate data on finance due to poor record keeping, concern over the possible use of the information and the complexity of financing with allocations and expenditure at federal, state and LGA levels.

It has been estimated that between 1998 and 2001 total education expenditures rose from 14.2 to 17.5% of total (federal) government expenditure; data is not available to examine overall public expenditure since 2001 (D'Souza 2006). However, recently there have been significant increases in federal funding which for UBE is matched 100% by states as a condition of federal releases. The federal government has committed 2% of the Consolidated Revenue Fund to support the implementation of UBE at state level and in 2005, N27.8bn was appropriated – 22.5% of the federal allocation for education. Allocations under the UBEC Intervention Fund are divided between Early Childhood Care & Education (5%), primary schooling (60%) and junior secondary schools (30%). Within each sub-sector there are further divisions on how the funds can be spent; infrastructure (rehabilitation, new construction and furniture) 70%, textbooks (15%) and teacher development (15%).

Year	Federal Allocation	State Counterpart Funds	Federal Disbursements	Federal Balance
2005	N17bn (\$131m)	N15.677bn (\$121m)	N15.361bn (\$118m)	N1.648bn (\$12.68m)
2006	N21bn (\$161m)	N4.934bn (\$3.8m)	N4.444bn (\$3.42m)	N16.892bn (\$130m)

Disbursements have been slower than planned as counterpart funds have often not been deposited on time and in some cases have been withdrawn after receipt of

federal funds. Quarterly disbursements are conditional on accounting for earlier releases and proper utilisation of funds. This situation underlies the importance of effective planning and management of funds as well as availability.

Virtual Poverty Fund (VPF)

Nigeria negotiated a debt relief arrangement with bilateral and multilateral donors in October 2005. Former repayments are now used to support achievement of the MDGs including education, health, water resources, agriculture, environment, and women's affairs in addition to previous allocations. Resources freed up are valued at \$1bn/year out of which the federal government has allocated \$750m to a Virtual Poverty Fund. Education received 21% of the Fund in 2006 & has been allocated 16% for 2007.

The largest allocations are for salaries for an additional 40,000 primary school teachers, upgrading of unqualified teachers, development of inspection services. NFE & literacy only received 5% of the education allocation in 2006 and 3% for 2007.

Federal, State and local governments give funding priority to formal education at all levels. Whereas with funds distributed through UBEC for formal education, states have to provide 100% matching, there is no such scheme for NFE and literacy. State and local government allocations to education vary significantly.

State	2001	2002	2003	2004	2005
Recurrent					
Kaduna	36.5	34.5	29.4	25.8	30.5
Kano	21.6	14.8	17.2	18.3	27.4
Kwara	Na	24.8	33.6	30.1	23.8
Capital					
Kaduna	9.1	13.6	28.8	7.2	11.1
Kano	10.3	9.3	6.9	14.1	9.6
Kwara	0.3	7.4	7.5	9	7
All					
Kaduna	19.6	18.3	23.6	26.6	17.9
Kano	15.2	11.9	12.6	14.3	18
Kwara	na	na	na	na	Na

(Table 10, percentage share of state education expenditure in total state expenditure, Bennell 2006)

The federal budget allocation formula should lead to roughly equal per capita allocations, however, in Kaduna there is significant variation in the % spent on primary teacher salaries.

Kaduna	% allocation
Birnin Gwari	14.2
Chikun	23.8
Kagarko	27.2
Sanga	30.3
Soba	18.3
Zaria	27.7
Average for all LGAs	27.4

Table 12: Primary school emoluments as a percentage of federal LG allocations in the targeted SESP local government areas in 2005, Bennell 2006)

Involvement of Non-government Actors

Nigeria has accepted that government alone cannot provide quality education to the all its people (Charles & Iheme 2002, FGN 2004). Some of the non state actors in the education sector in Nigeria include faith based organisations – churches and Islamic organisations, communities, individuals & groups, corporate bodies and institutions. Current estimates suggest that at the primary level there are 9,019 non-government schools with an enrolment of 1,578,635 out of a total of 59,761 schools and an enrolment of 22,267,407. Further data on the breakdown of ownership of primary schools is difficult to obtain but recent figures suggest that 60% are commercial, 27% are own by religious bodies and 13 % are community owned (FME 2006e). Not all non-government schools are registered with their state ministries of education as required by law. A number of states have recently increased the capacity of private school directorates to regulate non-government schools

The Nigerian government took over management of all faith-based schools in 1976. However, it has become obvious that the government lacks the capacity and resources to independently provide quality education for its people.

Local communities are actively involved in the provision of education within their existing capacities. They most visibly contribute to construction and maintenance of classrooms but also participate in teacher recruitment and provision of learning materials. In most communities, these contributions are channelled through the Parents-Teachers Association (PTA). PTAs, however, generally lack the legal capacity to play a more proactive role in education governance and demand accountability from State and local governments who retain statutory ownership of schools (ActionAid International).

While the intervention of faith-based organisations in education delivery is traditionally associated with Christian missions, Islamic education, particularly in northern Nigerian, has gained increased prominence in the mainstream. Islamic schools cater for a large number of children in northern Nigeria, an estimated two-thirds of all school-age children and greater than the formal school population in Kano State, for example (Kano SESP).

The involvement of the private sector in education provision dates back to the mid-1980s privatisation drive. It has generated three cadres of private schools which compete significantly with the government sector: expensive elitist schools, averagely priced schools for the working class, and cheap schools run under poorly-resourced conditions. In three of the most densely populated local government districts in Lagos (Nigeria's most populated State), 43% of schools were privately registered and accounted for an estimated 75% of all school children (Tooley & Dixon). A key challenge for all non-government providers is to secure greater involvement in overall sectoral development and to raise the quality of education in their schools.

All the donors support achievement of the six EFA goals and the two education-related MDGs – universal primary education and reduction of gender disparities in education. DFID currently invests \$23 million in technical assistance to the World Bank supported Universal Basic Education Project and the proposed State Education Sector Projects, and another \$47 million on the Girls Education Project managed by UNICEF. The AfDB will spend \$45 million on vocational education and technical skills training between 2006 and 2011. USAID spends an estimated total of \$123 million on two programmes integrating education and health services – COMPASS and ENHANSE. UNESCO invests \$30,500 in EFA activities, \$177,000 on teacher education, \$200,000 on HIV/AIDS education, \$181,000 on a literacy initiative, \$26,000 on human rights education, and about \$3 million on science and technology education. JICA spends \$15.36 million on UBE infrastructure. A key challenge for the IDPs is to review and agree an appropriate mix of technical assistance and concessional financing in relation to internally mobilised resources and overall needs.

Analysis of Nigeria's strategies for achieving EFA

Delay of UBE Act

Despite President Obasanjo's commitment to UBE when he came to power in 1999, progress has been slow. The federal government prepared legislation for UBE in 2000, but it was not until 2004 that the legislation was passed by the House of Representatives and the Senate. There was scepticism regarding Obasanjo's UBE programme which was considered to be ambitious and whimsical without reference to availability of resources (financial and human), planning data and scope of implementation – *factors which accounted for the failure of Obasanjo's UPE programme in the 1970s*. So while there was huge political will, the fine details around resourcing and planning needed to be worked out to ensure feasibility. There was disagreement between the Executive and the legislature over roles and responsibilities of the three tiers of government, especially financial and monitoring; financing of primary education from local government allocations; the structure of UBEC and whether it had responsibility for literacy, non-formal and nomadic education. All state governments challenged the draft bill in the courts as they

perceived that the bill gave exclusive control to the federal government on basic education, whereas constitutionally basic education is the responsibility of states and local governments. There was considerable debate of the draft bill and UBEC, the principal agency, had to make several submissions to public hearings at the National Assembly. The court ordered a review of the bill to incorporate the interest of state and local governments and clarify the roles and responsibilities between the three tiers of government before its approval.

The perennial tension between the federal and state governments also meant that while the UBE Act was passed at federal level, it was not immediately taken up in all states. Further debates and advocacy went into encouraging all states to pass similar Acts.

Marginalisation of Adult, Non-formal and Nomadic Education

Although separate national commissions for nomads and adult and non-formal education had been in existence for many years, they were sidelined politically, financially and in the allocation of human and other material resources. The largest share of debt relief funds for education has gone to formal schooling at all levels and especially to infrastructure and additional teachers and the retraining of teachers. The main reasons for marginalisation of adult, non-formal and nomadic education are One was the lack of a coordinated sector plan for education prioritizing critical issues (like NFE) and basing allocations and programming on clearly articulated sub-sectoral plans. The second reason, a function of the first, is that annual budgets are based on projections from the previous year rather than on fresh plans and new priorities. NMEC and NCNE are, therefore, stuck in a rut where their increases are based on what they had before (almost nothing).

The real work in nomadic education and mass literacy is being championed by individual states. The support they get from NMEC and NCNE is insignificant. Considering that the two agencies spend what little money they get on administrative overheads, there is a strong case for scrapping them.

Political Leadership

Political leadership in education at the federal level was often focused on higher education where teaching and non-teaching staff made demands for improved salaries and working conditions. There was a revision of the national education policy in 2004. Most state EFA plans were developed in 2003 and revised in 2005, and the initial draft of the National EFA plan was drafted prior to 2006. Since mid 2006 a new dynamic federal minister of education has initiated a series of widespread education reforms, including EFA/ UBE. However, there are strong differences of opinion about the reforms that have been introduced, whether they are supported by most stakeholders and whether they are sustainable. Many academics and others feel the reforms are only changes have been imposed rather than negotiated and agreed.

Nigeria embarked on a detailed education sector analysis with the support of IDPs in 2000, but it made slow progress due to the breadth of issues investigated, the need to be representative across the whole country and at times poor quality of research. Many researchers had been isolated during the military dictatorship era and were insufficiently policy focused in their work. Researchers and policy makers were also

struggling with the lack of reliable and up to date data; this situation has improved significantly since 2005. Only in 2006 were efforts made to assist states to develop longer term strategic plans that have not yet been properly costed. This has contributed to a delayed, poorly focused and undercosted EFA Action Plan.

Progress towards EFA may slow down over the rest of 2007 due to the political changes at federal, state and LGA levels that will take place following elections in April.

Quality

Infrastructure

Nigeria has invested heavily in infrastructure, yet the current status of classrooms, furniture, toilets, water, school administrative offices, laboratories, libraries etc. is far below national and international concepts of 'minimum standards'. The World Bank (2006) has estimated that an additional 251,000 classrooms need to be constructed at a cost \$3 billion. Construction costs have risen by 48% in the last year as UBEC has produced new standards that include new specifications for roofs and floors which have proved the most vulnerable to damage and deterioration. In 2006 it is estimated that 4,222 new primary and 2,463 junior secondary school classrooms were constructed (FME 2006e); this suggests that at current rates of construction it will take nearly 40 years to make up the deficit. Construction costs in Nigeria vary significantly across states with many awarding contracts below the UBEC rates which in many cases have led to poor quality construction and the need for repairs within the first year (Wakeham 2005).

In response to the shortage of classrooms, shift systems are in operation in all states in Nigeria and range from 6% of primary schools in Bauchi to 48% in Ondo; the incidence of shift systems in secondary schools is higher in most states. Kaduna stakeholders suggested the introduction of shifts in response to the huge increase in numbers from the automatic transition from Primary 6 to Junior Secondary 1. There is little published research into shift systems in Nigeria, though the issue was discussed during a National Conference on Education in August 2006.

Other recent capital investments have included textbooks and other learning materials; again see details above under policies and strategies. Until 2005 many parents had the responsibility of providing textbooks. In 2005 the UBEC intervention fund (see above) provided funding for textbooks and learning materials in the four core subjects (English, Maths, social studies & integrated science) for EECE, primary and junior secondary schools. However, with little investment in textbooks and learning materials, PTRs are poor in many states, ranging from 7.72 in Bayelsa to 1.76 in Kebbi (FME 2006e). However these state averages hide significant variations between LGAs and schools and variations across the four core subjects. The quality of textbooks has been criticised in terms of relevant content and pedagogical approaches as well as quality of printing and binding. Textbook piracy is common throughout Nigeria despite federal and state laws outlawing the practice; there have been few prosecutions.

The future of textbook provision from federal and state counterpart funds is uncertain. However, a draft National Textbook Policy is being considered by the NCE and some states have drafted policy statements accepting responsibility for textbook provision, but the policies are yet to be converted into strategies which clearly spell out the targets and sources of funding.

Information on the availability and use of other learning materials is limited. Many schools and states complain about the lack of science equipment at all levels. IT exists in a few public schools where communications companies, PTAs and former

student associations have made donations. Nigeria is one of five countries that will launch the \$135 laptop in 2007; it has ordered one million units from federal funds.

Curriculum

Primary and secondary levels of education are dominated by the national curriculum, a state decided school calendar and a subject based timetable of seven to eight 30-35 minute lessons per day. Variation occurs in the implementation of this framework, mainly in terms of the loss of lessons due to teacher absenteeism. The major exception is in nomadic schools where the curriculum has been adapted to nomadic culture. Even adult education classes set up to enable those who missed out on basic education retain many of the features of formal schools; there is little adaptation to needs of more mature learners.

The main rationale for the new curriculum is the need for greater relevance to the learner's world of work, especially entrepreneurial and strategic communication skills, and to improve the logical continuity between primary and junior levels. Subject overloading has been slightly reduced through an electives system; one minimum or two maximum of agriculture, home economics or Arabic, in addition to core subjects. Implementation begins in September 2007 with Primary 1 and junior secondary 1. Detailed curriculum guides are being prepared which provide details on curriculum content, objectives, pedagogies and assessment. Similarly the adaptation of the new curriculum to suit the culture and life style of nomadic groups is in progress. The aim is to make the curriculum relevant to their existential realities and thus engender greater acceptance of and participation of these groups in formal schooling..

Of major significance is the specific inclusion of HIV education which will be infused through 'carrier' subjects including primary science, social studies and integrated science. Copies of the national FLHE have been printed and distributed to states and teachers guides and pupils' texts have been developed in a number of states including Enugu and Lagos. The new curriculum will be activity based and ICT driven.

Quality assurance of learning and teaching is regarded as weak in many states due to a lack of training, limited mobility and overlapping responsibilities for inspection and supervision between federal, state and LGEAs. A recently announced federal reform programme and the SESP project will be addressing responsibilities, structure and standards for inspection.

Assessment

Current curriculum documents and schemes of work provide little guidance on approaches to assessment. Assessment is only covered in methods modules of the primary teacher training courses and there is little further support to teachers on assessment from State Education Resource Centres (ERC), SUBEBs, state inspectors or LGEA supervisors. The administrative burden of continuous assessment on teachers and the lack of available instruments other than previous tests raise concerns about the validity and reliability of current continuous assessment practices; cross school comparisons using the current alignment approach are dubious and moderation is poor or non-existent (Wilmot and Yakasi 2006)

Nigeria discontinued the First School Leaving Certificate in 2006 as all Primary 6 children are eligible to enter junior secondary school under the UBE provisions. Nigeria has carried out a series of national learning achievement studies (FME 2004) providing sample data from all states (28 schools / state with at least 20% non-government schools) at primary 4 and 6 on literacy, numeracy and life skills, further broken down into geometry, algebra, grammar, vocabulary, health and science respectively.

Summary of Findings

Test Area	Primary 4	Primary 6
Numeracy	<ul style="list-style-type: none"> • Mean score 37.74% - considered low • Urban and non-government schools performed marginally better • Boys performed marginally better than girls • Pupils with pre-primary education scored higher 	<ul style="list-style-type: none"> • Mean 35.73% • Urban and non- government schools performed marginally better • No significant difference between girls and boys scores • Pupils with pre-primary education scored higher
Literacy	<ul style="list-style-type: none"> • Mean score 35.05% – an improvement on 1996 score of 25.17% • No significant difference between girls and boys scores • Lowest scores in comprehension 	<ul style="list-style-type: none"> • Mean score 41.53% • Urban and non- government schools performed marginally better • No significant difference between girls and boys scores • Pupils with pre-primary education scored higher
Lifeskills	<ul style="list-style-type: none"> • Mean score 43.81% • Urban and non-government schools performed significantly better • Boys performed marginally better than girls • Pupils with pre-primary education scored significantly higher 	<ul style="list-style-type: none"> • Mean score 25.42% - considered poor • Urban and non- government schools performed marginally better • No significant difference between girls and boys scores • No significant advantage for pupils with pre-primary education

While scores are regarded as low or poor, the tests do not claim to be criterion referenced and it is therefore difficult to compare scores from one assessment to another. Nigeria has not participated in any international assessment programmes. The difference in scores between urban and rural schools raises important issues of

equity – qualified teachers tend to be employed in urban areas. The issues of redeployment of teachers has been raised over a number of years but action has been slow as the deployment of teachers is a joint responsibility between SUBEBs and LGEAs. A new National Strategy for Teacher Quality and Development will be adopted by the National Council on Education on 19th March 2007 and subsequently be forwarded to the Federal Executive Council for approval. This federal initiative on teacher development includes a teacher deployment component.

School Governance

Primary schools are managed by Local Government Education Authorities (LGEA) through designated headteachers. Many schools have a Parent Teacher Association (PTA) but they are not involved in the management of the school except for the little funds they collect through levies. NCE in 2005 passed a memo establishing School Management Committees (SMC) and some states, especially Benue, have introduced them.

'Increasing community involvement in school management also clearly supports the EFA goals of improved enrolment, retention and achievement' (JCCE, April 2005). Their main role is to engender community's interest in local schools and to help the school in the formulation of its mission statement and definition of its vision. Its key responsibilities are to:

- provide a mechanism for more and effective management and administration at school level
- provide a platform on which the community and schools to pool resources together
- empower communities to demand accountability from school managers (i.e. Head-teacher)
- prepare an up-to-date School Development Plan on an annual & longer term basis
- be accountable for any grants provided to the school (currently schools do not receive individual grants, but this is changing in several states)

SMCs are monitored by LGAs through school supervisors; legal structures for SMC have not yet been established at state level.

Some states are experimenting with grants to schools to support school development plans and UNICEF and CUBE have jointly developed guidelines and formats for school development planning and the use of school grants. The forthcoming State Education Sector Project (SESP) being supported by World Bank and DFID has school development and the establishment of SMCs as a core focus.

Capacity Development and Utilisation

Most strategies and plans refer to the need for increased capacity development of planners, managers and administrators, technical and finance staff. Several studies have found that training was often ineffective as it was not a lack of knowledge or skills that limited performance, but a lack of motivation linked to uncertainties in budget releases and a lack of interest in empirical data which leads to a disincentive to plan, and poor organisational management (SESP 2006). Weak accountability also contributed to low motivation as the consequences for poor performance were

limited. Many education organisations are bloated with administrative staff, often at lower levels. One estimate is that there are between 3 -70 non-teaching staff for every 100 teachers (Orbach 2004) which together with a lack of operational resources leads to low utilisation of staff. Norms and standards are needed so that a rationalisation of staffing can be carried out.

Effective and Efficient Teacher Training Approaches

Pre-service training

The minimum teaching qualification in Nigeria's primary and junior secondary schools is the Nigeria Certificate in Education (NCE). The NCE is a three-year post secondary course that is offered by all Colleges of Education, some polytechnics and the National Teachers' Institute (NTI) and is centrally designed, and accredited by the National Commission For Colleges of Education (NCCE). Only 51% of primary school teachers have NCE and above (FME 2006e). In many northern states (e.g. Sokoto, Zamfara, Kaduna, Yobe, Borno,) less than 50% of primary school teachers possess the NCE.

A recent study of the NCE curriculum concluded that it does not adequately prepare teachers at the primary level: it is too theoretical and gives inadequate attention to the acquisition of teaching skills or mastery of content appropriate to the primary level. Based on the findings of the report, the NCE curriculum has been revised and will be implemented in 2008. The revised curriculum permits teachers to specialise either in primary or secondary education. Its most innovative aspect is the introduction of compulsory one year internship which is designed to ensure the acquisition of adequate teaching skills by all trainees.

In-service Training

In-service training (Inset) is provided mainly by the National Teachers' Institute (NTI) using open and Distance Learning techniques and the Institutes/Faculties of Education of universities (Part-time and Sandwich courses). The most popular Inset programme is the NTI's NCE by Distance Learning which has an enrolment of 103,000 and the Postgraduate Diploma in Education (PGDE) with an enrolment of 14,000². The acquisition of the NCE is regarded to be very important by under-qualified teachers as it leads to up to 50% increase in salary and also enables them to apply for admission into university. In the context of Inset, the NCE lacks flexibility and does not formally recognize prior experience and training that will enable students to earn credits for their previous training or teaching experience (Adekola 2006). An important component of Inset that is neglected is Continuing Professional Development (CPD) for primary and secondary school teachers. The opportunity given to teachers to update their knowledge and skills is almost non-existent and most teachers rely exclusively on the pre-service training in carrying out their duties or training through externally funded projects.

² The enrolment figures for the PGDE offered by Institutes of Education and some Colleges of Education are not readily available.

Teacher Quality

To date out of the 575,068 primary school teachers, 282,000 are unqualified or under-qualified. A major problem is the erroneous assumption made by the National Council on Education that a paper qualification rather than classroom performance is the defining characteristic of teacher quality. The trend in many parts of the world is to define teacher quality in terms of performance standards; these are lacking in Nigeria. A frame work is being developed that defines what teachers' should know and be able to do.

Effective Strategies to Increase the Supply and Deployment of Teachers

When UBE was launched in 2000 Nigeria had 420,000 primary school teachers. It was projected that by 2006 there would be 27.5 million pupils in the nations' primary schools and they would need 916,000 teachers. It was estimated that at least 40,000 teachers need to be produced annually if the current and projected shortfalls were to be met. (FME 2000; Jegede 2002). This is beyond the capacity of all the conventional teacher training colleges put together.

To address this problem a special programme, the Pivotal Teacher Training Programme (PTTP) was designed and implemented. It is an 18-month post-secondary distance learning course, wholly funded by the Federal government, but states were expected to employ all graduates of the programme. By 2003, 32,381 PTTP graduates were produced. It was scaled down subsequently because the LGEAs have failed to employ all the PTTP graduates on the grounds that they had no money to pay them; thus only 56% were employed as at 2003.

A related problem is teacher deployment. There are large disparities in teacher deployment between urban and rural areas (Aarons 2005) and between nomadic and conventional schools. The national average for PTR in urban schools is 27.69 compared to 39.77 in urban schools. Only two states (Anambra and Ekiti) have higher PTR in urban areas; both states are relatively small with mostly urban and peri-urban populations. Two states, Bauchi and Plateau, have a rural PTR of over twice that of urban schools. The disparities are often due to the unwillingness of teachers to serve in rural schools that lack basic social amenities. To address this problem, several states have introduced incentives in the form of special allowances but these have largely proved to be ineffective. While Jigawa gives 100% addition and sponsors teachers for INSET upgrading, Kwara only pays N200/month for rural teachers and N25/month for science teachers; in Benue teachers are only paid a basic of N5000/month which is below the national minimum wage of N8000/ month. The disparities in the incentives given to teachers in different states can be explained in terms of the differences in political will and commitment to the improvement of education demonstrated by the respective states. While states like Jigawa and Katsina have the requisite will and commitment policy-wise and in terms of funding, some states are not as committed. Allowances are paid along with salary, but initial payments are often delayed. A few incentives are paid in kind – housing and motorcycles; these are liable to even further delays. Overall the differential increases have been insufficient. A significant improvement in PTR could be achieved if teacher deployment was supported by political will and realistic incentives.

Policy conclusions

Balancing Access and Quality

There needs to be a paradigm shift in EFA implementation which balances quantitative expansion and qualitative educational provision in terms of satisfactory pupils' learning outcomes.

Enhancing Quality Assurance

The existing Quality Assurance mechanisms i.e. the federal and state inspectorate services and the LGAS' supervisors need to be overhauled and adequately funded and staffed so as to make them more effective. There need to be clear guidelines on the roles and responsibilities of the federal and state inspectorate services. The guiding principle for quality assurance needs to include the concept of value-added not mere performance in public examinations.

Evidence-based decision making Performance Monitoring

Government ministries tend to ignore or fail to generate empirical evidence that inform their decisions and actions; often decisions are based on political expediency. However the establishment of NEMIS at the national levels and EMIS in many states, and enhanced quality assurance through a reformed inspectorate, means that in future policy formulation can be rationally and empirically grounded, and education sector performance can be monitored, given sufficient political will. The frequent change in leadership at federal and state levels has often undermined continuity as well as policy implementation as each new set of leaders come up with a new agenda for education which is often not connected to previous initiatives.

Redressing the Neglect of Adult and Non-formal education

Given the high level of illiteracy in Nigeria it is surprising that adult and non-formal education continue to suffer from serious neglect both in terms of funding and in terms of the attention it receives from policy makers in the ministries of education. There is the need to address immediately the neglect of adult literacy through adequate funding, the provision of learning centres, the mobilization of all adult illiterates to participate in literacy programmes, the prompt payment of instructors and the re-structuring and re-positioning of the State Agencies for Mass Education and the LGEAs.

Redressing the Neglect of ECCE

Even though ECCE is a major component of EFA, it is still almost exclusively a private sector enterprise and is accessible only to children whose parents can afford to pay. State ministries of education have so far failed to mainstream it into the public sector of education. Clear and realistic strategies for public involvement in ECCE are needed together with a well defined Quality Assurance Framework for ECCE.

Political Will & System Performance

The most important determinant of the successful attainment of the EFA goals and targets is political will and commitment manifested in adequate funding and the design and implementation of policies that promote, access, equity and quality. Unfortunately support for UBE has been unreliable in some states and LGEAs making decentralisation difficult (page 23, MDG 2006). A second determinant is the motivation and performance of the many talented people working in education at all levels. Nigeria has a good set of policies and strategies, funding is increasing; the challenge is to implement the plans and learn how the next round could be better. The 2006 MDG report suggests that data gathering capacities, the quality of recent information and statistical analysis has improved. However the 2005 MDG report identified the division of responsibilities at state and LGA level and quality assurance mechanisms as key challenges.

Financing

Without a clearer medium term financing framework, there are uncertainties for investment in education beyond the current 2007 financial year. As mentioned earlier, whether Nigeria will benefit from the FTI while existing internal resources are not being fully utilised and the effectiveness of those investments is still to be determined. Nigeria receives little concessional funding (0.5%GDP, compared to other poor countries in sub-Saharan Africa that receive up to 40%GDP). A new round of discussions and agreements on financing of education is needed between the government and the Development Partners.

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Annex A Terms of Reference

2008 Global Monitoring Report Commission Paper: Country Case Study Terms of Reference

Background and context

The GMR 2008 will provide a global stock taking of efforts for the achievement of EFA. Given its focus on all the EFA goals, the 2008 Report will be a general and non-themed report. In addition to emphasizing effective country efforts and educational policies, the report will also highlight countries that are off track with regards to the achievement of the EFA goals.

The 2008 report complements and extends previous GMR reports including the first general report (2002) and the thematic reports on gender (2003/3004), quality (2005), literacy (2006) and ECCE (2007).

The main purposes of the 2008 GMR are to:

- Provide a detailed mapping of progress towards the achievement of all the EFA goals since they were agreed at Dakar. This would identify where the challenges are greatest and more effort is needed.
- Critically examine the efforts of government, international agencies, donors, and civil society with regards to the achievement of the six goals. It will highlight positive examples of progress and point out what more needs to and can be done, if the goal of providing education for all by 2015 is to be realized particularly for countries off track.
- Based on the assessment of the extent to which the EFA goals can be achieved by 2015 the report will identify and elaborate on the strategies and actions required by all EFA stakeholders to accelerate progress

Purpose

For the 2008 report, the GMR is commissioning a series of selected country case studies as part of the stock take of education progress since the World Education forum in Dakar in 2000. The purpose of the review is to examine critically why some countries are making progress and what challenges are there in countries that are not. The review will provide an account of why some policies and programmes work and why some do not with a particular emphasis on the needs of marginalised and vulnerable children, youth and adults. The selected case studies will include countries which are making progress and those which are not.

Assignment

For the country case study what is required is an analytically rigorous account of progress and the challenges countries face in accelerating progress. Annex 1 provides a list of questions which should guide and inform the analysis. The guide

questions are illustrative of the issues which are important. However, they will be modified and changed, depending on the specific context of each country.

It is expected that the review will:

- (i) As far as possible, focus on policies and programmes that have been implemented after the World Education Forum (WEF) in Dakar in 2000
- (ii) Take into account the specific context of the country, modifying the topics and questions as appropriate
- (iii) Be analytical and rigorous
- (iv) Be based on robust evidence
- (v) Pay attention to the role of civil society organisations and the international community, where appropriate.

The review should cover the following aspects:

The policy environment

The aim is to review the policy environment focusing on

- Progress in public sector reforms and their impact on the governance and the management of the education sector.
- Coverage of the EFA goals in national plans and how these are monitored.
- Existing monitoring and evaluation mechanisms and how these inform policy choices and reform.
- The involvement of civil society and donors in promoting good governance and in supporting countries to develop sound education plans.

Policies and strategies to promote equity

The analysis of policies and strategies to promote equity requires a critical examination of government policies and programmes with respect to increasing education opportunities for marginalised children, youths and adults. Emphasis should be placed on:

- Highlighting successful strategies (supply and demand) implemented to overcome the main barriers faced by marginalised and vulnerable children, youth, and adults
- Identifying what direct or indirect barriers these strategies intend to address
- The role of non government actors

This review should cover formal education as well as non-formal education.

The critical analysis of policies and programmes for the marginalised and vulnerable should focus on:

- The challenges for implementation
- The impact of the programmes on school quality
- The sustainability of the programmes
- Cost-effectiveness

The discussion of specific strategies to promote inclusion must be located within the overall context of education sector plans. The level of education and the group of the population to which the strategies are directed should be specified.

The review should include a focus on the following groups:

- Girls and women
- Children, youth and adults in rural areas and in urban slums
- Child labourers (distinguishing by type of work – worst forms, economic activities and household chores).
- Ethnic/language minorities
- Nomadic populations
- Children, youth and adults affected by HIV, orphaned children
- Children with disabilities
- Child soldiers
- Children, youth and adults affected by conflict
- Street children
- Adults who are not literate

Examples of policies and programmes include: scholarship programmes, conditional and unconditional cash/in-kind transfer programmes, stipend programmes, voucher schemes, and second-chance/equivalency education programmes for youth or adults.

Good quality schooling

Ensuring that all children have access to good quality education is a key priority for achieving the EFA goals. The purpose of the review is to examine critically country efforts to ensure a good quality education for all. Specifically, the review should examine

- The learning inputs and environment, including infrastructure, availability of learning resources, and flexibility and innovation in provision
- Curriculum including the flexibility and relevance of the curriculum
- Assessment

- School governance
- Effective strategies to train, recruit, retain and motivate competent teachers to ensure good quality education.

The critical analysis of policies and programmes to improve school quality should focus on:

- The challenges for implementation
- The impact on access, retention, and learning outcomes
- The sustainability of the policies
- Where appropriate, the cost-effectiveness of the policies.

Examples of policies and strategies at the school level to promote good quality education include: school building, improvements in infrastructure and availability of learning resources, school-based management, and flexible curriculum for diverse learners, introduction of monetary/in-kind incentives to recruit and retain teachers in hard-to-reach areas, changes in teacher training curriculum to promote gender sensitivity, HIV preventions, and efforts to reform the nature and duration of teacher training programmes.

Policy Conclusions

The review will conclude by identifying the key policy lessons that emerge from the analysis focusing on successful efforts and challenges that each of the countries faces in reaching all the EFA Goals.

Output

A 7000 word report including a 200 word executive summary. The report should be structured as follows:

- Executive Summary
- Introduction which outlines the focus and methodology of the review
- Background: brief account of the education system of the country
- A section on each topic identified in the TORS
- A policy conclusion section summarizing the main lessons emerging from the study in relation to the achievement of the EFA goals

A full reference list is to be attached to the review

Timeline

- First draft by 20th January 2007
- Final draft by 6th February 2007

Annex 1: Guide questions for the country case study

The policy environment

An examination of government policies and plans located within the overall system of governance. Questions to consider are:

- **System governance:** What are the ongoing governance and management reforms of the public sector that influence the administrative, political and financial framework within which the education sector acts? Examples of such reforms are the PRS, MTEF, public financial management reforms, civil service reforms and decentralization reforms. What progress has been made since Dakar to strengthen the governance and management of the education sector and what major challenges remain?
- **EFA Goals:** What is the coverage of the EFA goals in education sector plans and in the regular monitoring of the education sector plan?
- **Monitoring and Evaluation:** What monitoring and evaluation systems exist to inform about the education sector development and to what extent are these systems able to inform policy choices? How are donors and international agencies involved in strengthening country monitoring and evaluation? How is the non state sector monitored and regulated?
- **Involvement and participation:** What is the involvement of civil society organisations, including teachers organisations and INGO, in monitoring and in holding governments to account? How effective is their participation?

Policies to promote equity

The key issues to examine here are what strategies and policies have governments pursued to increase access, retention and completion of a basic level of education for children, youth and adults. Some of the main questions to be considered are:

- *Barriers:* What are the main barriers households and individuals face to access and complete schooling?
- *Effective policies and strategies:* What policies and strategies have governments pursued to increase access, enhance retention, achieve completion, and improve transition to higher levels of schooling? What challenges have countries faced when implementing such policies and strategies including scaling up small programmes? What impact have these had (or would have in the future) on public expenditures?
- *Involvement of non government actors:* What is the role of the non state sector in providing access to, retention and completion of schooling of the marginalized and vulnerable? What are the policies and approaches of donors with respect to marginalised and vulnerable groups?

Quality

The aspects of quality which needs to be examined are learning inputs, learning in school, and teachers.

Inputs:

- *Infrastructure:* What investments have been made in school infrastructure (e.g. classroom construction, provision of potable water, etc.) and/or the availability of school materials (textbooks, ICT, other learning resources)? What impacts have such investments had on access, retention, and/or learning outcomes? What impacts have they had on disadvantaged groups? To what extent are they cost-effective?
- *Flexibility and innovation in provision:* What flexible approaches to learning aimed at disadvantaged groups of children, youth and adults have been implemented in the country (e.g. school-year built around agricultural seasons; special school programmes for street children, multi-grade teaching, etc.)?

Learning in school:

- *Curriculum:* Is the curriculum flexible to meet the needs of marginalised and vulnerable groups? How is HIV prevention addressed in the school curriculum? How is gender sensitivity addressed in the school curriculum?
- *Assessment:* What types of assessments (e.g. within-school assessments, external exams, exit-exams, national assessments, and international assessments) are conducted in country and what is their impact on learning achievement and education reform?
- *School governance:* Is the managements of the school system devolved and if so, what impact does it have on improving education quality?

Teachers

- *Effective and efficient teacher training approaches:* what are current government policies with regards to initial teacher training? What are current policies regarding in service training opportunities? How efficient are current models of teacher training? What alternative models of teacher training (including use of ICT for training, shorter period of initial training followed by longer periods on in-service training) have been used?
- *Effective strategies to increase the supply and deployment of teachers:* What incentives (including monetary and non-monetary) besides general salary increases have been put in place to attract and retain teachers? How effective are they? What strategies are employed to ensure that there are sufficient numbers of trained and motivated teachers serving in hard-to-reach areas (e.g. rural areas.), and how effective are they? What is the demand for secondary education teachers and how are governments meeting this need?

Table 1 Nigeria Case Study Summary of EFA Goals Progress

The most comprehensive attempt to monitor progress against the six EFA goals is the 2001 Nigeria Country Report on EFA. The report includes a framework which sets out clear position statements, objectives, targets, indicators and responsibilities for achieving the Dakar goals. However, the framework does not appear to have been applied since; it will, hopefully, be revived and applied in the National Action Plan for EFA.

No	Dakar Goals	2000	2006
1	Early Childhood Care	Included in Education Sector Analysis (ESA) – detailed report produced in 2003	Included in EFA Action Plan but government unrealistic about targets and level of public investment available. Role of non-government sector yet to be clarified.
2	Access to all by 2015	NER: 65.6 (1996) GER: 70.3 (1996) Source: FME (1999)	NER: 54.47 (2005) GER: 96.01 (2005) Source: FME 2005 NER rates are estimates based on 1991 census figures which are usually underestimated
3	Appropriate learning and life skills	Basic curriculum academic and overloaded	Included in new basic education curriculum but details not yet available. Post –primary and non-formal still focused on supply model with formal qualifications
4	50 percent improvement in adult literacy	Male 58% Female 41% (MICS 1999) 15-24 year olds 87.8% in 2001 (IMF 2005)	15-24 year olds 88.6% in 2002 (IMF 2005). No detailed and costed strategy for achieving EFA literacy goal by 2015.
5	Eliminating gender disparity by 2005	Female adult literacy rate 41% - male 58% (MICS 1999)	No recent estimates on literacy Age Specific Enrolment

		ASER, GER, survival and transition rate not available	Rate (ASER) 77.8% female, 92% male GER 88% female, 104% male Survival rate 69.5% female, 67.3% male Transition to junior secondary school 53.7% female, 47.2% male
6	Improving quality at all levels	Quality was a serious concern at all levels	Increasing focus and investment on quality issues in terms of: new curriculum, teacher qualifications, measuring learning outcomes, textbook provision & improving learning environment
6.1	Teacher-training	National Certificate of Education (NCE) a three year post senior secondary qualification as norm for primary teaching. Many underqualified teachers, especially in northern Nigeria	New initiatives to accelerate upgrading of underqualified teachers from three years to 12-18 months. Surplus of NCE qualified teachers due to reluctance of LGAs to employ qualified, and therefore more expensive, teachers
6.2	Number of teachers- salary structures	Teacher numbers less than the needed, especially in northern Nigeria. Salaries increased significantly in 2000	Large increase in teachers recruited for UBE (140,000 in 2006) with federal funding. Teacher salaries have stagnated in most states.
6.3	Availability of learning materials	Textbooks the responsibility of parents	Increasing funding for textbooks from federal and state governments
6.4	Quality Assurance	Supervision/ inspection model with poor resources for training and school visits	New approach to minimum standards but assessment instruments are detailed (nine schedules) and time consuming