

KANO STATE MINISTRY OF EDUCATION

KANO EDUCATION SITUATIONAL ANALYSIS

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List of Abbreviations

AIED	Arabic & Islamic Education Department
AME	Agency for Mass Education
CBO	Community Based Organisation
CDA	Community Development Association
CSO	Civil Society Organisation
DEC	District Education Committee
ECCDE	Early Childhood Care, Development & Education
EDP	Education Development Plan
EFA	Education for All
EMIS	Education Management Information Systems
ESA	Education Sector Analysis
ESP	Education Strategic Plan
FLHE	Family Life Health Education
FME	Federal Ministry of Education
GER	Gross Enrolment Ratio
GPI	Gender Parity Index
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
ICT	Information and Communication Technology
IQTE	Islamiyya, Qur'anic & Tsangaya Education
JCCE	Joint Consultative Committee on Education
JSS	Junior Secondary School
KERD	Kano Educational Resource Department
K-SEEDS	Kano State Economic Empowerment & Development Strategy
KUST	Kano University of Science & Technology
LGA	Local Government Authority
LGEA	Local Government Education Authority
M&E	Monitoring & Evaluation
MOE	Ministry of Education
NCE	National Certificate of Education
NCE	National Council on Education
NECO	National Examinations Council
NMEC	National Mass Education Commission
NGO	Non Governmental Organisation
NUT	National Union of Teachers
PCR	Pupil to Classroom Ratio
PCTR	Pupil to Core Textbook Ratio
PQTR	Pupil to Qualified Teacher Ratio
PTA	Parents Teachers Association
REFLECT	Regenerated Freirean Literacy through Empowering Community Techniques
SAME	State Agency for Mass Education
SCCE	State Consultative Committee on Education
SCE	State Council on Education
SCEE	State Common Entrance Examinations
SEEDS	State Economic Empowerment & Development Strategy
SMOE	State Ministry of Education
SRCE	State Reference Committee on Education
SSCE	Senior Secondary Certificate Examinations
SSCQE	Senior Secondary Certificate Qualifying Examinations
SSS	Senior Secondary School
STSB	Science & Technical Schools Board
SUBEB	State Universal Basic Education Board
UBE	Universal Basic Education

UBEC
UNDP
UNICEF
USAID
WAEC

Universal Basic Education Commission
United Nations Development Programme
United Nations Children's Fund
United States Agency for International Development
West African Examinations Council

KANO EDUCATION SITUATIONAL ANALYSIS

Summary

The main challenges to the UBE goal of equitable and universal access are low enrolment, low school completion, low transition from primary to JSS, and inadequate infrastructure. Accurate calculations of access indicators are difficult because official figures on school age populations are substantially underestimated.ⁱ Primary enrolment is thought to have increased by 15% annually between 2001 and 2003.ⁱⁱ Approximately 27% of primary age children were still out of school in 2005,ⁱⁱⁱ however, albeit an improvement over the 2002 estimate of 40%.^{iv} Gross Enrolment Ratio was high between 2000 and 2003 – 104% in 2000, 120% in 2001, 129% in 2002 and 135% in 2003.^v It, however, dropped to 98% in 2005.^{vi} The high GER pre-2005 is likely the result of massive enrolment drives following the launch of UBE in 1999. The high ratios also indicate that a substantial number of under or over-aged children were enrolled into primary school. There was a steady increase in enrolment of girls into primary school between 2000 and 2003 although the Gross Gender Gap remained wide.^{vii} The enrolment situation grows complex against the background that many children in Kano (a reported 3 million^{viii}) attend Islamic schools not captured in the formal EMIS data. They are a mixed group made up of unenrolled as well as some currently enrolled children. Enrolment into JSS is extremely low with only 29.4% of 12-14 year olds enrolled in 2003.^{ix} The GER was not much higher at 51% in 2005.^x Low transition from primary schools and enrolment of over-aged children (who should be in JSS) in primary schools are contributing factors. School completion rates are low at all levels: primary 58% and JSS 23%. Girls have lower completion rates than boys at all levels^{xi}. Low completion at each level has a negative cumulative effect on enrolments into the next level. The transition rate from primary to JSS improved between 2002 and 2005 but is still too low to impact significantly on JSS enrolments. It grew from 20.6% in 2002 to 23.5% in 2003^{xii}; the 2005 estimate stood at 45%.^{xiii} A proposal is being considered to phase out the State Common Entrance Examinations as a way of enhancing transition into JSS.

The level of infrastructural provision is inadequate for the current student population. It is bound to be strained further as increased growth in enrolments puts pressure on the capacity of education providers to deliver. The pupil to classroom ratio for primary schools in 2005 was 74:1, well above the recommended standard of 40:1. Variations across LGAs highlighted cases of overcrowding, e.g. Dawakin Kudu with a PCR of 211:1 and Tofa with a PCR of 145:1, and under-utilisation of classroom space, e.g. Tarauni with a PCR of 32:1.^{xiv} This situation is exacerbated by the seasonal migration of children from rural to urban areas and, more recently, from surrounding States (and even Niger Republic) to Kano which places additional pressure on infrastructural provision in urban areas. Only 54.5% of available classrooms in the State are in good condition, 45.5% need repair, and an additional 309 new classrooms are needed to edge the State average towards a 40:1 PCR^{xv}.

An estimated 27,859 religious schools provide instruction for a reported 3 million children. This level of provision is significantly greater than the formal school system. Overall, close to two thirds of pupils attend Islamiyya, Qur'anic and Tsangaya schools^{xvi}. Schools providing religious education are of four broad types^{xvii}: Islamiyya and Qur'anic,

Tsangaya and Ilmi. Islamiyya and Qur'anic schools account for just over half the schools with the remainder being predominantly Tsangaya. To date, limited, but important, progress has been made with integration. Integration statistics differ (from 123 Qur'anic schools and 741 Islamiyya schools integrated^{xviii} to around 60 schools integrated^{xix}). It is considered that the process of fully integrating a school will take 2-3 years.

Gender inequity in access to education is significant in Kano State. The current Gross Gender Gap is 21.1% in primary education, 13.6% in junior secondary and 13.1% in senior secondary education^{xx}, indicating progressive reduction of gender disparities in enrolment up the education ladder. The picture is similar within the primary education system; Gross Gender Gap widens progressively from Primary 1-6.^{xxi} Comparative data on Gender Parity Index (GPI)^{xxii} in public and private schools suggests that when mothers do send their girls to conventional schools, they prefer private schools. In 2005, the GPI for private primary schools was 1.13 compared with 0.77 for public schools, while at JSS level the GPI was 1.00 for private schools and 0.50 for public schools^{xxiii}. This means there are more girls than boys in private primary schools and roughly equal numbers of girls and boys in private junior secondary schools.

1. Quality

1.1 Learning Achievement

The level of learning achievement in primary education is slightly below the national standard at upper primary level although it compares favourably at mid-primary.¹ Achievement levels are much higher in private primary schools, compared with public primary schools², indicating better quality teaching and learning. This is in spite of the fact that public schools are better resourced with textual materials as shown by a pupil to core textbook ratio of 2.72, compared with 5.34 in private schools. Children in private schools have better access to qualified teachers: a PQTR of 81.38 in private schools is much stronger than the public school ratio of 248.40.³ Children in urban primary schools consistently achieve higher than those in rural schools⁴. Provisions are less adequate in rural areas in terms of availability and quality of infrastructure, learning materials and teachers. Girls achieve higher than boys in the course of primary education⁵ but boys appear to grow stronger at the point of transition to secondary, e.g. boys shaded the 2005 State Common Entrance Examinations with a mean percentage score of 48.27 compared with 43.55 for girls.⁶ Children who receive pre-primary education consistently achieve higher than those who do not,⁷ making a case for greater investment in ECCDE as a strategy for raising achievement levels in primary education. In addition to the usual deficit factors, lack of teachers, books, infrastructure, etc., low learning achievement has also been attributed to the growing incidence of under-age enrolments

¹ *Assessment of Learning Achievement of Primaries Four and Six Pupils in Nigerian Schools, Draft Nigeria Education Sector Analysis*

² *Based on comparative analysis of Literacy, Numeracy and Life Skills test results in ESA Assessment*

³ *2005 EMIS Report, Federal Ministry of Education*

⁴ *ESA test results*

⁵ *ESA test results*

⁶ *KERD: 2004 and 2005 Kano State Common Entrance Examination Results*

⁷ *ESA test results*

(no available statistics on exact numbers). Continuous Assessment is not currently built into primary school final examinations; as one-off events, the examinations do not genuinely evaluate the breadth of children's development. There is a modest improvement in the quality of children progressing into junior secondary education. The aggregate mean score of pupils who sat the 2005 SCEE was 57.66%, a small improvement on 53.20% recorded in 2004.⁸

The level of learning achievement in secondary education is very low, particularly at SSS level, and there are justified concerns over consistently poor results in English and Mathematics. The State runs SSCE qualifying examinations in SS2 to prepare candidates for the WAEC and NECO examinations the following year and to determine eligibility for State sponsorship. Students who obtain 3 credits and above have their SSCE fees paid for by the State. This selection standard is lower than the national minimum standard of 5 credits. Performances in the qualifying examinations have been very poor although there was measurable improvement between the last two years. Only 19.37% of all candidates made the national minimum standard of 5 credits and above in 2005, and this was an improvement on the 2004 ratio of 13.61%. 51.57% of candidates in 2005 and 42.55% in 2004 qualified for State sponsorship having obtained 3 credits and above⁹. In the SSCE examinations proper, WAEC and NECO, results have been extremely poor over the last three years. In 2005, 14,602 candidates sat the WAEC examinations. The success rate of 4.03%, i.e. number of students with 5 credits and above, was the high point of the last three years; the rate was 1.78% in 2004 and 3.22% in 2003. The trend in NECO results is even more alarming: there is a steady decline in the proportion of students obtaining 5 credits and above. The NECO rates were 24.36% in 2003, 4.11% in 2004 and 2.79% in 2005. From 2003-2005, the highest failure rates were consistently recorded for English and Mathematics in both WAEC and NECO examinations.¹⁰

1.2 Learning Materials

Provision of basic school textbooks and learning materials is inadequate. A pupil to core textbook ratio of 7.27 in 2005 indicated that senior secondary students were the most deprived followed by JSS students with a PCTR of 6.12. Primary schools, with a PCTR of 2.82 for primary education, were the best resourced in terms of provision of core textbooks.¹¹ It is estimated that currently available textbooks with reference to eight school subjects¹² constitute only 17% of requirements for achieving a PCTR of 1.¹³

1.3 Teachers

The current teacher population is insufficient to meet the needs of the State, particularly the ambitious targets of UBE, and there are chronic shortages with respect to teachers for core subjects¹⁴. Not all existing teachers possess the minimum teaching qualification, the National Certificate of Education (NCE), and there are huge gender disparities in the teacher population. The pupil to teacher ratio for primary education has

⁸ *KERD SCEE Results*

⁹ *KERD: 2005 Report of SSCQE State Award Committee*

¹⁰ *KERD: SSCE Result Analysis 2003-2005*

¹¹ *2005 EMIS Report*

¹² *English, Mathematics, Primary Science, Social Studies, Arabic, Hausa, Religious Knowledge, Physical & Health Education*

¹³ *SUBEB: 2004/05 Summary Report on EMIS*

¹⁴ *English, Mathematics, Primary Science and Social Studies*

improved over the last few years – 76:1 in 2002, 68:1 in 2003,¹⁵ and 47:1 in 2005.¹⁶ However, to achieve the national PTR standard of 30:1 while accommodating the ambitious enrolment targets of EFA and UBE will require substantial expansion of the teacher population. And if they are all to be qualified teachers, SUBEB projects that an additional 30,309 qualified teachers are needed to pull the State nearer the PQTR standard of 40:1.¹⁷ Within the general shortage of teachers, there are specific deficits in the number of teachers available to teach core subjects. Adjusted ratios for number of pupils to a qualified subject teacher based on availability in 2005 were as follows: English 404:1, Mathematics 1,113:1, Primary Science 1,700:1 and Social Studies 960:1.¹⁸ Although there is no data on how the few available teachers are distributed across the levels of education, the shortage must be a strong factor in the exceptionally poor performance of SSCE candidates in English and Mathematics. The problem of under-qualified teachers is most apparent at primary level where only 21.8% of teachers possessed a minimum of an NCE in 2005. 31.4% of teachers still held the obsolete Grade II (Pass and Referred) while 22.1% had only Arabic and Islamic Studies related qualifications.¹⁹ The situation is brighter at secondary level where 65.8% of JSS teachers and 64.2% of SSS teachers hold the minimum qualification. It does mean, however, that there are significant numbers of teachers at SSS level teaching without at least an NCE, possibly another contributing factor to low SSCE performance. The State has declared a deadline of December 2006 for all affected teachers to upgrade their qualifications to the NCE minimum. It is not clear what support teachers will receive in this process and if the deadline is realistic.

2. Access

2.1 Enrolment, Completion and Transition

The main challenges to the UBE goal of equitable and universal access are low enrolment, low school completion, low transition from primary to JSS, and inadequate infrastructure. Accurate calculations of access indicators are difficult because official figures on school age populations are substantially underestimated.²⁰ Primary enrolment is thought to have increased by 15% annually between 2001 and 2003.²¹ Approximately 27% of primary age children were still out of school in 2005,²² however, albeit an improvement over the 2002 estimate of 40%.²³ Gross Enrolment Ratio was high between 2000 and 2003 – 104% in 2000, 120% in 2001, 129% in 2002 and 135% in 2003.²⁴ It, however, dropped to 98% in 2005.²⁵ The high GER pre-2005 is likely the result of massive enrolment drives following the launch of UBE in 1999. The high ratios also indicate that a substantial number of under or over-aged children were enrolled into primary school. There was a steady increase in enrolment of girls into primary school

¹⁵ Kano SEEDS

¹⁶ 2005 EMIS Report

¹⁷ SUBEB: 2004/05 Summary Report on EMIS

¹⁸ SUBEB Report on EMIS

¹⁹ Higher Islamic Studies 15.4%, Senior Islamic Studies 3.8%, Local Arabists 2.9%

²⁰ For the purposes of this analysis, the estimates provided in the FME's 2005 EMIS report will be used: 2005 population of 6-11 year olds 1,552,188; 2005 population of 12-14 year olds 695,332; 2005 population of 15-17 year olds 593,076

²¹ Kano EFA Action Plan 2003

²² 2005 EMIS Report

²³ Kano SEEDS

²⁴ EFA Action Plan

²⁵ Kano Education Development Plan 2006

between 2000 and 2003 although the Gross Gender Gap remained wide.²⁶ The enrolment situation grows complex against the background that many children in Kano (a reported 3 million²⁷) attend Islamic schools not captured in the formal EMIS data. They are a mixed group made up of unenrolled as well as some currently enrolled children. Enrolment into JSS is extremely low with only 29.4% of 12-14 year olds enrolled in 2003.²⁸ The GER was not much higher at 51% in 2005.²⁹ Low transition from primary schools and enrolment of over-aged children (who should be in JSS) in primary schools are contributing factors. Senior secondary education suffers the worst enrolment crisis. The GER in 2005 was estimated to be around 16%³⁰ and 20%.³¹ School completion rates are low at all levels: primary 58%, JSS 23% and SSS 15%. Girls have lower completion rates than boys at all levels³². Low completion at each level has a negative cumulative effect on enrolments into the next level. The transition rate from primary to JSS improved between 2002 and 2005 but is still too low to impact significantly on JSS enrolments. It grew from 20.6% in 2002 to 23.5% in 2003³³; the 2005 estimate stood at 45%.³⁴ A proposal is being considered to phase out the State Common Entrance Examinations as a way of enhancing transition into JSS. Transition from JSS to SSS is relatively high at 85%.³⁵

2.2 Infrastructure

The level of infrastructural provision is inadequate for the current student population. It is bound to be strained further as increased growth in enrolments puts pressure on the capacity of education providers to deliver. The pupil to classroom ratio for primary schools in 2005 was 74:1, well above the recommended standard of 40:1. Variations across LGAs highlighted cases of overcrowding, e.g. Dawakin Kudu with a PCR of 211:1 and Tofa with a PCR of 145:1, and under-utilisation of classroom space, e.g. Tarauni with a PCR of 32:1.³⁶ This situation is exacerbated by the seasonal migration of children from rural to urban areas and, more recently, from surrounding States (and even Niger Republic) to Kano which places additional pressure on infrastructural provision in urban areas. Only 54.5% of available classrooms in the State are in good condition, 45.5% need repair, and an additional 309 new classrooms are needed to edge the State average towards a 40:1 PCR³⁷. This target is not straightforward as infrastructural development is not entirely based on need; for political reasons, development has to be evenly spread across the State's three Senatorial Districts. Classroom furniture, in a significant number of cases, is either non-existent or in a state of disrepair. In 2005, the State's 19,537 primary classrooms were estimated to require 371,217 additional 3-seater benches. Assuming a distribution of 20 3-seater benches per classroom, the

²⁶ *EFA Action Plan*

²⁷ *There is no data evidence; this estimate is either inaccurate or the demographic data on the school age population is grossly under estimated.*

²⁸ *EFA Action Plan*

²⁹ *Kano Education Development Plan; the 2005 EMIS Report indicates a JSS GER of 23.31% for 2005 but the Kano team insist this is too low and that the EDP figure of 51% is nearer the mark.*

³⁰ *2005 EMIS Report*

³¹ *Kano Education Development Plan*

³² *2005 EMIS Report*

³³ *EFA Action Plan*

³⁴ *2005 EMIS Report*

³⁵ *2005 EMIS Report*

³⁶ *SUBEB Report on EMIS*

³⁷ *SUBEB Report on EMIS*

classrooms will have an additional furniture capacity of 390,740.³⁸ The provision of adequate infrastructure imposes a huge financial burden on the State.

2.3 Science & Technology Education

Development of science and technology is an important priority for Kano as indicated in the current Education Strategic Plan. The Science & Technical Schools Board (STSB) was established in 1977 as a parastatal of MOE and is responsible for overseeing science and technical education at secondary level. Two special schools were set up by the STSB in 1977. This complement has grown into 5 science secondary schools, 5 technical colleges and 1 university of science & technology (KUST) established in 2002. Main challenges facing the science & technology education sub-sector include inadequacy of facilities, shortage of qualified teachers and lack of capacity within MOE to fill the gap, inadequate mobilisation and orientation within the public on the value of science & technical education, and limited employment outlets within the State for technical school graduates. Provision of working materials and equipment for science and technical colleges is currently estimated at 30% of requirements. More specifically, there are 200 science laboratories and 100 workshops at junior secondary level (giving a school to workshop ratio of 3:1) with an additional requirement of 29 science laboratories; at senior secondary level, 300 additional science laboratories are required to complement the 250 that currently exist. There are currently 1197 teachers in science and technical colleges in the State out of which only 60% are qualified. A new dimension of technological education being developed by the State is ICTs and their application in teaching and learning. A State ICT policy is being developed under the direction of a Special Adviser to the Governor on Education and ICTs. A total of 15 secondary schools have been fully fitted with ICT facilities and there is a team of 9 trained ICT staff on hand to provide support.³⁹

3. Equity

3.1 Islamiyya, Qur'anic and Tsangaya Education (IQTE)⁴⁰

Religious education is a powerful dimension of educational provision in Kano State. An estimated 27,859 religious schools provide instruction for approximately 3 million children. This level of provision is significantly greater than the formal school system. Overall, close to two thirds of pupils attend Islamiyya, Qur'anic and Tsangaya schools⁴¹. Schools providing religious education are of four broad types⁴²: Islamiyya and Qur'anic, Tsangaya and Ilmi. Islamiyya and Qur'anic schools account for just over half the schools with the remainder being predominantly Tsangaya.

³⁸ SUBEB Report on EMIS

³⁹ Kano Education Strategic Plan 2006

⁴⁰ IQTE is a priority area for Kano State. Currently available data is inconsistent and a significant amount of further research, beyond the scope of this study, is required to enable accurate planning. Some initial research was undertaken by the ESP consultant, John Virtue, as part of the Kano ESP development and the IQTE situational analysis from that document is reproduced here.

⁴¹ It is recognised that statistics are imperfect and currently available data is inconsistent. This is because there is limited comprehensive data on IQTE and also partly because some 'integrated' schools will be included in formal school statistics and also the fact that some children attend both religious schools and formal schools.

⁴² Variations of type exist within the Islamiyya and Qur'anic school systems.

Islamiyya schools teach the basic principles of Islam (using their own syllabus) and are also more likely to accept the teaching of secular subjects. Qur'anic schools again have their own syllabus, focused on the teaching of the Quran, and are generally less inclined to incorporate the teaching of secular subjects. Tsangaya schools are less formal in the sense of conventional schooling and solely focus on rote learning of the Quran.

Tsangaya schools cater for large numbers of Almajiri children originating from outside the locale, including from other states and neighbouring countries. A large proportion of children attending Tsangaya schools are dependent upon the school proprietor for accommodation and feeding, often supplemented by informal economic activity and begging. As such, many Tsangaya students are highly vulnerable. Tsangaya students are almost exclusively male, whilst females account for a larger proportion of children in Islamiyya and Qur'anic schools. In general, Tsangaya schools (and to some extent Qur'anic and Islamiyya schools) are severely lacking in infrastructure, with many not having any physical structures at all. As a result, much of teaching/learning is undertaken outside or in informal structures including houses and community buildings.

Ilmi education is highly informal in the sense that it does not easily fit into the definition of schooling – it entails one on one religious instruction or guidance through the medium of Arabic and is predominantly undertaken by (usually well educated) adults to fit around their livelihood and social activities. The SMOE does not consider it a priority (or indeed feasible) to regulate and/or integrate Ilmi education.

Whilst Islamic and Qur'anic education is highly valued as an important aspect of the development of citizens (as demonstrated by the unquestionably high demand for this form of education) it is increasingly recognised that it is severely lacking in aspects associated with good quality education relevant to the social and economic development of the individual and the State within an increasingly modern society. In particular, it is recognised that the achievement of EFA within the context of the UBE goal of free and compulsory good quality basic education, will not be achievable if the considerable challenges of improving education in the IQTE system (which accommodates the majority of students) cannot be addressed.

The State Government is responding to these challenges by developing specific strategies for improving IQTE, and Kano State is regarded as further advanced in this endeavour than other states. The declared State Government commitment to provide the same level of support to the IQTE system as is given to the conventional or formal system⁴³ is notable. Notwithstanding this, strategy development and implementation, including prioritisation of resources, is at an early stage. The main thrust of the emerging strategy is 'modernisation' and integration of the IQTE system with the formal system. This is consistent with the K-SEEDS human development objective which prioritises the mainstreaming of Qur'anic and Islamiyya schools through an integrated process.

Integration involves a process of advocacy, dialogue, transformation of physical facilities, provision of teachers, the phased introduction of Islamic Studies and Arabic, to supplement Qur'anic memorisation, and at a later stage, introduction of the core secular subjects in the National Curriculum (English, Mathematics, Hausa and Social Studies at primary level). The schools acceptance of teaching the core subjects is a fundamental

⁴³ *Action Plan on Qur'anic, Ilmi and Islamiyya Schools, Kano State Government, 2003*

criterion for integration. The integration process thus requires some basic degree of curriculum organisation and delivery structure which many of the schools, particularly Tsangaya, lack.

To date, limited, but important, progress has been made with integration. Integration statistics differ (from 123 Qur'anic schools and 741 Islamiyya schools integrated⁴⁴ to around 60 schools integrated⁴⁵). It is considered that the process of fully integrating a school will take 2-3 years, after which the school will be formally registered/certificated by SMOE. Following agreement on integration, the schools are entitled to Government support including provision of teachers, teacher development programmes, and assistance with infrastructure, materials and other core inputs. Integrated schools are subject to Government inspection and quality assurance, in line with formal school standards. Current initiatives include a SUBEB pilot programme for integration for Tsangaya and informal Qur'anic schools introduced in 2005. A key issue is the degree of integration that schools will be likely to accept. For example, it is clear that whilst many integrated schools have introduced core secular subjects the instructional hours allocated to these subjects are low, with the majority of time still allocated to Islamiyya or Qur'anic studies.

Dialogue suggests that Islamiyya and Qur'anic schools are increasingly beginning to welcome integration. This willingness probably exceeds common perceptions that resistance to change is too great and the problems associated with Islamiyya and Qur'anic education are too difficult to address. Tsangaya schools are more resistant to integration although a number of schools have indicated a willingness to participate in the integration programme⁴⁶. In addition to the considerable challenges and resource implications of integrating Tsangaya schools, the view exists that Government support to Tsangaya schools will encourage greater numbers of Almajiri children from outside the state to seek education in Kano State, thus exacerbating the problem.

Despite progress in taking forward integration plans, the challenges are substantial, not least the likely resource implications given the numbers of schools. A key initial SMOE priority is to undertake a comprehensive study of the current situation including the realistic scope and pace of integration, including resource requirements. Budget allocation to IQTE is currently very limited. In addition to budget provision through the Office of the Special Adviser on Education and Information Technology (having responsibility for IQTE), if this area is to receive meaningful support it will be necessary to increase resource allocation through SMOE and SUBEB (which is currently very limited). It is recognised that the case for increased resources will inevitably compete with financing of the formal system which also faces a very considerable deficit in resources. However, as noted, the IQTE system must be considered within the context of UBE if meaningful progress is to be made in achieving EFA in Kano State.

3.2 Gender

Gender inequity in access to education is significant in Kano State. The current Gross Gender Gap is 21.1% in primary education, 13.6% in junior secondary and 13.1% in

⁴⁴ *K-SEEDS, 2005*

⁴⁵ *Reported at the ESP Development workshop in July 2006.*

⁴⁶ *It was reported that 88 Tsangaya schools have expressed a willingness to integrate (ESP Development workshop, July 2006)*

senior secondary education⁴⁷, indicating progressive reduction of gender disparities in enrolment up the education ladder. The picture is similar within the primary education system; Gross Gender Gap widens progressively from Primary 1-6.⁴⁸ A survey of perceptions indicates that mothers prefer to send their female children to Islamiyya schools where moral education is better than in conventional schools. There is also a general perception that educated girls either end up with no husbands or do not show their husbands proper respect.⁴⁹ Poverty, inducing compulsory economic work, e.g. hawking, and early marriage are also factors. Comparative data on Gender Parity Index (GPI)⁵⁰ in public and private schools suggests that when mothers do send their girls to conventional schools, they prefer private schools. In 2005, the GPI for private primary schools was 1.13 compared with 0.77 for public schools, while at JSS level the GPI was 1.00 for private schools and 0.50 for public schools⁵¹. This means there are more girls than boys in private primary schools and roughly equal numbers of girls and boys in private junior secondary schools. The State has trialled segregation as a strategy for enhancing access for female students. In 2003, there were 8 girls-only primary schools, 140 girls-only junior secondary schools, and 1 secondary school for married women.⁵² There are growing cases of male children undertaking apprenticeships as alternatives to schooling. Almajiri boys in the Tsangaya education system are also vulnerable to factors that can hinder their education. There are serious gender disparities in the teacher population. The Gender Gap in 2005 was 63.9% among primary school teachers, 62.9% among junior secondary school teachers, and 62.3% among senior secondary school teachers.

3.3 HIV/AIDS⁵³

The education sector has been affected by a weak primary health care system, particularly at the grassroots, that makes mitigation of preventable diseases, notably malaria and HIV/AIDS, difficult amongst school age populations. No comprehensive health care delivery system currently exists in schools. It is currently estimated that⁵⁴: only 2.6% of primary schools and 13% of secondary schools have a clinic; only 6.4% of primary schools and 19.3% of secondary schools have either a full or part time health worker; only 2.1% of primary and 11.8% of secondary schools have staff trained in HIV/AIDS, and 2.4%/11.8% trained in malaria; and that 12.2% of primary and 45.7% of secondary schools provide information on HIV/AIDS. In general these statistics compare unfavourably with other states, particularly related to HIV/AIDS. While the State Government is still planning its response, a limited number of civil society interventions are currently in operation. Awareness campaigns and promotion of family life education at community level, with particular reference to HIV/AIDS, are delivered by NGOs. The SMOE is currently adapting the FLHE curriculum to ensure it is appropriate to religious and cultural values. A key issue will be to ensure that adaptations do not militate against the effectiveness of HIV/AIDS prevention.

⁴⁷ 2005 EMIS Report

⁴⁸ SUBEB Report on EMIS

⁴⁹ Participatory Baseline Collection on Women's Participation in School / PTA Affairs

⁵⁰ Gender Parity Index is the ratio of female to male GERs; a GPI of 1 indicates parity

⁵¹ 2005 EMIS Report

⁵² EFA Action Plan

⁵³ From Kano Draft Education Strategic Plan 2006

⁵⁴ 2005 EMIS Report

3.4 Nomadic Education

The main challenges of nomadic education in the State are low enrolment and high rate of dropouts. There was a modest increase of 8.8% in the number of nomadic schools between 2004 and 2005. However, this was not matched by enrolments; there was, in fact, a drastic 36.6% drop in numbers within the same period. The dropout rate for boys was 40%, 29% for girls⁵⁵. There is no data analysing this critical situation or describing relevance and effectiveness of education in nomadic schools. There is also no demographic data on nomadic populations so it is difficult to assess the scale of provision.

3.5 Mass Literacy

The State target for mass literacy is to achieve a 50% reduction in mass illiteracy by 2015.⁵⁶ This target will be difficult to achieve given that the current literacy rate is low at 47%. There are also key challenges that need to be addressed, namely declining enrolments, poor funding, shortage of instructors, and community nonchalance about the purpose and relevance of adult literacy. Mass literacy in the State is managed by the Agency for Mass Education (AME) established by the Kano State Law No. 5 of 1982.⁵⁷ AME covers all 44 LGAs through 44 area coordinating offices with a total of 282 permanent staff and 2,128 part-time facilitators.⁵⁸ AME runs 440 basic literacy centres (running 6-month basic literacy programmes), 308 post literacy centres (running 2-year post literacy programmes), 46 Qur'anic classes, 46 Girl Child centres (in collaboration with UNICEF), and an unspecified number of Women Education centres. There are currently 13,200 learners enrolled in basic literacy centres. While this is a marginal increase of 9% compared with 2005, it also represents a 50% decline in enrolment compared with 2001. The number of Qur'anic classes and Girl Child centres was also cut by 50%, and learners in Women Education centres dropped by 5% between 2005 and 2006⁵⁹. Reasons for cutting down on class numbers may not be unconnected with lack of funding and shortage of instructors. AME also manages 65 Television Viewing centres with a literacy component across all 44 LGAs; 3 LGAs have gone on to provide additional centres of their own, an indication of the programme's success. A Workers Education Programme provides compulsory literacy training for messengers, cleaners, etc. working in MOE. A remedial SSCE programme has been introduced for post literacy graduates and young secondary school dropouts who want a second attempt at the SSCE; there were 31 remedial classes with 1,964 learners in 2005.⁶⁰ Some LGAs actively support AME in the delivery of adult literacy in their communities, e.g. through the contribution of N10,000 monthly to local AME staff to assist with logistics, and through the construction of literacy centres.⁶¹ An unspecified number of NGOs and voluntary organisations also participate in the provision of mass literacy. An estimated 188 literacy classes with a total of 27,616 learners (more than the State complement) are run in the civil society sector. AME supports selected CSO-run centres by paying the allowances of 2 instructors.⁶² AME collaborates with the following external agencies: UNICEF (training, Girl Child education), UNDP (a now completed five-year programme

⁵⁵ *SUBEB Enrolment Figures for Nomadic Schools 2003-2005*

⁵⁶ *EFA Action Plan*

⁵⁷ *Kano State Agency for Mass Education Law 1981, Kano State Gazette 1982*

⁵⁸ *21 Years in Mass Literacy, Adult & Non-Formal Education Delivery, AME*

⁵⁹ *SAME Inspectorate Reports*

⁶⁰ *21 Years in Mass Literacy*

⁶¹ *Meeting with AME team*

⁶² *21 Years in Mass Literacy; Meeting with AME team*

to open literacy centres), and NMEC (training in the REFLECT methodology), and USAID (proposal on Qur'anic literacy).

4. Governance, Management and Finance

4.1 The UBE Law

The immediate challenge related to the State UBE Law is the implementation of changes recommended with respect to disarticulation of JSS from secondary education in line with the new nine-year basic education structure. Revision of the existing Law is in progress as the basic schools programme takes off in September 2006. The Kano State Law committing the government to provision of free and compulsory basic education and establishing the State UBE Board (SUBEB) was enacted by the State House of Assembly on 8 June 2005.⁶³ The Law empowers SUBEB to implement the UBE programme under the supervision of MOE. At local government level, SUBEB is represented by a Local Government Education Authority (LGEA) and at community level by a District Education Committee (DEC). The LGEA and the DEC are both accountable to SUBEB in accordance with the UBE Law. The managing body of SUBEB consists of an Executive Chair, two full-time members, three representatives of Local Government Councils, and one representative each of the State PTA, the NUT, the Inspectorate, AME, MOE, a women's organisation and the Council of Ulama.⁶⁴

4.2 Roles and Responsibilities

MOE has overall responsibility for education policy, planning and monitoring. Under the direction of the honourable Commissioner, it supervises its parastatals and works closely with other ministries in the achievement of educational goals. MOE has 12 parastatals: Audu Bako College of Agriculture, Aminu Kano School of Islamic & Legal Studies, Agency for Mass Education, College of Arts, Science & Remedial Studies, College of Education, Kano State University of Technology, Kano State Polytechnic, Kano State Scholarship Board, Kano State Library Board, Teachers Service Board, Science & Technical Schools Board, and SUBEB.

SUBEB has responsibility for delivering the primary, junior secondary and nomadic education components of UBE, including private schools at primary and JSS level. It also manages the appointment and service of teaching and non-teaching staff on Grade Level 07 and above in primary, junior secondary and nomadic schools, funds their salaries and disburses funds from both federal and State sources. It liaises with the UBE Commission (UBEC).

The State Agency for Mass Education (SAME) has responsibility for adult literacy and non-formal education, including management of vocational, women education and continuing education centres. It is also currently involved in provision of literacy in Qur'anic schools and Girl Child education centres. It was established through an Act of Parliament in 1980.

The Kano Education Resource Department (KERD) is responsible for overall quality assurance in the sector. Established as an in-service training centre for Grade II teachers in 1972, it is now responsible for school monitoring and inspection (through its Inspectorate), management of State examinations at primary, JSS and SSS levels,

⁶³ *Kano State Universal Basic Education Board Law 2005*

⁶⁴ *Kano SUBEB Law 2005*

curriculum development, provision of learning materials, and guidance, counselling and research.

The Office of the Adviser to the Governor on education and ICTs is responsible for integration of Qur'anic, Islamiyya and Tsangaya schools

4.3 Civil Society and the Private Sector

Community and civil society participation in educational provision is generally low although there are examples of ad hoc and isolated interventions. Alumni associations, PTAs, Community Development Associations (CDAs), NGOs, CBOs and philanthropists offer varying degrees of support to educational development. Examples of their assistance include provision of school buildings, furniture, learning materials and educational equipment. The *Inuwar Jama'ar Kano* (also known as the Kano Forum) made contributions valued at around N50 million between 1999 and 2001⁶⁵. Their support covered Qur'anic and Islamiyya schools, LGA schools, adult literacy centres and the State's tertiary institutions.

The State is battling with the tension of encouraging private sector participation in educational provision while insisting that private providers operate within clear quality parameters. To curb the proliferation of unregistered private schools in the State, new regulations for operation of private and voluntary institutions were included in the State Education Law.⁶⁶ The regulations, amongst other things, require each private and voluntary institution to have a board of governors, allow all female Muslim students to wear a *hijab* as part of their school uniform, provide segregated toilets for males and females, ensure at least 80% of admissions are for State indigenes, and give complete access to State inspectors.

4.4 Consultation Mechanisms on Education Policy

MOE has developed a proposal to facilitate effective consultation with respect to education policy and implementation based on the national three-tier structure comprising of the National Council on Education (NCE), the Joint Consultative Committee on Education (JCCE) Plenary and JCCE Reference. A State Council on Education (SCE) will be the highest education policy making body in the State and will initiate policies and memos for consideration by the State Executive Council and the NCE. It will be chaired by the Permanent Secretary, MOE. A State Consultative Committee on Education (SCCE) will deliberate on recommendations from reference committees and make recommendations to the SCE. It will also make decisions on routine educational matters for implementation by MOE and its parastatals. The SCCE will meet every February. There will be twelve reference committees, State Reference Committees on Education (SRCEs), who will monitor implementation of approved policies and report to the SCCE. The 12 SRCEs will cover the following areas: basic education, secondary education, teacher education, science & technical education, special education, planning & statistics, library development, adult & non-formal education, private institutions, women education, curriculum development.⁶⁷

⁶⁵ 2001 Education Summit Report

⁶⁶ *Private and Voluntary Agency Institutions Regulations, MOE 2004*

⁶⁷ *A Reviewed Proposal on the Formation of State Council on Education, October 2005*

4.5 Monitoring and Evaluation

There are multiple agencies with monitoring and evaluation responsibilities within the education sector and relative roles are not always clear cut. M&E is carried out by the Kano Educational Resource Department (KERD) of the MOE; the dept is responsible for quality assurance through curriculum development, school inspection and evaluation (examinations and assessments). The Department of Schools Management in MOE has 10 Zonal Officers, each responsible for schools in 2-7 LGAs, including monitoring and inspection. They also have oversight of appointments and transfers of teachers within their zones. The Arabic & Islamic Education Department of MOE (AIED) has responsibility for quality assurance in Islamic schools. A Private Institutions Department created within MOE in 2003 oversees the establishment and supervision / inspection of private schools.

4.6 Teachers' Salaries

The State pays the salaries of secondary school teachers while LGAs finance primary teachers' salaries. The minimum salary package for teachers in Kano State is N6,500 (monthly basic) plus common allowances (meal subsidy, transport and rent). Certain categories of teachers receive special allowances in addition. Special allowances include the following: N1000 monthly for teachers posted to rural areas, N1000 monthly for science teachers, and 15% of basic monthly salary for teachers posted to model schools in rural areas. Basic salaries are based on the unified civil service scale. Adult literacy instructors currently receive a minimum of N1500 per month which can rise to a maximum of N6000 per month depending on experience and length of service. Literacy instructors are employed on a part-time basis so they have recourse to other sources of income.

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Annex: Primary school data

	2001	2002	2003	2005 (official)	2005 ⁶⁸ (EMIS)	2015 Targets
Total enrolments (M/F) ('000s)		1,681 T ⁶⁹ 673 F 1,009 M	1,793 T ⁷⁰ 751 F 1,041 M	1,509 T ⁷¹ 659 F 851 M	1,395 T 598 F 797 M	Achieve 100% primary enrolment and attendance by 2015 (EFA)
Number of schools by type (Public / Private) (Conventional schools)				3,886 T ⁷² 3,564 Public 322 Private	3,446 T 3,066 Public 380 Private	
GER (with GPI)⁷³	120	129 (0.69)	135 (0.77)	98	89.86 (0.79)	Increase female enrolment in primary, secondary and tertiary schools by 30% by 2007 (Kano SEEDS)
NER (with GPI)					72.83 (0.79)	
Withdrawals (%)					0.40 T 0.43 F 0.38 M	
Repetition (%)					0.04 T 0.04 F 0.03 M	
Survival (%)					52.20 T 52.95 F 51.75 M	

⁶⁸ Basic and Senior Secondary Education: Key Indicators for Nigeria, FME 2006; source for all data in this column

⁶⁹ Kano SEEDS

⁷⁰ EFA Action Plan 2003

⁷¹ SUBEB EMIS Report 2005

⁷² Kano Education Development Plan 2006

⁷³ 2001-2003 figures from EFA Action Plan 2003

Transition to JSS		46 ⁷⁴		45.34 T 38.69 M 49.57 F	Raise transition rate from primary to JSS to 100% by 2012 (EFA)
Islamic schools⁷⁵ (2005)	Number of schools	Enrolments ('000s)	Number of Teachers ('000s)		
Qur'anic / Tsangaya	13,635	1,273	045		
Islamiyya	4,623	1,518	030		
Ilmi	4,150	214	004		
Total⁷⁶	22,408	3,005	079		

Annex 2: Primary school teacher data

The current teacher population is insufficient to meet the needs of the State, particularly the ambitious targets of UBE, and there are chronic shortages with respect to teachers for core subjects⁷⁷. Not all existing teachers possess the minimum teaching qualification, the National Certificate of Education (NCE), and there are huge gender disparities in the teacher population. The pupil to teacher ratio for primary education has improved over the last few years – 76:1 in 2002, 68:1 in 2003,⁷⁸ and 47:1 in 2005.⁷⁹ However, to achieve the national PTR standard of 30:1 while accommodating the ambitious enrolment targets of EFA and UBE will require substantial expansion of the teacher population. And if they are all to be qualified teachers, SUBEB projects that an additional 30,309 qualified teachers are needed to pull the State nearer the PQTR standard of 40:1.⁸⁰ Within the general shortage of teachers, there are specific deficits in the number of teachers available to teach core subjects. Adjusted ratios for number of pupils to a qualified subject teacher based on availability in 2005 were as follows: English 404:1, Mathematics 1,113:1, Primary Science 1,700:1 and Social Studies 960:1.⁸¹ Although there is no data on how the few available teachers are distributed across the levels of education, the shortage

⁷⁴ EFA Action Plan 2006

⁷⁵ Kano Education Development Plan 2006

⁷⁶ The data on Islamic education has been kept separate as there are inconsistencies in available data. Further research is needed to interrogate what is available and to conduct some form of survey.

⁷⁷ English, Mathematics, Primary Science and Social Studies

⁷⁸ Kano SEEDS

⁷⁹ 2005 EMIS Report

⁸⁰ SUBEB: 2004/05 Summary Report on EMIS

⁸¹ SUBEB Report on EMIS

must be a strong factor in the exceptionally poor performance of SSCE candidates in English and Mathematics. The problem of under-qualified teachers is most apparent at primary level where only 21.8% of teachers possessed a minimum of an NCE in 2005. 31.4% of teachers still held the obsolete Grade II (Pass and Referred) while 22.1% had only Arabic and Islamic Studies related qualifications.⁸² The situation is brighter at secondary level where 65.8% of JSS teachers and 64.2% of SSS teachers hold the minimum qualification. It does mean, however, that there are significant numbers of teachers at SSS level teaching without at least an NCE, possibly another contributing factor to low SSCE performance. The State has declared a deadline of December 2006 for all affected teachers to upgrade their qualifications to the NCE minimum. It is not clear what support teachers will receive in this process and if the deadline is realistic.

Annex 3: Primary quality indicators

The level of learning achievement in primary education is slightly below the national standard at upper primary level although it compares favourably at mid-primary.⁸³ Achievement levels are much higher in private primary schools, compared with public primary schools⁸⁴, indicating better quality teaching and learning. This is in spite of the fact that public schools are better resourced with textual materials as shown by a pupil to core textbook ratio of 2.72, compared with 5.34 in private schools. Children in private schools have better access to qualified teachers: a PQTR of 81.38 in private schools is much stronger than the public school ratio of 248.40.⁸⁵ Children in urban primary schools consistently achieve higher than those in rural schools⁸⁶. Provisions are less adequate in rural areas in terms of availability and quality of infrastructure, learning materials and teachers. Girls achieve higher than boys in the course of primary education⁸⁷ but boys appear to grow stronger at the point of transition to secondary, e.g. boys shaded the 2005 State Common Entrance Examinations with a mean percentage score of 48.27 compared with 43.55 for girls.⁸⁸ Children who receive pre-primary education consistently achieve higher than those who do not,⁸⁹ making a case for greater investment in ECCDE as a

⁸² Higher Islamic Studies 15.4%, Senior Islamic Studies 3.8%, Local Arabists 2.9%

⁸³ Assessment of Learning Achievement of Primaries Four and Six Pupils in Nigerian Schools, Draft Nigeria Education Sector Analysis

⁸⁴ Based on comparative analysis of Literacy, Numeracy and Life Skills test results in ESA Assessment

⁸⁵ 2005 EMIS Report, Federal Ministry of Education

⁸⁶ ESA test results

⁸⁷ ESA test results

⁸⁸ KERD: 2004 and 2005 Kano State Common Entrance Examination Results

⁸⁹ ESA test results

strategy for raising achievement levels in primary education. In addition to the usual deficit factors, lack of teachers, books, infrastructure, etc., low learning achievement has also been attributed to the growing incidence of under-age enrolments (no available statistics on exact numbers). Continuous Assessment is not currently built into primary school final examinations; as one-off events, the examinations do not genuinely evaluate the breadth of children's development. There is a modest improvement in the quality of children progressing into junior secondary education. The aggregate mean score of pupils who sat the 2005 SCEE was 57.66%, a small improvement on 53.20% recorded in 2004.⁹⁰

Provision of basic school textbooks and learning materials is inadequate. A pupil to core textbook ratio of 7.27 in 2005 indicated that senior secondary students were the most deprived followed by JSS students with a PCTR of 6.12. Primary schools, with a PCTR of 2.82 for primary education, were the best resourced in terms of provision of core textbooks.⁹¹ It is estimated that currently available textbooks with reference to eight school subjects⁹² constitute only 17% of requirements for achieving a PCTR of 1.⁹³

ⁱ For the purposes of this analysis, the estimates provided in the FME's 2005 EMIS report will be used: 2005 population of 6-11 year olds 1,552,188; 2005 population of 12-14 year olds 695,332; 2005 population of 15-17 year olds 593,076

ⁱⁱ Kano EFA Action Plan 2003

ⁱⁱⁱ 2005 EMIS Report

^{iv} Kano SEEDS

^v EFA Action Plan

^{vi} Kano Education Development Plan 2006

^{vii} EFA Action Plan

^{viii} There is no data evidence; this estimate is either inaccurate or the demographic data on the school age population is grossly under estimated.

^{ix} EFA Action Plan

^x Kano Education Development Plan; the 2005 EMIS Report indicates a JSS GER of 23.31% for 2005 but the Kano team insist this is too low and that the EDP figure of 51% is nearer the mark.

^{xi} 2005 EMIS Report

^{xii} EFA Action Plan

⁹⁰ KERD SCEE Results

⁹¹ 2005 EMIS Report

⁹² English, Mathematics, Primary Science, Social Studies, Arabic, Hausa, Religious Knowledge, Physical & Health Education

⁹³ SUBEB: 2004/05 Summary Report on EMIS

^{xiii} 2005 EMIS Report

^{xiv} SUBEB Report on EMIS

^{xv} SUBEB Report on EMIS

^{xvi} *It is recognised that statistics are imperfect and currently available data is inconsistent. This is because there is limited comprehensive data on IQTE and also partly because some 'integrated' schools will be included in formal school statistics and also the fact that some children attend both religious schools and formal schools.*

^{xvii} *Variations of type exist within the Islamiyya and Qur'anic school systems.*

^{xviii} K-SEEDS, 2005

^{xix} *Reported at the ESP Development workshop in July 2006.*

^{xx} 2005 EMIS Report

^{xxi} SUBEB Report on EMIS

^{xxii} *Gender Parity Index is the ratio of female to male GERs; a GPI of 1 indicates parity*

^{xxiii} 2005 EMIS Report