

Education Sector Support Programme in Nigeria (ESSPIN)

Input Visit Report

Monitoring and Evaluation Strategy

Report Number: ESSPIN 003

Steve Baines

October 2008

esspin
EDUCATION SECTOR SUPPORT PROGRAMME IN NIGERIA

a programme funded by DFID



Report Distribution and Revision Sheet

Project Name: Education Sector Support Programme in Nigeria

Report Title: Monitoring and Evaluation Strategy - October 2008

Report No: ESSPIN 003

Rev No*	Date of issue	Originators	Checker	Approver	Scope of checking
1	October 2008	Steve Baines	John Martin	John Martin	Formatting/Content

Distribution List

Name	Position	Contact details
DFID		
Rob Shooter	Human Development Programme Coordinator, DFID	R-Shooter@dfid.gov.uk
Ian Attfield	Education Adviser, DFID Northern Nigeria Office	ian-attfield@dfid.gov.uk
Olatunji Ogunbanwo	Deputy Programmes Manager Human Development Team , DFID	o-ogunbanwo@dfid.gov.uk
Isaac Adejo	Programme Officer, Human Development Team	I-Adejo@dfid.gov.uk
ESSPIN		
John Martin	National Programme Manager	john.martin@esspin.org
Steve Baines	Technical Team Coordinator	stephen.baines@esspin.org
Nick Santcross	Deputy Programme Manager	nick.santcross@esspin.org
Sam Harvey	Operations Manager	sam.harvey@esspin.org
Stephen Bradley	State Team Leader – Kaduna	stephen.bradley@esspin.org
Lilian Breakell	State Team Leader – Kwara	lilian.breakell@esspin.org
Richard Dalgarno	State Team Leader – Kano	richard.dalgarno@esspin.org
Kayode Sanni	State Team Leader – Jigawa	kayode.sanni@esspin.org
Abolaji Osime	State Team Leader – Lagos	abolaji.osime@esspin.org
Alero Ayida-Otobo	Lead Specialist, Policy and Planning	alero.otobo@esspin.org
John Kay	Lead Specialist, Education Quality	john.kay@esspin.org
Fatima Aboki	Lead Specialist, Community Interaction	fatima.aboki@esspin.org
Nguyan Feese	Lead Specialist, Institutional Development	nguyan.feese@esspin.org
Francis Watkins	Lead Specialist, Social Development	francis.watkins@esspin.org
Penny Holden	Lead Specialist, Inspectorates	penny.holden@esspin.org

Quality Assurance Sheet and Disclaimer

"This document has been prepared for the titled project or named part thereof and should not be relied on or used for any other project without an independent check being carried out as to its suitability and prior written authority of Cambridge Education Ltd. (CE) being obtained. Cambridge Education Ltd. accepts no responsibility or liability for the consequences of this document being used for a purpose other than the purpose for which it was commissioned. Any person using or relying on the document for such other purposes agrees, and will by such use and reliance be taken to confirm his agreement to indemnify Cambridge Education Ltd. for all loss and damage resulting there from. Cambridge Education Ltd. accepts no responsibility or liability for this document to any party other than the person by whom it was commissioned."

"To the extent that this report is based on information supplied by other parties, Cambridge Education Ltd. accepts no liability for any loss or damage suffered by the client, whether contractual or tortuous, stemming from any conclusions based on data supplied by parties other than Cambridge Education Ltd. and used by Cambridge Education Ltd. in preparing this report."

Note on Documentary Series

This document is one of the series to be produced by Cambridge Education in support of their contract with the Department for International Development for the Education Sector Support Programme in Nigeria

The documents include:

ESSPIN 001 ESSPIN 1st Quarterly Report

ESSPIN 002 MTSS Strategy

ESSPIN 003 M&E Strategy

Contents

REPORT DISTRIBUTION AND REVISION SHEET	II
QUALITY ASSURANCE SHEET AND DISCLAIMER	III
NOTE ON DOCUMENTARY SERIES.....	IV
ABBREVIATIONS	VI
INTRODUCTION.....	1
1. LOGFRAME	3
Output 1: Federal Government governance framework for enabling basic education reform strengthened	5
Output 2: State-level governance and management of basic education strengthened	6
Output 3: Capacity of schools to provide a high quality learning environment developed and sustained	7
Output 4: Capacity of communities to articulate demand for educational services created and sustained	8
2. INDICATORS	9
2.1 Key performance indicators	9
Millennium Development Goals on education and gender	10
2.2 Quality indicators	10
Factors that determine school effectiveness	11
Indicators in the ESP documents of Kaduna, Kano and Kwara	12
2.3 System indicators	14
2.4 Synthesis of ESSPIN M&E framework indicators.....	14
ESSPIN M&E framework indicators	16
2.5 Perception indicators	20
2.6 ESSPIN versus non-ESSPIN States	20
3. SUPPLY OF INFORMATION.....	21
3.1 Administrative sources	21
3.2 Survey sources.....	26
3.3 Special studies	35
4. DEMAND FOR INFORMATION	38
4.1 Principles of capacity building on the use of information.....	38
4.2 Capacity building on the use of information.....	39
5. REPORTING.....	42
5.1 Government	42
5.2 DFID	43
REFERENCES.....	45
ANNEX A: SCHOOL REPORT CARD	46
ANNEX B: BASELINE.....	47
ANNEX C: ACTION PLAN FOR INCEPTION AND EARLY IMPLEMENTATION PHASES	52
C.1 Pre-inception phase	52
C.2 Inception and early implementation.....	53

Abbreviations

CWIQ	Core Welfare Indicators Questionnaire
DFID	Department for International Development
EMIS	Education Management Information System
ESSPIN	Education Sector Support Programme in Nigeria
FMOE	Federal Ministry of Education
GEP	Girls Education Project (DFID and UNICEF)
LEAP	Literacy Enhancement Assistance Project (USAID)
LGEA	Local Government Education Authority
MDG	Millennium Development Goals
MICS	Multiple Cluster Indicator Survey
MLA	Monitoring Learning Assessment
NLSS	Nigeria Living Standards Survey
NGO	Non-government organisations
PATHS	Partnership for Transforming Health Systems
SAVI	Strengthening Accountability and Voice Initiative
SBMC	School-based management committees
SEEDS	State Economic Empowerment and Development Strategy
SESP	State Education Sector Project (World Bank)
SLP	State Lead Programmes
SMOE	State Ministry of Education
SPARC	State Programme for Accountability Responsiveness and Capability
SUBEB	State Universal Basic Education Board
UBEC	Universal Basic Education Commission
UNICEF	United Nations Children Fund
USAID	United States Agency for International Development

Introduction

1. The M&E activities under ESSPIN have two objectives:
 - In terms of implementation, they will help to assess whether action plans are being realised. With reference to the results chain, this aspect focuses on the inputs, activities and short-term outputs.
 - In terms of results and development effectiveness, they will assess the extent to which results are being achieved. With reference to the results chain and the logical framework behind the programme, this aspect focuses on the medium- to long-term outputs, outcomes and impact. As part of this focus, the M&E activities will ensure that reliable and timely information is used to enable:
 - FMOE and the SMOE in each Lead State to take informed policy decisions
 - ESSPIN management and DFID to incorporate lessons learned into any mid-term decisions on the course of the programme
2. The pursuit of the first objective will be led by the ESSPIN Operations Unit and this concept note touches only on those of its aspects that are related to coordination and reporting mechanisms. Instead, the focus is on the second objective, which requires a complex set of information collection, interpretation, reporting, coordination and capacity building activities.
3. The position put forward in this paper is that the ESSPIN M&E framework on results should be fully consistent with the sector M&E frameworks that are already implicitly in place in a number of States following the endorsement of Education Sector Plans. The need to report on a small number of additional indicators should not prevent ESSPIN from using the existing government frameworks.
4. This also follows the ESSPIN Programme Memorandum (§2.7) which states that ESSPIN will “to the greatest extent possible, use the same supervision structures and monitoring and evaluation arrangements. There will be a strong focus on building State Governments’ capacity to undertake monitoring and evaluation of their own policies and programmes and to use outputs from these improved State systems” in order to meet ESSPIN reporting needs”.
5. The key elements of an M&E framework are:
 - Scope: The M&E framework needs to define the results that are expected and the concepts that link together the inputs, activities, outputs, outcomes, and impact to establish realistic expectations. The ESSPIN logframe, which provides this overall context, is presented in Chapter 1.
 - Indicators: The M&E framework needs to pin the overall scope down to a bounded set of monitoring indicators, which will guide the design of M&E activities. These indicators,

which are outlined in the logframe, are defined with precision in Chapter 2, in a consistent way across States and over time. The baseline values of the indicators will be gradually inserted into 0. A separate baseline report will explain how these baseline values were obtained.

- Supply of information: The logframe also includes an outline of means of verification. Chapter 3 discusses these sources of data, available options and methodological aspects. With the exception of the support to the school census process, it is proposed that – at least in the early stages of implementation – relatively little emphasis is placed on capacity building measures in the area of data collection and analysis.
 - Demand for information: Ensuring that the sources of information are available in time, at the necessary standard of quality and as part of a regular and sustainable process will require the cooperation of a large number of stakeholders. Chapter 4 discusses the roles of different levels of government in this process both as producers but primarily as users of data and translates these into corresponding capacity building measures.
 - Reporting: Chapter 5 identifies the main documents for reporting progress against the M&E framework and the main channels through which this information is communicated (with particular reference to the Federal and State governments and DFID). This chapter is a sketch that focuses on the formal reporting obligations. The broader issue of determining how findings are shared is addressed in a separate document, the communications and knowledge management strategy.
 - Coordination: A common problem of M&E frameworks is the overlap of activities. This is a key reason why ESSPIN will utilise the existing government M&E frameworks and will try to strengthen them with the support of non-government stakeholders. Three areas of concern are addressed in Chapter 6. First, it is necessary to integrate data sources (across government bodies, development partners and over time) and prepare reviews that look at and reflect on all these sources. Second, the parallel operation of SESP presents ESSPIN with opportunities for streamlining its own M&E arrangements. Third, the fact that ESSPIN is part of the SLP calls for open channels of communication.
 - Implementation plan: 0 outlines the activities and responsibilities across ESSPIN for M&E activities and a timetable for these activities over the inception phase and the first two years of implementation.
6. This is the first draft of a paper that will continue to evolve until the end of the inception phase. Among the anticipated stages are:
- the determination of overall programme targets
 - the inclusion of the Federal- and State-level logframes and targets
 - the establishment of baseline figures for all indicators

1. Logframe

7. The first step in the development of the M&E framework is to determine its scope, in other words the goal, purpose and outputs of the programme that need to be monitored. The ESSPIN logframe presents these at the level of the programme together with a set of core inputs and activities that are expected to enable the desired outputs to be achieved.
8. To enable the assessment of whether the results have been achieved, the logframe also includes a set of broadly defined corresponding indicators ('objectively verifiable indicators') and identifies the sources of information to be used ('means of verification'). Chapter **Error! Reference source not found.** defines these indicators in detail and Chapter 0 discusses the sources of information.
 - The ESSPIN goal is effective and efficient use of Nigeria's own resources for education and gender equity – with the respective MDG used as indicators.
 - The ESSPIN purpose is improved sustainable and replicable basic education services – with indicators on access, equity, quality and management.
 - The ESSPIN outputs are:
 - A strengthened Federal Government governance framework for enabling basic education reform
 - Strengthened State-level governance and management of basic education
 - Developed and sustained capacity of primary and junior secondary schools to provide a high quality learning environment
 - Created and sustained capacity of communities and civil society to articulate demand for educational services
9. A number of assumptions are singled out as preconditions for the achievement of these results. They can be categorised as:
 - Economic, such as sustained growth
 - Political, such as political will to support reform and political stability
 - Demographic, such as slower population growth, managed internal migration rates, and lower impact of HIV/AIDS and malaria
 - Institutional, such as transparent allocation and disbursement of funds and reforms that enhance public sector governance
 - Other, such as continued private sector provision of education services and strong demand for secular-based education
10. The logframe contains implicitly the key anticipated relationships that will lead from inputs to results: if a set of activities are carried out and a set of assumptions hold, then

intermediate outputs will be achieved as a means to the purpose and goal of the programme.

11. The following four tables summarise the content and rationale of the four outputs:

- The key outcome expectations refer to the goal and purpose outcomes: universal net enrolment; learning achievement; and efficiency and effectiveness in using resources
- The key anticipated relationships between output and outcome refer to how the identified outputs are expected to lead to the desired outcomes

Output 1: Federal Government governance framework for enabling basic education reform strengthened

<p>Description: Support the Federal government to play its constitutional role (in terms of stewardship of the education sector, policy and long term planning and effective and efficient allocation and disbursement of Federal resources to States) and drive reform forward.</p>		
<p>Key outcome expectations</p> <ul style="list-style-type: none"> • Efficiency and effectiveness in the use of Federal resources • The Federal government drives reforms in States that are not part of ESSPIN 		
<p>Key anticipated relationships between output and outcome</p> <ul style="list-style-type: none"> • The allocation mechanism, management and accounting of Federal funding to the States will be strengthened through: <ul style="list-style-type: none"> - a costed, phased strategic plan with realistic performance targets for UBEC - the formulation of a national framework of standards (to focus attention on the desired results) - the improvement in the use of information for accountability and performance monitoring • ESSPIN will support the integration of inspection services to avoid inefficient use of resources. 		
Inputs	Main activities	Output expectations
<ul style="list-style-type: none"> • ESSPIN - ... - ... • Federal - ... - ... 	<ul style="list-style-type: none"> Review, identify and strengthen funding and policy arrangements of FMOE, UBEC and other agencies Support the development and implementation of quality assurance standards for basic education Strengthen mechanisms for formulation, facilitation and advocacy of policy options for educational reform Identify and promote the development of appropriate information and knowledge management systems Develop systems for monitoring State-level performance 	<ul style="list-style-type: none"> Increased levels of evidenced-based policy research Increased utilisation of Federally allocated funds (UBEC and MDG Office) Compliance with minimum learning outcome standards Federal government uses NEMIS and integrated quality assurance framework Federal budget aligned with ESOP

Output 2: State-level governance and management of basic education strengthened

Description: Support the rationalisation, realignment and strengthening of the State Ministries of Education, Local Government Education Authorities and State Universal Basic Education Boards in terms of the functions and core systems that underpin service delivery.		
Key outcome expectations		
<ul style="list-style-type: none"> • Universal basic education net enrolment for boys and girls 		
Key anticipated relationships between output and outcome		
<ul style="list-style-type: none"> • States coordinate their activities and (Federal and State) resources, through the development and implementation of integrated, costed Education Sector (long-term) Plans and (medium-term) Operational Plans, which focus on achieving universal net enrolment and learning standards at least cost. • A more normative inspectorate, which monitors the application of standards, supports teachers, heads and officials in performing their roles, and contributes to sector management helps drive up performance, build accountability, and provide information for planning purposes. • States understand and regulate the private sector, develop public-private partnerships and integrate islamiyyah, qur’anic and tsangaya schools – in those States where they are common – to ensure that they also deliver the core secular curriculum. 		
Inputs	Main activities	Output expectations
<ul style="list-style-type: none"> • ESSPIN - ... - ... • State - ... - ... 	<ul style="list-style-type: none"> Undertake educational sector analyses Support the development of Education Sector Plans (ESP) Support Educational Sector Operational Plans (ESOP) which are aligned with State-level strategies (SEEDS) Assist budget reform, including development of budgeting mechanisms and funding systems for schools Support institutional development and reform of human resource development systems and capacity Support the implementation of ESOP Help develop systems for monitoring performance of primary and junior secondary schools Identify, develop and promote appropriate information and knowledge management systems and mechanisms 	<ul style="list-style-type: none"> Progress against ESP targets States update ESOP on an annual basis Little or no variation between budget and ESOP Little or no variation between spending and budget States use NEMIS and quality assurance frameworks States evaluate performance/competency of staff Public awareness of educational sector reform

Output 3: Capacity of schools to provide a high quality learning environment developed and sustained

Description: Improve the learning environment for children (through better planning and teacher service reform) and support community engagement in the management of schools and pilot schemes to deliver resources directly to schools and communities.		
Key outcome expectations		
<ul style="list-style-type: none"> • Achievement of learning outcomes 		
Key anticipated relationships between output and outcome		
<ul style="list-style-type: none"> • School Based Management Committees (SBMC) help improve school management and promote demand for better services. • School development plans and associated grants promote decentralised, school-level control of resources. • Better deployment of resources at school level and increased managerial discretion given to schools. • The implementation of a comprehensive strategy for teacher development and deployment supports the introduction of consistent in-service training, the reduction of subject teachers in primary education, and the redeployment of teachers to needy areas. • The school-based health and nutrition curriculum promotes health literacy for the future generation • Information on physical infrastructure, instructional materials, demographic trends, and the profile of out of school children help States build capacity to plan, resource and procure infrastructure and materials. 		
Inputs	Main activities	Output expectations
<ul style="list-style-type: none"> • ESSPIN - ... - ... • Federal/State - ... - ... 	<ul style="list-style-type: none"> Analyse and review situation to establish baseline data set Strengthen capacity of school leadership, management, quality development and quality assurance Develop school governance and school development plans Provide support to teacher service reform: recruitment, planning, policy, conditions of service, training, deployment and management Support systems for better resourcing of schools with materials, equipment, infrastructure, water and sanitation Support improvement of learning outcomes Develop appropriate responses to requirements for skills development and public-private partnerships Develop appropriate responses to health education, school health and HIV/AIDS Support the identification, development and promotion of information and knowledge management systems and mechanisms to strengthen M&E in the education sector 	<ul style="list-style-type: none"> Increased availability and utilisation of resources in schools Teachers and head teachers being graded as satisfactory Percentage increases in head teachers being graded as satisfactory in target states by 201

Output 4: Capacity of communities to articulate demand for educational services created and sustained

<p>Description: Strengthen voices demanding better education services and greater accountability from government at different tiers. Increase citizens' ability to claim rights and hold government accountable, by means of advocacy projects, research and policy analysis, support to State Houses of Assembly, CSO capacity building, media engagement and broad-based coalitions around specific service delivery demands in the education sector.</p>		
<p>Key outcome expectations</p> <ul style="list-style-type: none"> • Universal basic education net enrolment for boys and girls • Achievement of learning outcomes 		
<p>Key anticipated relationships between output and outcome</p> <ul style="list-style-type: none"> • An information and communications campaign targeting Community Based Organisations and School Based Management Committees helps community members understand the expected standards of performance and the respective responsibilities of citizens and civil servants. • LGEA-, SBMC- and PTA-designed initiatives bring education to the excluded and under-represented and extend basic education to youths and adults, by maximising use of school facilities and through partnerships with private (non-formal and formal) education providers (including IQT schools). 		
Inputs	Main activities	Output expectations
<ul style="list-style-type: none"> • ESSPIN - ... - ... • Federal/State - ... - ... 	<ul style="list-style-type: none"> Analyse needs and demands of out of school children Map civil society organisations in educational sector Review current, and develop further, initiatives aimed at encouraging demand for education Develop appropriate responses to situation analysis including IQTE, special needs, social exclusion, HIV/AIDS in collaboration with other SLP programmes Empower civil society and communities, through availability of information, communication, use and articulation, campaigns, advocacy skills Increase and encourage the participation of community and civil society in governance Identify, develop and promote appropriate information and knowledge management systems and mechanisms 	<ul style="list-style-type: none"> Higher enrolment across specifically identified groups Higher resource levels available to schools Awareness of standards of service, rights, responsibilities and access to resources LGEA respond to outcomes from stakeholder consultation

2. Indicators

12. The key element of any M&E framework that aims to measure and manage performance is the setting of standards and targets against which key messages will be communicated to the diverse audience of stakeholders, including the ESSPIN programme team, DFID, the government counterparts and the general public.

13. The logframe provides an outline of the main indicators. This chapter defines the indicators of the M&E framework in detail. Using the logframe as a basis, it looks into a number of key policy and planning documents (ESP, UBEC and SESP M&E frameworks), which contain indicators at various levels. The ESSPIN M&E framework is aligned with the frameworks of these documents and tries to provide a single and encompassing reference framework.

[The M&E framework will also specify the milestones in terms of activities and short-term outputs and the expected progress over time in terms of results. The different ESSPIN States set different targets according to their priorities.]

14. Three levels of indicators are defined:

- Key performance indicators, which correspond to the goal and purpose of ESSPIN
- Quality standards indicators, which correspond to those outputs of ESSPIN that are directly related to schools
- System indicators, which correspond to those outputs of ESSPIN that refer to education administration and management

15. These indicators are examined in the next three sections and synthesised in Section 0 into a single list.

16. Section 0 introduces perception indicators, which refer to citizen opinions and awareness of the state of education service delivery. These are a central part of ESSPIN, as a result of the programme's emphasis on demand for good quality education services, but are not expected to be part of government monitoring tools and are therefore examined separately.

17. Finally, Section discusses the scope for comparisons of education sector performance between States depending on whether they receive ESSPIN support or not.

2.1 Key performance indicators

18. The indicators that pertain to the ESSPIN goal are the education and gender Millennium Development Goals, which are presented in 14. The two literacy rate indicators are practically beyond the scope of ESSPIN as most of the targeted beneficiaries will not even have reached that cohort by the end of the programme; therefore it is not intended to monitor them. Finally, there are two other gender equity indicators (wage employment and parliamentary representation) which are also beyond the scope of ESSPIN.

Millennium Development Goals on education and gender

MDG 2. Achieve universal primary education
Target 3. Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling
Indicator 6. Net enrolment ratio in primary education
Indicator 7A. Proportion of pupils starting Grade 1 who reach Grade 5
Indicator 7B. Primary completion rate
Indicator 8. Literacy rate of 15-24 year-olds
MDG 3. Promote gender equality and empower women
Target 4: Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015
Indicator 9. Ratios of girls to boys in primary, secondary and tertiary education
Indicator 10. Ratio of literate women to men 15-24 years old

The following indicators pertain to the ESSPIN purpose according to the logframe:

Indicator	Comments
Enrolment and promotion rate by gender and by grade, primary education	The enrolment rate is identical to MDG indicator 6. The promotion rate is one of the three main flow indicators (the others being repetition and dropout).
Completion rate by gender, junior secondary education	The primary completion rate is identical to MDG indicator 7B. The junior secondary completion rate is added.
Learning outcomes, primary and junior secondary education	The achievement of learning outcomes, which are currently not measured, is the most important new indicator introduced at the purpose level.
Successfully funded and implemented plans within basic education at Federal and State level	This indicator differs conceptually from the others, as it describes the operation of a system, and is therefore discussed in Section 0.

19. In brief, the key performance indicators can be grouped into:

- those related to enrolment information, available through administrative or survey data
- those related to learning outcomes

A synthesis is presented in Section 0.

2.2 Quality indicators

20. The key performance indicators focus on the achievement of universal basic education. However, with the exception of the learning outcomes indicator, they do not focus on the quality of the education service provided. The indicators under this section respond to the need for a minimum set of quality standards that schools should meet.

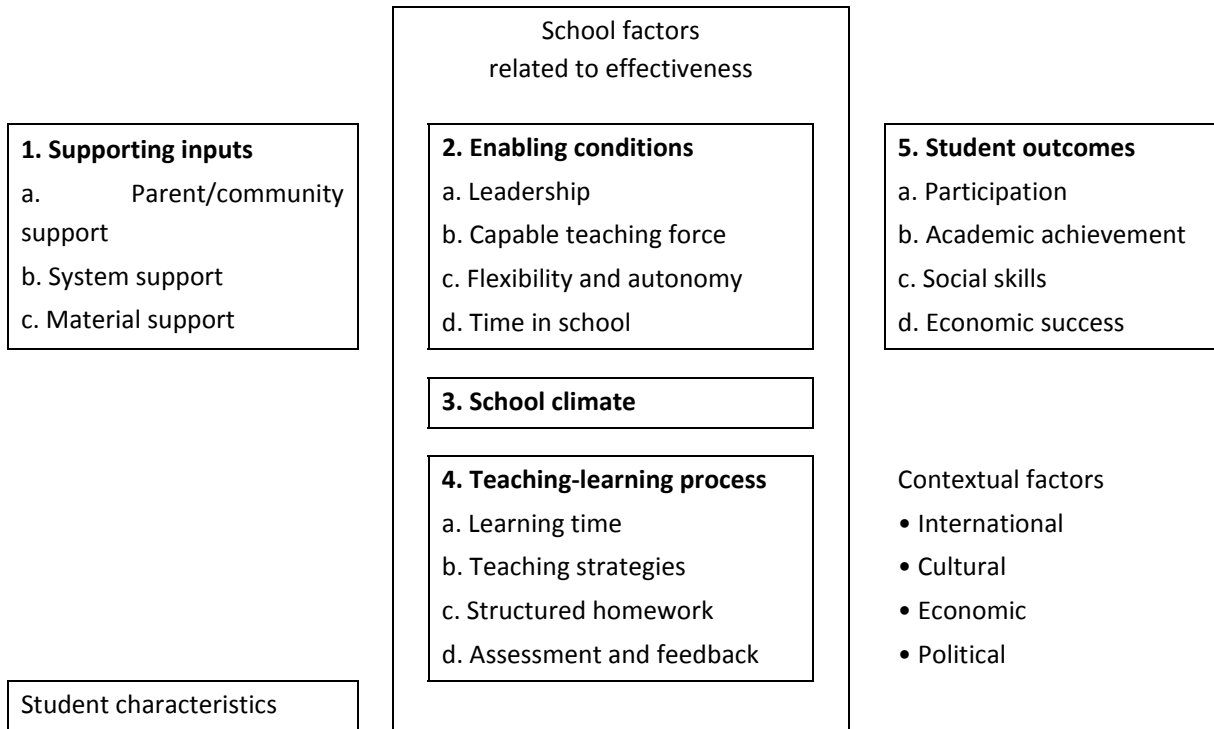
21. 0 summarises the Craig-Heneveld model of factors that determine school effectiveness. The quality indicators should capture the following dimensions of the model:

- 1a and 1c. Supporting inputs: Parent/community and material support

- 2. Enabling conditions
- 4. Teaching-learning process

22. System support (1b) is discussed further in Section 0. School climate (3) is very difficult to capture in quantitative terms and cannot therefore be measured through proxy indicators.

Factors that determine school effectiveness



23. Ideally, the quality standards should be determined at the Federal level but currently there is no formally adopted set of indicators. In their absence, three alternative sources are examined: the ESP documents from Kaduna, Kano and Kwara; the ESSPIN logframe; and the SESP logframe. The choice of ESP documents for primary focus is not least related to the fact that the ESSPIN logframe itself identifies “progress against ESP targets” as one of its output indicators.

Education Sector Plans

24. The key reference documents at the State level are the Education Sector Plans (ESP). Each ESP has a specific chapter dedicated to the monitoring arrangements. Based on these sections from the Kaduna, Kano and Kwara State ESP documents, the following table summarises the indicators relevant to primary and junior secondary education.

25. The first set of three columns captures the education level at which these indicators are monitored in at least one of the three States. The second set of three columns identifies the State in whose ESP document a particular indicator has been named. The final column positions the indicator in one of the three levels used in this document: (KPI) is a Key Performance Indicator; (Q) is a Quality Indicator; and (S) is a System Indicator. If it is a Quality Indicator, the last column locates it in the model of 0.
26. There are a larger number of indicators in Kano: the ESP covers achievement, infrastructure, integration of islamiyya schools and public finance. The indicators from Kwara focus more on a number of reforms that the State wants to bring in: pre-service and in-service teacher training, teacher deployment and enrolment of children with special needs. However, on the whole, the table shows that, even though there is no full correspondence, the indicators are very similar between the three States.

Indicators in the ESP documents of Kaduna, Kano and Kwara

Indicator	Pre- primary	Primary	Junior secondary	Kaduna	Kano	Kwara	Indicator level	School model
Equitable access								
Gross enrolment rate	X	X	X	X	X	X	KPI	
Gender parity index	X	X	X	X			KPI	
Share of private education	X	X	X	X	X	X	S	
Gross intake rate		X	X		X	X	KPI	
Net intake rate		X			X		KPI	
Completion rate		X	X		X		KPI	
Transition rate, primary to junior secondary					X		KPI	
Survival rate, primary and junior secondary				X		X	KPI	
Coefficient of efficiency, primary and junior secondary		X	X	X			KPI	
Enrolment of children with special needs						X	KPI	
Quality and efficiency								
Students passing primary leaving examination (previously CEE)		X			X		KPI	
Students achieving 5 credits at JSCE			X		X		KPI	
Qualified teachers		X	X		X		Q	2b
Qualified teachers who complete practical in-school training						X	Q	2b
Qualified teachers who complete in-service training						X	Q	2b
Female teachers		X	X			X	Q	2b
Student-teacher ratio	X	X	X	X	X		Q	4a
Student-teacher ratio, variance across LGEA		X	X			X	Q	4a
Student-classroom ratio	X	X	X	X		X	Q	1c
Student-core textbook ratio		X	X		X	X	Q	1c
School with double shift		X	X		X		Q	2d
Average instructional hours per year / per week		X	X		X		Q	2d
Health and sanitation								
Schools with basic health care provision		X	X		X		Q	1c
Schools with water supply		X	X		X		Q	1c

Schools with toilets		X			X		Q	1c
IQTE								
Students in integrated islamiyya, qur’anic and tsangaya schools		X	X		X		S	
Average core subject instructional hours in integrated schools					X		Q	2d
Resource mobilisation and utilisation								
Share of education in State budget (total, recurrent and capital)				X	X	X	S	
Non-personnel share of total education recurrent budget					X		S	
Basic education share of total education budget				X	X		S	
Share of education in LGEA budget					X		S	
Average teacher wage as multiple of GDP per capita					X		S	
Hours of teacher weekly teaching load					X		S	

27. The indicators that correspond to quality standards in service provision can be grouped into the following categories using the school effectiveness model:

- 1c. Material and infrastructure
- 2b. Teachers
- 2d. Time in school
- 4a. Learning time

28. Among the parameters of the school effectiveness model that are not covered above are:

- 1a. Parent/community support, such as the existence of a SBMC or a PTA
- 2a. Leadership, such as characteristics associated with the head teachers
- 2c. Flexibility and autonomy, such as the ability of schools to manage own resources
- 4b. Teaching strategies, such as the use of open questions in lessons
- 4c and 4d. Structured homework, assessment and feedback

ESSPIN logframe

29. The majority of the ESSPIN logframe indicators linked to the four outputs would be classified as system indicators. Among the exceptions are:

- Indicators 3.1 and 4.2, which refer to the availability and utilisation of resources in schools (which are complementary to many of the indicators identified in the ESP)
- Indicators 3.2 and 3.3, which refer to the grading assigned to teachers and head teachers as part of the inspection process

SESP logframe

30. The SESP logframe indicators linked to the first and second ‘intermediate outcomes’ would be classified as quality indicators. In addition, to those already identified in the ESP documents (such as student-classroom ratio and core textbook availability), the following indicators are to be considered:

- the number of target schools implementing approved School Development Plans
- the number of trained head teachers with school management and leadership skills

- the number of trained teachers who use curriculum guides and core subject textbooks effectively in the classroom
- the ratio of teachers to teacher guides and workbooks

2.3 System indicators

31. A large number of indicators, notably in the ESSPIN logframe, refer to the educational system, particularly on issues of administration and management processes. For example:

- Decision making process
 - whether States develop and implement ESP and ESOP documents
 - whether federal funds, such as from UBEC and the MDG Office, are fully absorbed
 - whether the NCE process is relying more on an evidence basis
- Organisational development process
 - whether duplication in institutional responsibility across tiers of government is avoided
 - whether the disarticulation of junior and senior secondary schools is proceeding
 - whether there is better regulation of private schools and a well-defined framework for public private partnerships
 - whether there is progress in integrating islamiyyah, qur'anic and tsangaya schools
- Performance management and monitoring process
 - whether the inspectorate service is integrated, the quality assurance framework is used, and teachers are evaluated against performance indicators
 - whether incentives are used to motivate good teacher performance
 - whether the NEMIS framework is used, the school census covers all schools and response rates are close to universal

32. The indicators that can capture aspects of these processes are the first in which change can be observed as a result of a technical assistance programme.

2.4 Synthesis of ESSPIN M&E framework indicators

33. 0 lists the indicators that will form the ESSPIN M&E framework. The framework:

- distinguishes between three levels of indicators: key performance indicators, quality indicators and system indicators
- highlights the link with the ESSPIN and SESP logframes
- shows the relationship with the EFA indicators
- lists the preferred sources of information for each indicator (these sources are discussed in detail in Chapter 0)
- discusses the expected frequency of these sources

34. All indicators are defined at the State level.
35. Most of the indicators have been already discussed in the previous three sections. Below, there is a brief discussion of new indicators that have not featured in the discussion so far.

Key performance indicators

36. An indicator that is added to those discussed in Section 0 is the distribution of enrolment by consumption quintile. Using the results of a household income and expenditure survey (such as the NLSS), households can be ranked according to the volume of their consumption and grouped into five equal sized groups (from the richest to the poorest). Just like enrolment for children with special needs, enrolment by quintile is a measure of equity in the system.

Quality indicators

37. The following school quality indicators have not featured in any of the documents so far:
- Effectiveness of the school's SBMC and PTA
 - Student and teacher absenteeism
 - Effectiveness of teaching process, including use of teacher guides, homework assignment and feedback from teachers to students

38. All indicators will require specific studies, as standard instruments would be inappropriate.

System indicators

39. The following education system indicators have not featured in any of the documents so far:
- Overlap of responsibilities across government tiers and agencies
 - Incidence of public-private partnerships
 - Overlap of responsibilities across education inspection authorities
 - Response rate to the school census
40. Except for the last one, all these indicators will require subjective assessments.

ESSPIN M&E framework indicators

		Pre-primary	Primary	Junior secondary	Breakdown	ESSPIN logframe	SESP framework	EFA	Source	Frequency
Key performance indicators										
1	Gross intake rate in Grade 1				By gender			3	School census, HH surveys	Annual
2	Net intake rate in Grade 1				By gender			4	HH surveys	Annual
3	Gross enrolment rate	X	X	X	By grade and gender	P1		1, 5	School census, HH surveys	Annual
4	Net enrolment rate	X	X	X	By grade and gender	G		6	HH surveys	Annual
5	Gender disparity index of enrolment		X	X	By grade	G			School census, HH surveys	Annual
6	Enrolment of children with special needs		X	X	By grade and gender	O4.1			School census	Annual
7	Enrolment of children by quintile		X	X	By grade and gender				HH surveys	Each 5 years
8	Survival rate to Grade 5				By gender	G		13	School census	Annual
9	Transition rate, primary to JSS				By gender		PDO		HH surveys	Annual
10	Completion rate		X	X	By gender	G, P2	PDO		School census	Annual
11	Repetition rate		X	X	By grade and gender			12	School census	Annual
12	Dropout rate		X	X	By grade and gender				School census	Annual
13	Coefficient of efficiency		X	X	By gender			14	School census	Annual
14	Share of students who master set of nationally defined learning competencies				By gender Grades 4, 6 and 8	P3		15	Learning outcomes survey	Each 3 years

		School model	Primary	Junior secondary	ESSPIN logframe	SESP framework	EFA	Source	Frequency
Quality indicators									
1	Indicator of effective SBMC	1a	X	X				Special study (...)	...
2	Indicator of effective PTA	1a	X	X				Special study (...)	...
3	Students per core textbook	1c	X	X	O3.1	2.2.1		School census, special study (...)	Annual
4	Teachers per teacher guide	1c	X	X	O3.1	2.2.2		School census, Special study (...)	Annual
5	Teachers per (other teaching material)	1c	X	X	O3.1	2.2.2		Special study (...)	...
6	Share of schools with basic health care provision	1c	X	X	O3.1			School census	Annual
7	Share of schools with potable water supply	1c	X	X	O3.1	2.3.1		School census	Annual
8	Share of schools with functional toilets	1c	X	X	O3.1	2.3.1		School census	Annual
9	Students per functional toilet	1c	X	X	O3.1			School census	Annual
10	Students per classroom	1c	X	X	O3.1	2.3.2	11	School census	Annual
11	Share of classrooms with functional blackboards	1c	X	X	O3.1			School census	Annual
12	Share of classrooms in good condition	1c	X	X	O3.1			School census	Annual
13	Share of classrooms where students are seated	1c	X	X	O3.1			School census	Annual
14	Indicator of head teachers who demonstrate enhanced school management skills	2a	X	X	O3.3	1.2		Special study, inspection reports	...
15	Share of teachers with (academic qualification)	2b	X	X			9	School census	Annual
16	Share of teachers with (professional qualification)	2b	X	X			10	School census	Annual
17	Share of teachers who complete (course of in-service training)	2b	X	X				School census	Annual
18	Students per teacher	2b	X	X				School census	Annual
19	Students per teacher, variance across LGEA	2b	X	X				School census	Annual

20	Students per qualified teacher	2b	X	X				School census	Annual
21	Student per qualified teacher, variance across LGEA	2b	X	X				School census	Annual
22	Share of schools with school development plans	2c	X	X		1.1		Administrative records	Annual
23	Average instructional hours per day / per year	2d	X	X				Special study	Each 3 years
24	Student absenteeism	2d	X	X				Special study	Each 3 years
25	Teacher absenteeism	2d	X	X				Special study	Each 3 years
26	Indicator of time spent on learning activity	4a	X					Special study (classroom observation), inspection reports	...
27	Average number of core subject instructional hours in integrated schools	4a	X					Special study (classroom observation), inspection reports	...
28	Share of teachers who use curriculum guides and core subject textbooks effectively in the classroom	4b	X			2.1		Special study (classroom observation), inspection reports	...
29	Indicator of homework assignment	4c	X					Special study (classroom observation), inspection reports	...
30	Indicator of feedback from teachers to students	4d	X					Special study (classroom observation), inspection reports	...

		ESSPIN logframe	SESP framework	EFA	Source	Frequency
System indicators						
Decision making progress						
1	States which develop ESOP	P4, O2.3			ESOP documents	Annual
2	Measure of variation between ESOP and budget	O1.5, O2.2			Public expenditure records	Annual
3	Measure of variation between budget and expenditure	O1.5, O2.2			Public expenditure records	Annual
4	Absorption of Federal funds: UBEC intervention fund, MDG Office Virtual Poverty Fund	O1.2			Public expenditure records	Annual
5	Number of commissioned targeted policy research papers approved by NCE process	O1.1			Administrative records	Annual
Organisational development						
6	Indicator of government overlapping responsibilities				...	...
7	Number of secondary schools disarticulated				Administrative records	Annual
8	Share of enrolled students in private schools, primary and junior secondary education				HH surveys	Annual
9	Indicator of public-private partnerships				...	...
10	Share of islamiyyah, qur'anic and tsangaya schools integrated				Administrative records	Annual
Performance management and monitoring						
11	Indicator of integration of inspectorate service				...	...
12	Indicator of use of quality assurance framework	O1.4			...	...
13	Indicator of evaluation of teachers against performance indicators	O2.5, O3.2			...	...
14	States which carry out school census	O1.4			School census	Annual
15	Share of schools responding to the school census				School census	Annual

2.5 Perception indicators

41. ESSPIN places great emphasis on public awareness and voice as a means to hold government accountable for service delivery. It therefore intends to establish a programme of public communication and advocacy to broaden the scope for accountability, monitor public opinion independently, and use the information to galvanise government action at all levels. Questions of interest are whether the population:
- is aware of educational sector reform
 - knows what standards of service to expect and what their rights and responsibilities in terms of access to resources are
 - feels that local authorities respond to demands for improved service
42. The indicators will be specified in the course of developing the appropriate instruments to gauge public opinion.

2.6 ESSPIN versus non-ESSPIN States

43. ESSPIN interventions mean that some States will receive assistance that should allow them to develop their education systems faster than the other States. To complete the discussion of the M&E framework, it is important to ask whether comparisons between the ‘treatment group’ and a ‘control group’ are possible and what use can be made of them.
44. In principle, the federal structure of Nigeria – and the fact that States are responsible for the provision of basic education services – provides a good opportunity. However, attention needs to be exercised in the following aspects:
- No attempt can be made to rigorously ascribe any progress to ESSPIN.
 - On the one hand, the design of the SLP itself means that certain States have been purposefully selected for their ability to generate reform and are therefore expected to do better than their counterparts.
 - On the other hand, several of the non-SLP States also receive assistance from other sources. For example, the Girls Education Project will continue in some States. Therefore, any comparison cannot be used to argue that changes observed are due to ESSPIN. Further, three SLP States receive in fact assistance from SESP.
 - More importantly, as the ESSPIN logframe shows, the mechanisms through which ESSPIN is expected to have an impact on education sector results are tacit and there cannot be an easy attribution of results to inputs.
 - Any comparisons between States should only be used to offer a simple yardstick to assess progress. Comparisons will be possible for some indicators that can be measured in the non-SLP States (e.g. enrolment measures based on national household surveys) but will not be possible for all Key Performance or Quality Indicators, which depend on sources that will either not be available at all in non-SLP States or their quality might be below the minimum standard.

3. Supply of information

45. The previous chapter introduced the list of indicators that ESSPIN will follow jointly with the governments at the Federal and State level. The respective tables provide a rough outline of the information sources. These are examined in detail in this chapter. Section 0 examines the administrative sources. The focus is on the school census, as data on most of the indicators will depend on its regular implementation, although the coverage is brief as separate documents discuss the ESSPIN approach to supporting EMIS in detail. Section 0 summarises the main anticipated surveys over the forthcoming six years both those to be implemented by third parties and those to be supported by ESSPIN. Finally, Section 0 briefly introduces the anticipated special, one-off studies that will need to be carried out to assess some other measures of interest that the other two types of sources cannot address.

3.1 Administrative sources

School census

46. The EMIS in Nigeria took its current form in 2004 and has been formalised into a policy document that was approved by the Joint Consultative Committee on Education in 2007. The system is based on a single software system (NEMIS) for the whole of Nigeria, which stores and manages the data of the annual school census, and a uniform institutional setup, which is steered by a national EMIS committee. The system will be decentralised as of 2009, with the States being held fully responsible for the implementation of the school census.

47. To date, a number of serious problems in the school census process result in:

- non-universal coverage of schools: an unknown number of private and religious schools are not included in the school list and are not invited to take part in the school census
- low response rates: only 70% of schools in the school list that receive a form actually return the form to the education authorities

48. A manifestation of the problems is the fact that no school census took place during the school year 2007-2008. The last year for which data have been published is the school year 2004-2005. Data were collected for school year 2005-2006 but have not yet been made available. At the same time, there have been parallel data collection activities

49. **Implications for ESSPIN:** The main problem that explains why the system is not functioning is the low level of demand for the information of the school census, which itself is a result of the limited use of evidence for planning by authorities across levels of government. This section deals with the steps considered by ESSPIN at the State level to improve the school census process. Section 0 in the following chapter deals with the steps considered by ESSPIN to increase the use of evidence by planners.

50. At the Federal level: support the decentralisation of school census

51. A significant part of support provided by development partners to the administrative data systems has concentrated on the authorities at the federal level and in the PPM&R in particular. In the context of the decentralisation policy and in line with the emphasis on specific States, the attention of ESSPIN will shift in relative terms to the respective States. However, given the pivotal coordination role of PPM&R as chair of the national EMIS committee, a core set of activities will continue to be provided to PPM&R with the objective to facilitate the implementation of the decentralisation policy and ensure its sustainability.

52. The objectives of the ESSPIN approach towards PPM&R are the following:

- First, address the absence of formal guidelines on the necessary steps (management, finance, logistical etc) that States need to take to ensure the timely completion of the school census process and a good quality output. The guidelines would include standards, procedures and a time schedule for each part of the annual cycle (training, printing and distribution of forms, data collection, quality control, data entry, distribution and reporting) across each level of government involved. ESSPIN will support PPM&R:
 - to prepare these guidelines, which elaborate on the national EMIS policy, at the earliest opportunity
 - to advise States on the subsequent implementation of these guidelines
 - to organise an annual forum on lessons learned and best practice from the implementation of decentralisation
 - to develop a feasible plan of engagement and support to States from 2010 onwards based on assessments of their readiness
- Second, ensure that Federal authorities guide States to take measures that will maximise coverage. School lists need to be updated to include all operating private non-registered schools. Such measures could be included in the above mentioned guidelines and could make use of previous support provided by CUBE and UBEP/SESP in the preparation of school lists (see for example the report 'Introduction to school lists and NEMIS', April 2006). ESSPIN will support PPM&R to help make the process of updating school lists systematic across States.
- Third, ensure that Federal authorities guide States to take measures that will maximise response. All schools that receive the school census form should return it. Such measures could be included in the above mentioned guidelines. One perceived obstacle to high and good quality responses is the cumbersome school census form, which includes a large number of questions that are not relevant for policy and confuse head teachers. ESSPIN will assist PPM&R:
 - to consider further simplifications of the school census form
 - address technical issues related to the adjustment of the NEMIS software and its flexibility, if a decision is taken to simplify the school census form
- Fourth, integrate data management. ESSPIN will help PPM&R to:

- incorporate other sources, notably household surveys, in reporting on national-level indicators and reconcile any discrepancies across sources
- play an active role in the development of survey questionnaires commissioned by third parties (domestic or international)

53. Depending on the success of measures to help States improve the quality of their output, PPM&R should focus on the dissemination of school census data from 2011 onwards. While such activities are the most important for an organisation with the role of PPM&R, currently they are not essential, as the States have failed to organise the school census during the previous school year and risk failing again during this school year. ESSPIN will refrain from supporting to PPM&R on technical aspects so long these improvements are not matched by substantive developments at the State level.

54. **At the State level - support institutions to implement decentralised school census:** States will need assistance to take over the responsibility of the school census process and ESSPIN will concentrate its assistance to mobilise and support the State institutional architecture:

- ESSPIN will sponsor at the earliest opportunity a State-wide workshop to review the status of data collection processes, notably the school census, and initiate or resume the dialogue between State institutions. The findings and the identified weaknesses will inform the preparation of the guidelines at the Federal level, which will then be fed back to all States.
- State EMIS Committees, where they have been established, have not been able to rationalise data collection efforts. Parallel data collection activities have continued (for example, an abortive census sponsored by UBEC in 2007). Parallel EMIS units in SMOE and SUBEB satisfy provisional interests but are not beneficial in the long run. ESSPIN will support State EMIS Committees to hold regular quarterly meetings with clear agendas that will address and resolve the following issues:
 - Integrated data management, focusing on an annual single school census and complementary use of survey data where applicable
 - Cooperation among EMIS units with a view to creating a single EMIS unit for each State to use scarce resources more efficiently
 - Establishment of a single and comprehensive school list (particularly private and IQT schools) with regular updating mechanisms
 - Strong leadership of the school census process with pooling of financial resources (between SMOE and SUBEB) and accountability mechanisms
 - Promotion of appropriate technology to ensure sustainability at the State level and reduce or eliminate dependence on Federal authorities for technical support
- A new function that State EMIS Committees should take is the introduction of simple third-party validation mechanisms to evaluate the quality of school census data and to monitor the impact of process improvements. Analysis of these data (for example, enrolment figures in Kwara) has shown a high level of discrepancies from what are likely to be the true values. There are no incentives in the system for head teachers to provide biased responses. Errors may result from poor record keeping and inadequate training. A

regular survey on a limited sample of schools, which can be commissioned from the private sector, will serve to boost confidence. The results of validation surveys may be complemented by other external sources of information, such as the planned public expenditure tracking surveys, which can also play a validation role.

55. At the State level - improve quality of school census data collection and management:

ESSPIN will support States to implement the school census guidelines and manage each link in the annual school census preparation cycle:

- Ensure proper design of the census, including sufficient allocation in the State’s budget based on reasonable assumption about logistics
- Support training of head teachers and local school supervisors to complete the school census form [implement and scale up SESP training plan (?) to apply across Kaduna, Kano and Kwara (and not only the targeted LGEA) – and the other ESSPIN States]
- Comply with measures included in the guidelines aimed at improving school coverage:
 - the guidelines will integrate the maintenance of the school list to school registration processes and will include systematic steps to reach non-registered schools
 - prior attempts to map schools in SESP States (Kaduna, Kano and Kwara) might need to be completed or even extended to the other ESSPIN States; however, for any ESSPIN support in this direction, SESP States will need to demonstrate the use they propose to make of such information-intensive approaches for planning purposes before ESSPIN decides to commit resources to assist the process

[I am unclear on many aspects of the mapping exercise: whether there was one mapping exercise or more; whether they were all related to SESP or not; whether they covered only the three K States or all States; whether they collected just the school reference or more information on the schools; when it took place; what the current status of these processes is etc.]

- Follow up on measures included in the guidelines aimed at increasing school census response rates:
 - Review the use of school registers and begin a programme to strengthen their use, which could involve if necessary the re-design, printing and distribution of a limited set of standard registers, using the lessons of the review and recent experience (for example, LEAP)
 - Consider alternative data collection mechanisms based on the experience of Jigawa where National Youth Service Corps volunteers were used to collect forms instead of relying on head teachers and local authorities
 - Consider an explicit communication campaign for school census day that could raise the profile of the exercise and increase the pressure on schools to comply
- Strengthen quality control structures in the field with a team of well trained supervisors who ideally will join from the LGEA ranks; introduce simple consistency checks to make it easier for supervisors to spot mistakes and contact schools for clarifications before it is too late

- Select the most efficient data entry procedures (at the LGEA level or at the State capital), which will ensure the best outcome in terms of minimising both the time needed to produce results and the data entry errors; with respect to the latter, introduce a customised data entry programme with automatic checks
- Manage datasets to eliminate the possibility that data get lost and to increase their accessibility, without getting

56. All these support measures will be available on an ongoing basis. However, the initial point of engagement and the entry point for support for ESSPIN will depend entirely on the level of commitment displayed by individual States and need not be uniform across States. The objective is to have: a consolidated school list with an inbuilt institutional mechanism of updating; universal response rates; timely completion of the process to ensure that data are available for analysis before the end of the ongoing school year (June) so that they can be fed into the planning process (September-October) for the next financial year. One of the aims of the Federal-level guidelines will be to shift the census day earlier in the year (from February to December at the latest).

57. *[This section will specify the volume of technical support to be provided:*

- At the Federal level: national or international, number of months
- In each State: national/international, part-time/full-time, covering one/several States
- Role of State Team fifth member (specialised in M&E issues?) and State Team Leader]

58. **At the State level - improve decentralised school census reporting and feedback:** ESSPIN will support States to report the results of the census in formats that are accessible to the full range of stakeholders.

- At the level of communities and the school, the emphasis will be on the preparation and dissemination of the school report card (0). The format was prepared as part of CUBE but, as data were never fed into it, the card was never distributed to schools. The idea is that the school report card, which shows how a school is doing by comparison to the LGEA and State average on certain key issues, can be used as a lever of pressure for communities to demand better services from underperforming schools. However, the assumption will need to be tested in practice and alternative supporting measures might be needed to enable the card to play this role.
- At the LGEA level, [...] Attention will be placed on encouraging local authorities to point out inconsistencies in the school census data, especially by crosschecking with other administrative sources of data at their disposal.
- At the SMOE and SUBEB level, ESSPIN will support the analysis of the data for the preparation of reports with different target audiences in mind (e.g. thematic reports). However, the main emphasis will be in bringing together the different pieces of analysis, not only from the school census but also from other sources, to assist the preparation of

an annual State education performance report, as the evidence base that will lead the discussions of the anticipated annual State education sector review.

59. The proposed ESSPIN activities in the area of building capacity to use the school census (and other) data are outlined in Section 0.

Inspectorate reports

60. Monitoring progress in teaching learning processes inside the classroom can be tackled in two different ways. As in the case of the CUBE/SESP baseline study, a survey of a random sample of schools may include a classroom observation component which can be used to establish the practices used by teachers. However, this method, despite its methodological advantages, is not sustainable as it depends on the availability of funding.
61. Instead, it is desirable to use existing administrative reporting processes within the Nigerian quality assurance system. Both external reporting (based on accredited evaluators) and internal reporting (based on school self-evaluation) can be used to observe trends over time in some of the ESSPIN System Indicators.
62. **Implications for ESSPIN:** *[Advice is needed in the course of the inception period from the ESSPIN adviser on inspections and standards on the feasibility of using inspectorate reports for monitoring.]*

Public expenditure records

63. ESSPIN attaches primary attention to the effective and efficient use of resources. Therefore, measuring the resources that are available and the amounts actually spent is a precondition if progress in the implementation of ESSPIN is to be evaluated. However, the starting point is very weak. As the 2007 State Education Public Expenditure Review indicated, budget and expenditure data are only partially available in terms of the level of disaggregation, coverage and level of government across States.
64. **Implications for ESSPIN:** As the SLP will need to grapple with this general problem, any ESSPIN actions will be coordinated with the other programmes but particularly with SPARC.
- [This sub-section will specify a number of areas to which ESSPIN will pay particular attention and the steps to be taken to ensure that these data become routinely available not only to the ESSPIN team but primarily to the general public. Advice is needed in the course of the inception period from the ESSPIN adviser on public financial management and the SPARC team counterparts].*

3.2 Survey sources

Household surveys

65. The school census is the main but not the only source of information on basic education. Valuable complementary information is provided by a series of sample surveys, which focus on the household and its members (rather than the school) as a unit of measurement. These

surveys offer alternative estimates for some core education sector indicators. Some of these estimates may be more accurate than those provided by the school census, as parents and guardians can be a more reliable source of information compared to head teachers on some issues, such as the age of the children. In some cases, household surveys may provide estimates for a series of indicators that the school census cannot measure. For example, they may be better able to capture enrolment rates, as they do not suffer from the problem of incomplete school lists.

66. This section summarises the most informative surveys that have taken place in recent years and presents current plans to repeat some of these surveys in the coming years. The following table introduces the main characteristics of the four principal recent surveys.

Survey	Year	Focus	Sample size (households)	Representative at the level of:
DHS/EdData	2004	Education	4268	Geopolitical zone
Nigeria Living Standards Survey	2003-04	Poverty	21900	State
Core Welfare Indicators Questionnaire	2006	Social sectors	77400	State
Multiple Indicator Cluster Survey	2007	Social sectors	?	State

2004 EdData

67. The 2004 EdData survey was linked to the 2003 Nigeria Demographic and Health Survey (DHS). There were two principal instruments:

- The parent questionnaire collected background information on parents, general information related to the school attended by their children, and their views on the quality of the particular school as well as on schooling in general.
- The child questionnaire collected information from parents of children aged 4-16 years on their schooling status during the current and previous school year, reasons for either absenteeism or dropout, and expenditures on schooling. Children aged 4-9 years had their height and weight measured and children aged 4-12 were given a rudimentary literacy and numeracy question.

68. EdData remains the only nationally representative survey whose primary focus is education. It is capable of answering questions not only on current schooling status but also on student flows, as it includes questions on the previous year's schooling status. It also combines basic education with health data on children. It is possible to develop a ranking of households by socioeconomic status but this is based on proxy indicators (part of the DHS) and not on a systematic measurement of consumptions.

69. DFID and USAID will co-finance the 2009 EdData survey, which is scheduled to take place during the last quarter of 2009. ESSPIN will support its preparation and implementation and will cooperate with RTI, the contracted company, in questionnaire design to ensure that a broader range of indicators of interest can be measured. This activity will need to be completed in the first quarter of 2009.

2004 Nigeria Living Standards Survey (NLSS)

70. The FBS conducts the NLSS on a nationally representative sample of households every five years. The instrument collects information on food and non-food consumption in order to calculate a consumption-based estimate of poverty. In addition, it collects a wide range of individual socioeconomic characteristics, including a short module on education. It is therefore the only survey that can provide a rigorous estimate of enrolment by consumption quintile, an equity key performance indicator.
71. The 2007 State Education Public Expenditure Review (Box 1.2) showed that key estimates of the 2004 NLSS were inconsistent with those of the 2004 EdData, raising doubts about the validity of the 2004 NLSS. In particular:
- the 2004 NLSS primary enrolment rates were about 15 percentage points lower than those of the 2004 EdData.
 - the 2004 NLSS indicated no gender differences in primary enrolments in the North East and North West regions, while EdData estimated that female enrolment was about 10-15 percentage points lower.
72. It is believed that the cooperation between FBS and federal or other education authorities in the preparation of the NLSS questionnaire is low. The structure of the education module was not straightforward in 2004 and might have contributed to confusion but is unlikely to be responsible for the problems mentioned above.
73. The next NLSS survey will begin in late 2008 and will cover the period 2008-2009. The questionnaire maintains the same focus but its structure is considerably improved. It is better suited to capture enrolment in Islamic schools although it is not clear whether it will be able to distinguish between students who only attend Islamic schools and students who may be attending both an Islamic and a secular school.

2006 Core Welfare Indicator Questionnaire (CWIQ)

74. The CWIQ surveys collect a very limited set of socioeconomic data but they have the advantage of drawing very large sample sizes (which mean that the survey is representative at the State level) and of entering data rapidly and efficiently. In the education and health modules of the 2006 Nigeria survey, there are four questions of practical interest: enrolment status, type of school (whether public or other), distance from school and disability. It is

possible to develop a ranking of households by socioeconomic status but this is based on proxy indicators and not on a systematic measurement of consumption.

75. The enrolment data of the 2006 CWIQ were generally consistent with those of the 2004 EdData.

76. Find out whether there are plans for other CWIQ surveys in coming years.

2007 UNICEF Multiple Indicator Cluster Survey (MICS)

77. Since 1995, the MICS household survey programme, which was developed by UNICEF, has been assisting countries to fill data gaps on the situation of children and women. The current round of MICS, under which the Nigeria survey was undertaken in 2007, focuses among others on MDG monitoring and it is therefore expected that it will be followed by other rounds coming closer to 2015. The MICS tend to have large sample sizes and be representative at lower administrative levels.

78. The survey consists of 3 questionnaires (household, women aged 15-49 years and children under the age of 5). The household questionnaire contains a concise and well formulated questionnaire on enrolment during the current and preceding school year. It is possible to develop a ranking of households by socioeconomic status but this is based on proxy indicators and not on a systematic measurement of consumption.

[More information will be added when the questionnaire becomes available. It is expected that if the survey has been successfully implemented, the MICS will be the main source of information to feature in the baseline for those indicators that rely on a household survey, as the results of the 2009 EdData and NLSS will only be available in 2010].

79. **Implications for ESSPIN:** There are a good number of recent and anticipated household survey sources in Nigeria. They all appear well resourced to generate reliable information. ESSPIN will monitor them closely and will take the following steps:

80. Participate in the preparation of the 2009 EdData questionnaires to ensure that the survey can be used to monitor with precision the largest possible number of indicators. The ESSPIN team will work with the federal authorities to maximise their involvement in the survey and their appreciation of the results.

81. Present the implications of household survey results to the Federal and State education authorities and engage them to take active part in the preparation of the questionnaires of future surveys.

Student surveys: learning achievement

82. There is currently no national system to monitor learning achievement over time in Nigeria.

83. Nigeria took part in two rounds (1996 and 2003) of the 'Monitoring learning achievements' (MLA) project, which was sponsored by UNICEF and UNESCO. The mandate of the MLA

project was to define ‘acceptable levels of learning acquisition’ and to introduce learning achievement assessment systems. There was emphasis on assisting countries to build and strengthen their capacities and to develop their own specific monitoring systems.

84. In 1996, students of Grade 4 were tested in numeracy and literacy drawn from a sample of 960 schools across all States. In 2003, students of Grade 4, Grade 6 and Grade 8 (in junior secondary school) were tested in numeracy and literacy drawn from a sample of 1036 schools across all States (28 schools per State and 30 students per school). Tests were curriculum referenced and based on the national primary school curriculum with questions designed to test the associated competencies, although the intention of the MLA project was to “not only consider the curriculum items of a norm-reference type”.
85. Results from both rounds have been poor, in the sense that average scores were well below 50%. Regarding the inferences that can be drawn from this finding:
- With respect to comparability across countries ... [There has been a tendency to emphasise that Nigeria compared poorly to other African countries. It is still not clear whether this comparison is valid. According to the UNESCO-UNICEF ‘Final report’ of the 1995 international conference on the MLA project, “its main perspective was not international comparability” (p.43) and the project adopted a country-specific approach in an attempt to promote national capacity building. However, according to other publications, “common tests were used in all countries.” (e.g. Chapter 11 in the volume ‘The challenge of learning’ from the 2003 ADEA conference, p.279). The same reference goes on to say that while MLA was designed as national assessment, results have been reported in a way that permits international comparisons. “However, to allow valid comparisons, instruments, target populations, sampling, and analyses would have to be identical in all countries. It is not clear that this always was the case” (p.281). The director of the MLA project, in his paper presented in the 2003 ADEA conference, did not include Nigeria in his list of comparable countries, which satisfied the ‘mastery learning’ approach. Further expert advice would be needed to clarify this point.]
 - *With respect to comparability over time* ... [Apparently the results are not comparable over time, although the rank in terms of average score for each State could be used for some conclusions about relative progress. To discuss this aspect in more detail, it is necessary to access the 2003 study report, which describes processes of item generation.]
 - Valid comparisons were those between States, between boys and girls (whereby near gender parity was observed) and between types of schools (whereby private schools performed significantly better).
86. In addition to the MLA project, UBEC also carried out national assessments in 2001 and 2003. These were criterion referenced tests based on primary school curriculum items from four

core subjects (English, mathematics, science and social studies). Tests were administered at Grades 4, 5, and 6. They also (*...Incomplete statement*)

87. **Implications for ESSPIN:** ESSPIN believes that Nigeria needs to establish the foundations for a sustainable programme to monitor learning achievement. The purpose of the programme will be to assess progress over time in the ability of students to master basic learning competencies. As with the MLA project, the programme should be based on a sample survey of schools, which would be representative at the State level. Given the need for comparability across States, the programme should be coordinated at the Federal level.

88. The following steps need to be taken:

- Discuss at the earliest opportunity with the Federal authorities their intention to support a learning assessment programme. Talks about establishing such a programme were ongoing in 2007 at FMOE but no firm decisions appear to have been made. Any new discussions need to acknowledge the interest previously shown and take over from the point where they stopped.
- Agree on the institutional setup that would take this programme forward. The contact institution for the MLA project was PPM&R but as mentioned above UBEC carried out its own set of surveys.
- Examine whether the work of the MLA project could be taken forward in terms of trying to use its methods to establish long-term trends.
- Assess the scope: when the programme should begin, how frequently students will be monitored, which grades will be included, which subjects will be tested, whether instruments should be in English only or also in other languages etc.
- Consider whether ESSPIN can provide additional support apart from technical assistance in helping to set up the programme, such as covering the costs of surveying a larger number of schools in the ESSPIN States, financing specific modules that are more resource intensive (such as reading tests) or advising on the dissemination and communication of results.

89. As per the technical proposal, this area of work will be taken forward by a technical expert on learning assessment.

Summary on household surveys and student surveys

90. Summarising the discussion of Chapter 0 so far, 0 shows that surveys which have households (sub-section **Error! Reference source not found.**) and students (sub-section 0) as units of measurement will cover all key performance indicators.

Coverage of key performance indicators by type of survey

Survey	KPI 1-2	KPI 3-5	KPI 6	KPI 7	KPI 8-10	KPI 11-13	KPI 14
EdData	X	X			X	X	
Nigeria Living Standards Survey	X	X		X	X	X	
Core Welfare Indicators Questionnaire	X	X	X	...			
Multiple Indicator Cluster Survey	X	X	...	...	X	X	
Learning achievement survey							X

The symbol (...) is used to indicate that the relevant indicator(s) can be measured partly.

91. The table above shows that different household surveys have been spread over time and have been providing new evidence on a regular basis. Although it cannot be foreseen with accuracy what new surveys will take place from 2010 onwards, it can be safely assumed that a sufficient number of core surveys will continue as we move closer to 2015 and the need to report on MDG achievement will grow. The risk of the current stream of surveys drying out is therefore small and there is no need for ESSPIN to plan any specific survey.

Timeline of completed and anticipated household and student surveys

	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
EdData		X					X					
Nigeria Living Standards Survey		X					X					
Core Welfare Indicators Questionnaire				X								
Multiple Indicator Cluster Survey					X							
Monitoring learning achievement survey	X						?		?		?	

The symbol (?) is used to indicate that the relevant date(s) are merely indicative.

School surveys

92. Surveys which have the school facility as a unit of measurement are better suited to provide information on quality indicators. They are presented below drawing an analogy with the administrative sources of information that were described in Section 0:

- A simple example of a school facility survey is the validation surveys of the annual school census, which were proposed in sub-section 0. These surveys add value because survey teams pay unannounced visits in order to verify the truthfulness of the data provided by head teachers, notably on issues such as classrooms and teachers, but cannot go into too much detail.

- Another example of a facility survey focuses on classrooms, teachers and the teaching process. Through observation of lesson management or school management conclusions can be drawn about the areas where school staff needs support. Such information can complement the inspection reports, which were mentioned in sub-section 0. The possibility for a one-off survey of this type (such as the 2007 CUBE/SESP baseline survey) is examined in Section 0.
- A more complex example of a facility survey, which is addressed in this section, focuses on public expenditure records, which were discussed in sub-section 0, and more generally the issue of resource availability, utilisation and effectiveness: do public resources reach the service providers and how effectively do they deliver key social services? These surveys are known as public expenditure tracking surveys (PETS) and quantitative service delivery surveys (QSDS):
 - PETS try to answer the question: do public resources reach schools as intended? They track the flow and management of public money and other inputs from the top, through various levels of government, to their final destination: schools and students. They compare what had been allotted or recorded as spent by government with what was reported as received or spent by the recipient student, school or office. Their complexity depends on the range of questions for which an answer is sought.
 - QSDS try to answer the question: what are the quantity and quality of services that these resources are able to deliver? As with PETS, their complexity depends on the scope of the questions and the definition of education quality. At the simplest level, QSDS play the role of an in-depth validation survey of the school census by confirming whether some resources are available. In addition to the issues that validation surveys routinely check, QSDS can also touch upon issues that require more complex survey design, such as student absenteeism, teacher lateness and absenteeism, school opening hours and additional information needed to estimate resources. At a more advanced level, QSDS can assess the factors behind the quality of service delivery, including public and private resources, human resources and the operation of management systems. Quality is frequently defined in terms of learning outcomes. In that sense, QSDS need to be combined with the results of a learning assessment survey to give an idea of what are the 'returns' to different types and levels of inputs across schools.

93. The possibility of a rigorous expenditure tracking survey depends on the availability of good public expenditure records. "However, a PETS can be used only minimally in Nigeria for the same reason that attempts to conduct a reliable education public expenditure review have foundered. ... Nigeria's funding flows are convoluted and variable between and within states. In addition, to measure discrepancies between intent and actuality, there have to be policies that specify how much should be allocated for some input to a beneficiary, whether student, school, household, or clinic. For many inputs – e.g., school maintenance, students' textbooks, textbooks and subject matter teaching guides for teachers, in-service training – it is not clear how much, if anything, is supposed to be allocated per school, student, or teacher" [Berryman and Gueorguieva (2007)]. As a result, there have not been any PETS in Nigeria so far despite the fact that there are serious concerns about leakage, which even prompted the

Federal government to establish the Community Accountability and Transparency Initiative (CATI).

94. In contrast, the design of QSDS faces relatively fewer challenges. The World Bank conducted a QSDS survey in 2007 in Enugu and Kaduna, which covered 240 primary schools. There were three main conclusions. First, no input standards were in place, in other words it was not clear what each school should receive, especially in terms of facilities. Second, there was evidence of inefficient use of resources, such as variations in student-teacher ratios between local authorities indicating a lack of enforcement of staffing norms. Third, basic preconditions for accountability were not in place: accurate records, clear financing flows, and unambiguous powers to make decisions. According to the final report, “head teachers and LGEA directors have no shared understanding about who has the power to make and is therefore accountable for key decisions for primary education. ... No agreement about who is responsible equates to no accountability for actions” (p.12).
95. **Implications for ESSPIN:** In the case of PETS, irrespective of the serious problems that have dogged previous attempts at tracking resources, by virtue of its logframe ESSPIN is expected to raise issues of effectiveness and efficiency. In addition, communities served by schools and the general public demand and deserve more information and transparency regarding the use of resources. ESSPIN will move in two directions:
- First, with the support of the expert(s) on public financial management and with reference to the State Education Public Expenditure Review, a small number of financing mechanisms of interest, at the Federal or the State level, will be mapped. On the basis of that information and following discussion with and approval of the Federal or State government, small-scale PETS will be designed to track these particular resource flows.
 - Second, in cooperation with SPARC, which will lead efforts for transparency in the budget process, there will be emphasis on improving the budget and expenditure documentation in the education sector. Once concrete progress has been achieved and the knowledge of the ESSPIN team on public financial systems has grown, large-scale PETS across States, which will cover the majority of financial flows in the education system, will be considered. However, preparations for such a survey would begin in 2011 at the earliest.
96. In the case of QSDS, given the recent survey of the World Bank, there is no immediate rationale for ESSPIN to carry out a new survey of this kind. Instead, it is proposed that a smaller scale alternative is considered. ESSPIN could consider the option of funding the design and implementation of additional modules to the school census validation survey. For example, an additional module could focus on school contact hours.

3.3 Special studies

97. The information sources, which were addressed in Sections 0 and 0, are regular components of an education M&E framework that the Federal and State governments would be expected to sustain:

- Administrative records (school census, inspection, public expenditure) are a standard feature of the education system and ESSPIN will work to improve their quality and relevance (Section 0).
- A household survey that can give an indication of equity in access is a necessary part of education management and the national education authorities need to incorporate such evidence in their planning (Sub-section **Error! Reference source not found.**).
- It is essential that the in the case of introducing a regular system of assessing learning achievement and (Sub-section 0)
- School facility surveys are relevant in the context of Nigeria because currently the reliability of administrative records is weak; therefore short- to medium-term alternatives are needed to get the full picture of what works in the system (Sub-section 0).

98. In addition to these sources, targeted studies will be required for specific aspects of the M&E framework. A feature that is common for all sources of information discussed in this section is that the Federal and State governments would not be expected to sustain them. While the overall approach of the ESSPIN M&E framework is to fully complement what are (or should be) regular government M&E activities, the sources discussed in this section would be used to report on progress in ESSPIN logframe-specific issues.

Opinion surveys

99. As mentioned in Section 0, the use of information on public perceptions to push for reform in the education sector is a key mechanism underlying the ESSPIN approach. A specific set of instruments will be developed to measure the status and trends in public awareness and opinions. Both are challenging operations in a country characterised by relatively low levels of literacy, substantial levels of exclusion, remoteness, and low exposure to the media and polling techniques:

- In the case of measuring “awareness levels with respect to educational sector reform” among the population, “what standards of service to expect and what their rights, responsibilities and access to resources are”, the assumption is that ESSPIN States engage in reform with clear messages that is communicated across a variety of media.
 - In Kwara, such measures have been taken already and therefore the State could be used as a basis to pilot questions on the success of communications.
 - In other States, clear policies are only now emerging in the form of Education Sector Plans. These will first need to be reduced to a limited set of clear messages (in the form of standards and norms that every school should satisfy and targets that the

State will try to achieve) and then actively communicated through campaigns led by the corresponding Communication Committees with support from ESSPIN. It is only after these steps have been completed that the diffusion of these messages can be measured. It will therefore probably take a considerable amount of time before these activities can begin.

- In the case of measuring user satisfaction, it should be noted that the 2006 CWIQ survey included questions on attitudes, for example whether the children “have any problems with the school” or whether the parent would “like (the school) improved in this community”. It is likely that once the issue of sampling respondents is addressed, extensive piloting will also be needed to identify the questions that can give meaningful information for politicians and policy makers. It is also likely that the first round of opinion surveying might not produce clear results (or might be dismissed by the intended recipients of these messages); there will be clear value in repeating the same questions over a period of time to establish trends (and therefore show that the results cannot be dismissed). The challenge of communicating the results of such opinion surveys
- ESSPIN may be unable to strive for representativeness in measuring public opinion given the circumstances. Instead, it can purposefully solicit views of people who can influence decision makers, for example LGEA directors or other local government officials, teachers (both independently and other professional bodies) and others.

[This sub-section is only an introduction. The topic will be further covered either in a separate document by the communications team or the paragraphs above will be expanded to explain further the approach based on specific input to be provided by the communications team.]

Other studies

100. A limited number of other special studies will also be necessary to address further areas of the ESSPIN M&E framework for which regular sources of information are unlikely to be suitable. A number of examples that are currently under consideration are listed below.

Teacher knowledge surveys

101. In 2008, a survey of teacher knowledge took place in Kwara following an initiative of the State government in agreement with the teacher union and with support from CUBE. The results of the survey were expected to guide reforms in teacher recruitment, deployment and training. [A summary of findings will feature here. Depending on whether the results have been well received, whether the experience is judged successful and whether the conditions in other States are conducive, ESSPIN could consider repeating this type of survey in other ESSPIN States.]

SBMC, PTA and school development plans

102. Although they are important components of the ESSPIN approach to education development, quality indicators on community involvement (factor 1a in the Craig-Heneveld model) and on school leadership and management skills (factor 2a in the Craig-Heneveld model) are very

hard to measure. [A discussion with the community and social development lead specialists is needed to agree whether such a study should feature and, if not, how progress in these two aspects should be monitored.]

Teaching-learning process

103. In the same way, what happens in the classroom cannot be measured with standard sources. Inspection reports might need to be complemented through a specific study based on a classroom observation instrument that will focus on issues, such as time spent on learning activity, effective use of curriculum guides and core subject textbooks by teachers, homework assignment and feedback from teachers to students (factor 4 in the Craig-Heneveld model). [A discussion with the school quality lead specialist is needed to agree whether such a study should feature and, if not, how progress in these aspects should be monitored.]

Integrated schools

104. The integration of islamiyya with secular schools is a process that the ESSPIN framework tries to capture through both a quality indicator (teaching-learning process) and a system indicator (organisational development). *[A discussion with the IQTE lead specialist is needed to agree whether such a study should feature and, if not, how progress in these aspects should be monitored.]*

[The list is indicative: the general approach is that the number of special studies should be very limited and only if they are necessary to approach a quality or a system indicator that cannot be otherwise measured.]

4. Demand for information

105. The three previous chapters have stressed that the ESSPIN approach to M&E will be to strengthen what are (or should be) standard M&E operations of the government. This is done in order to help strengthen capacities and tackle the challenge of sustainability.
106. However, a common assumption in education development programmes is that there is an appreciative audience ready to absorb any supply of information and put it to good use for policy and planning purposes. Unfortunately, this is a fallacy that has frustrated a large number of previous attempts to introduced evidence-based policy making:
- It is usually taken for granted that the subtle skill of reading, interpreting and utilising statistical data is possessed by government officials. In reality, the difficulty of training government staff to analyse information is underestimated and as a result the approaches used tend to be inappropriate. Whether in-country or abroad, short training courses tend not to be directly linked to everyday management problems of the trainees. In order to be effective, training should be in the form of long-term on-the-job mentoring in the context of an explicit planning process so that the skills can be readily applicable.
 - It is commonly assumed that the civil servant counterparts of education development programmes are in a position to take the important decisions. In practice, planning processes are often dysfunctional and decisions are taken at the last moment by politicians without regard to the needs identified by various sources of information. Such incidents frustrate civil servants who have been trained to take informed decisions.
107. This chapter discusses a number of basic principles to be followed in the design of support to government to minimise the risk that any gains from training are dissipated. The issue of support to civil society as a user of information is covered in a separate document of the communications team.

4.1 Principles of capacity building on the use of information

108. The ESSPIN approach to build capacity in the use of information for planning and budgeting will be based on the following principles:
- Although ESSPIN accepts fact that decisions may continue to be taken in ad hoc way in the foreseeable future, the starting point of any training in the use of information must be the formal decision making process. In line with the other SLP, planning in education will be based on a public financial management cycle that begins with policy design and review; moves on to (medium-term) strategy and planning; proceeds to (annual) budget preparation; materialises in budget execution; accounts for and monitors results; and concludes with reporting and auditing. Training will be attached to this cycle, highlighting the types of information needed at each stage.

- It is important to have the key decision makers identified and their key decisions mapped on the basis of the Education Sector Plan and the available evidence from the Education Sector Analysis in each State. Training will need to be developed around these specific decisions and the information needed to improve them. In other words, training will need to begin from the specific example before moving to general practice, which is contrary to the more usual format of training courses.
- These two principles suggest that there will be an ongoing process of identifying and mapping pending decisions and the corresponding information that is needed to support these decisions. Rigid, formal and technically advanced training programmes cannot cater for such constantly evolving needs, which tend to be simple in technical terms but also to emerge frequently. For this reason, it is proposed that members of the State teams will lead capacity building efforts in the form of short inputs over a long period of time. This will enable ESSPIN to be responsive and to closely monitor expressions of demand for information. *[Discuss with State teams.]*
- The process of decision making will need to be characterised by transparency and demonstrate clear lines of accountability. The following two ways are among those that ESSPIN considers will lead towards a more contestable decision making environment:
 - The introduction of an annual education sector review process will bring together stakeholders in each State to discuss openly the key available evidence. The review will need to be aligned with the planning and budgeting calendar, as well as with the availability of performance information. It is therefore expected that it will take place in June or July. ESSPIN will encourage the State governments to embrace this review as part of the overall planning process. ESSPIN will support government authorities (as well as non-government stakeholders) to prepare for the review and facilitate the review so that it leads to clear recommendations on priorities to be approved in the ESOP/MTSS of each State. Development partners would be encouraged to join this annual review process and not create a parallel structure.
 - State assemblies need to be more proactive in challenging government. This area of work will be led by SAVI but ESSPIN will support State governments to participate in the process and defend their policies.

4.2 Capacity building on the use of information

109. Based on these principles, the following capacity building initiatives are envisaged to help governments at all tiers increase the use of information in decision making.

At the Federal level

110. The main focus will be on the use of information for those policies which apply across the country, such as the UBE Intervention Fund or the Virtual Poverty Fund.
111. In order to develop capacities, ESSPIN will work with the key people who manage information in the FMOE, parastatals or other agencies (ideally bringing them together in some group), with the following objectives:

- Analyse the main challenges, scrutinise the key decisions taken on an annual basis (for example, in the case of the UBE Intervention Fund, in what ratios should resources be allocated across States, what are the intended uses, what are the main problems that delay absorption etc) and understand what information is needed to improve policy implementation.
 - Ensure that any planning and budgeting documents make explicit references to the information used to take specific resource allocation decisions.
 - Monitor the processes to improve planning and budgeting in the SLP States and identify the key lessons learned. On the basis of the experience, a manual on the use of statistical information for decision making will be considered towards the end of 2010. This will be shared with each ESSPIN State and subsequently across all States.
112. In the special case of the EMIS Unit at the PPM&R Department, as outlined in sub-section 0, ESSPIN will work to ensure that no piece of information requested in the school census forms is collected at random. PPM&R will be encouraged to guide further developments of the school census process on the basis of identified needs in planning and budgeting so that the process is demand- rather than supply-driven as it has been so far.

At the State and local government level

113. In order to develop the capacities of the staff in the PRS Department to manage information, ESSPIN will work across Divisions but with special focus on those members of staff who participate in the ESOP/MTSS process.
- Ensure that users and providers of data communicate throughout the planning process so that they are aware of the latest available (as well as any forthcoming) information, its quality and its gaps.
 - Analyse each one of the key decisions taken on an annual basis and focus on the information needed to improve on decisions taken in the past. For example, in the case of teacher training, how many teachers are trained, at what levels, in which institutions, at what ratio of trainee to trainer etc. Explain the potential uses of available information and orient counterparts to collect improved information if the current information basis is not sufficient to ensure well informed decisions.
 - Strengthen the management of these decision making processes to encourage it to be results-based.
 - Ensure that the ESOP/MTSS document makes explicit references to the information used to take specific resource allocation decisions.
 - Lobby the State government to organise an annual education sector review. If this is approved, support the annual education sector performance report (a simpler version of the Education Sector Analysis), which will be the submission of the SMOE to the annual education sector review process.

- Advise on the funding of information collection to ensure that these activities are sustainable and fully supported by the State. In addition, ensure that no parallel data collection efforts are publicly funded within the State.
114. To facilitate the process identified above, ESSPIN will support the timely preparation of statistics by EMIS units, as described in sub-section 0.
115. At the level of LGEA, the scope of decision making power is relatively limited. However, ESSPIN will:
- support the management and use of existing administrative information;
 - sensitise officers to the need to support the school census and other administrative data collection processes;
 - help improve budget requests put forward by LGEA to the State government with the use of relevant evidence;
 - help local authorities prioritise their actions on the basis of information collected by communities.

5. Reporting

116. Dissemination of information through diverse means for all target audiences is a central theme of ESSPIN. This document focuses on the main reports that ESSPIN will either support (in the case of government reports) or will directly produce (in the case of reports to DFID). Other reporting formats, including those directed at the general public, are covered by the communications and knowledge management team in a separate document.

5.1 Government

State

117. At the State level, as mentioned in the previous chapter, ESSPIN will promote the concept of an open forum, the annual education sector review, in order to strengthen accountability. The basis for discussion will be a document that will summarise sector performance at the State. The annual sector performance report will bring together the main pieces of information on the education system in formats that are accessible to the stakeholders and help identify the principal challenges in education service provision. These reports will not be as advanced as the Education Sector Analysis in order to ensure that they are driven by contributions of the staff of the SMOE and SUBEB and can be produced on an annual basis. They will have the following structure:

- Introduction: Purpose of the report and position within the planning/budgeting cycle
- Chapter 1: Education policy in the State and key expectations on results
- Chapter 2: Inputs (i.e. a summary of last year's expenditure against the budget)
- Chapter 3: Outputs and outcomes
- Chapter 4: Conclusions (with emphasis on whether the current policies work) and main implications for planning and resource reallocation
- Annex: Matrix of monitoring indicators (of which the ESSPIN indicators, which focus on basic education, will be a subset)

118. The document could be split in two parts, each dealing separately with basic and post-basic education.

119. ESSPIN will work towards encouraging each State to produce a basic report in 2009. However, it is likely that the first education sector performance reports will not be published before 2010. This is because the endorsement of an annual review process is likely to require a considerable amount of dialogue to bring all stakeholders on board.

120. At the State level a number of committees are likely candidates for involvement in the preparation of the annual sector performance report.

- ESP Implementation Committee / ESOP Committee *[I am not sure what is the status of these committees or whether there is any other body that links SMOE and SUBEB.]*

- Communications Committee *[Its involvement would help to make sure that the preparation process is sufficiently broad.]*

Federal

121. At the Federal level, moving towards an annual education sector review process faces a different set of challenges. On the one hand:
- It will be more complicated to ensure that FMOE, parastatals and agencies support such a process. It may be preferable if successful examples from the State can be presented.
 - In addition, the Federal government produces regular reports, such as on EFA. It may therefore not be immediately clear what new a sector performance report might bring.
 - The information base at the national level will be weaker compared to the situation in the ESSPIN States and this will make it more difficult to report useful information.
122. On the other hand, the existing process of policy development can be the natural focus for ESSPIN. The process originates in the PPM&R and policy ideas go through a process of reference groups, discussion at the Joint Consultative Council for Education (JCCE) and ratification by the annual National Council for Education (NCE). However, the process from the initial selection of ideas is haphazard and largely based on intuition. The list of NCE approved policies over the last few years has not represented a coherent body of policy.
123. In order to move towards a more systematic approach, an annual report of priorities based on the latest evidence is proposed. This should be scheduled at the beginning of the annual NCE process (which itself will be better aligned to the planning and budgeting calendar) to identify the areas on which specific studies will be commissioned. In other words, unlike the State-level sector performance reports, the focus of an annual document at the Federal level will be slightly different and will be aimed to strengthen the NCE process and assist FMOE in its role as coordinator of education policies across States.

5.2 DFID

124. As per the ESSPIN Programme Memorandum (Annex 7), there will be a progress report every six months, which will have a similar structure across the SLP.
- Every six months, the progress report will present information on progress against the annual work plan, spending against budget, achievement of milestones, issues of concern and proposed remedial action (implementation focus – standard progress report).
 - Once a year, the standard progress report will have attached to it a detailed discussion on progress towards achieving the monitoring indicators identified in this document (results focus – extended progress report).

125. ESSPIN will report through the following channels:

- At the level of monitoring inputs and activities (implementation focus) [overseen by the *Technical Executive Committee*]: According to the ESSPIN Programme Memorandum, DFID will hold quarterly regional management team meetings attended by each SLP team leader to ensure that annual work plans, budgets and procurement plans are coordinated and that links between the programmes are established and maintained. The standard progress report will be submitted to the Programme Steering Committee to help it monitor the progress in delivering outputs.
- At the level of output-to-purpose monitoring [overseen by the Programme Steering *Committee*]: According to the ESSPIN Programme Memorandum, annual monitoring of progress towards the purpose of the programmes will be carried out by external independent M&E consultants. The emphasis will be on using State or Federal Government statistics where possible – and it is for this reason that this document proposes full alignment with and strengthening of government processes for the majority of the ESSPIN M&E activities. As requested by DFID, the indicators have been selected from existing Federal or State indicators to avoid additional information demands and help build government M&E capacity. The extended progress report, which will be submitted to the Programme Steering Committee for discussion and agreement, will address these issues. It will need to be read jointly with any State-level sector performance reports that have been produced.

[This section may need to be updated if the reporting arrangements have changed since the ESSPIN Programme Memorandum was drafted.]

126. In terms of coordination activities requested by DFID:

- Chapter **Error! Reference source not found.** has shown that the SESP M&E framework has been fully accommodated within the ESSPIN M&E framework, which itself imposes no additional or unnecessary M&E requirements on the States. The only exception is SESP-specific procurement, technical and financial monitoring reports.
- *[Over the inception period there needs to be a meeting among the SLP M&E specialists to discuss the possibilities for coordination and exchange of experiences. There is particular scope for coordination with SPARC and SAVI on the proposed annual education sector review process and the use of its conclusions to inform the ESOP and budget process.]*

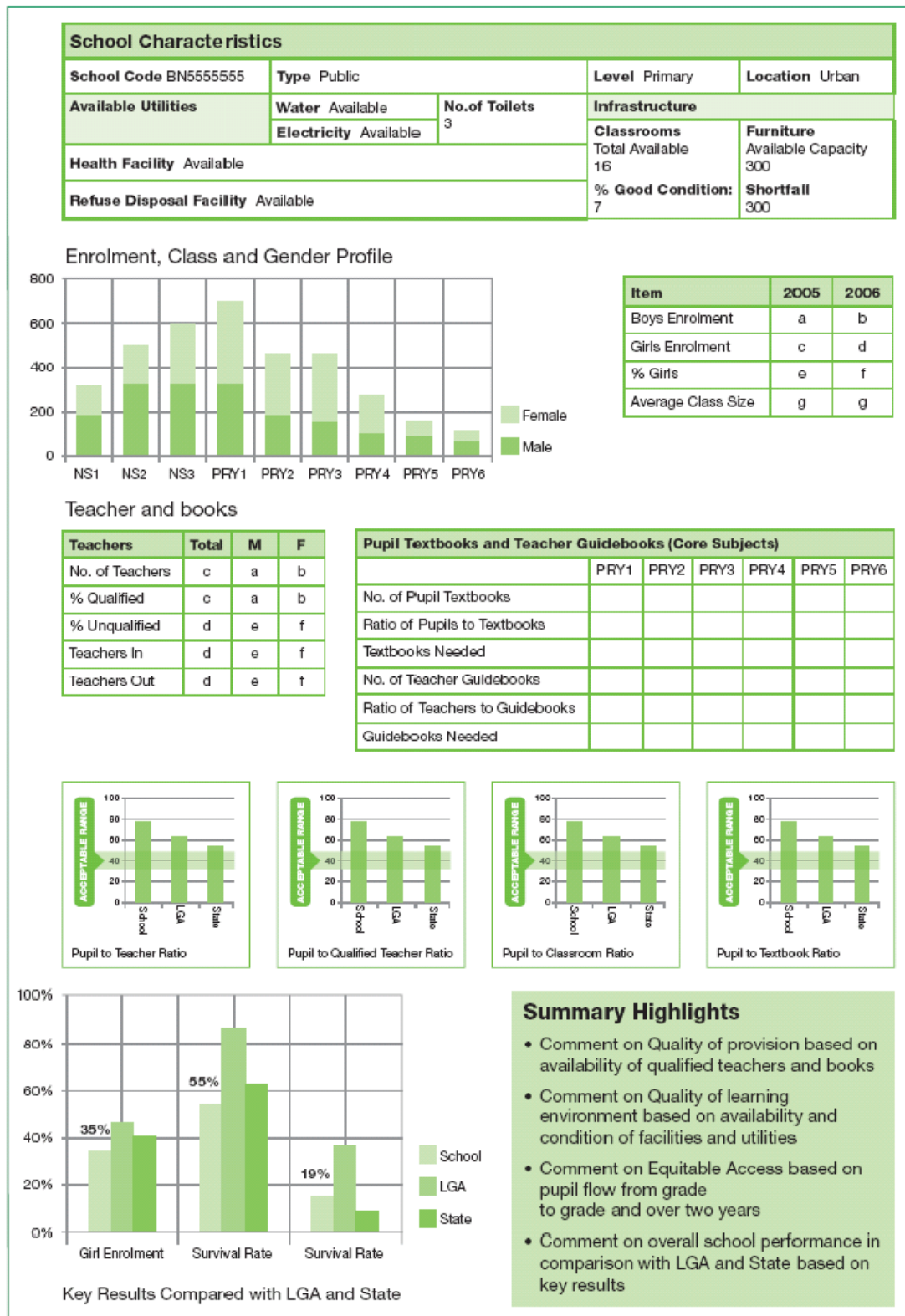
References

[Incomplete list]

...

- Adekola, O (2007) Language, literacy and learning in primary schools: Implications for teacher development programs in Nigeria, Africa Human Development Series, World Bank Working Paper 96
- Berryman SE and A Gueorguieva (2007)
- Federal Government of Nigeria, UNICEF and UNESCO (1997) Assessment of learning achievement of Primary Four pupils in Nigeria: National report
- Federal Government of Nigeria, UNICEF and UNESCO (2003) Assessment of learning achievement of Primary Four and Primary Six pupils: National report
- Federal Government of Nigeria, UNICEF and UNESCO (2003) Assessment of learning achievement of Junior Secondary Two and Senior Secondary Two students: National report
- Makoju, GAE and RE Nwangu (eds.) (2003) Education sector analysis, FMOE
- ...

Annex A: School report card



Annex B: Baseline

		Grade	Jigawa			Kaduna			Kano			Kwara			Lagos		
			M	F	T	M	F	T	M	F	T	M	F	T	M	F	T
	Key performance indicators																
1	Gross intake rate in Grade 1																
2	Net intake rate in Grade 1																
3	Gross enrolment rate	1															
		2															
		3															
		4															
		5															
		6															
		PRY															
		7															
		8															
		9															
		JSS															
4	Net enrolment rate	1															
		2															
		3															
		4															

		5																	
		6																	
		PRY																	
		7																	
		8																	
		9																	
		JSS																	
5	Gender disparity index of enrolments	PRY																	
		JSS																	
6	Enrolment of children with special needs	PRY																	
		JSS																	
7	Enrolment of children of bottom quintile	PRY																	
		JSS																	
8	Survival rate to Grade 5																		
9	Transition rate, primary→junior secondary																		
10	Completion rate	PRY																	
		JSS																	
11	Repetition rate	PRY																	
		JSS																	
12	Dropout rate	1																	
		2																	
		3																	

		4																
		5																
		7																
		8																
13	Coefficient of efficiency	PRY																
		JSS																
14	Share of students who master learning competencies	4																
		6																
		8																

							Jigawa	Kaduna	Kano	Kwara	Lagos
	Quality indicators										
	Students per core textbook										
	Teachers per teacher guide										
	Teachers per workbook										
	Share of schools with basic health care provision										
	Share of schools with potable water supply										
	Share of schools with functional toilets										
	Students per functional toilet										
	Students per classroom										

	Share of classrooms with functional blackboards						
	Share of classrooms in good condition						
	Share of classrooms where students are seated						
	Share of teachers with (academic qualification)						
	Share of teachers with (professional qualification)						
	Share of teachers who complete (course of in-service training)						
	Students per teacher						
	Students per teacher, variance across LGEA						
	Students per qualified teacher						
	Student per qualified teacher, variance across LGEA						
	Share of schools with school development plans						
	Average instructional hours per day / per year						
	Student absenteeism						
	Teacher absenteeism						

		Jigawa	Kaduna	Kano	Kwara	Lagos	Federal
	System indicators						
	States which develop ESOP						
	Measure of variation between ESOP and budget						
	Measure of variation between budget and expenditure						

Absorption of Federal funds: UBEC intervention fund, MDG Office Virtual Poverty Fund						
Number of commissioned targeted policy research papers approved by NCE process						
Indicator of government overlapping responsibilities						
Number of secondary schools disarticulated						
Share of enrolled students in private schools, primary and junior secondary education						
Indicator of public-private partnerships						
Share of islamiyyah, qur'anic and tsangaya schools integrated						
Indicator of integration of inspectorate service						
Indicator of use of quality assurance framework						
Indicator of evaluation of teachers against performance indicators						
States which carry out school census						
Share of schools responding to the school census						

Annex C: Action plan for inception and early implementation phases

C.1 Pre-inception phase

Menu of discussions with Minister / Permanent Secretary / PPM&R Director at the FMOE:

- Monitoring survey of **learning achievement**: how far has FMOE gone in preparing the ground, what are the necessary steps to ensure a sustainable nationwide programme, what type of technical assistance would they like to receive from ESSPIN.
- Next steps on the coordination and simplification of the **school census process** to ensure that it is on track for the academic year 2008-09 and preparation of **school census guidelines** (but also discuss what type of assistance FMOE would like to receive from ESSPIN).
- Concept of a **annual document to guide the annual NCE process** and the preparation of policy papers.

Menu of discussions with State commissioners of education:

- Discussion of **monitoring indicators**, targets (with reference to the ESP), and preferred method of reporting against them. In SESP States, reassure States that there is no additional reporting requirement.
- Concept of an open **annual education sector review** and annual sector performance report.
- Meeting of EMIS committee to ensure that the **school census** process is on track for the academic year 2008-09: ensure no duplication of school census-type activities and full cooperation between EMIS units at SMOE and SUBEB; discuss status of school list and the scope to improve its comprehensiveness; discuss possible measures to maximise response rates; propose validation survey.
- Exchange ideas on the introduction of a **learning achievement** monitoring survey.

C.2 Inception and early implementation

Activity	2009 Q1-2	2009 Q3-4	2010	Input	Responsibility	Deliverable
Supply of information						
Administrative sources						
School census						
Finalise concept note						
Agree support at the Federal level						
Assist preparation of school census at States						
Public expenditure records						
Study SEPER to identify indicators						
PFM consultant to propose scope of expenditure tracking						
Inspection reports						
FIS consultant to assess scope for incorporating self-assessment reports into M&E framework						
Household surveys						
EdData						
Finalise contract with RTI						
Provide recommendations on improving EdData questionnaire						
NLSS						
...						
CWIQ						

Understand plans for future rounds of the survey						
MICS						
Communicate with MICS headquarters to understand timeline for availability of results for analysis						
Analyse enrolment data to use in baseline						
Special studies						
Agree on key studies to take place and begin design						
Demand of information						
Capacity building						
Federal						
...						
State and local government						
Identify key decisions and information required						
Plan annual education review process						
Reporting						
Government						
Develop draft format of annual education sector report						
...						
DFID, SESP and SLP						
Develop draft format of quarterly and annual reports						
Discuss and agree structure of progress reports						
Assess scope for full coordination of M&E activities with SESP						
Compare M&E arrangements						