KANO STATE, FEDERAL REPUBLIC OF NIGERIA:

EDUCATION PUBLIC EXPENDITURE REVIEW

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NOVEMBER 2007

FINAL DRAFT

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ACKNOWLEDGEMENTS

The review team wishes to thank most sincerely all the officers in the Ministries of Education, Budget and Planning, Finance, and Local Government as well as the senior managements and teaching staff of the higher education institutions for their excellent support and assistance for this review. British Council staff in Abuja and Kano also provided very effective back up.

This study and the resulting report has been funded by the UK DFID technical assistance grant: Capacity for Universal Basic Education (CUBE) and has been conducted in close consultation with the DFID and World Bank offices in Nigeria.

The facts and opinions expressed in the report do not necessarily reflect the views and opinions of DFID or the World Bank. Given difficulties experienced in accessing accurate and complete information in the course of this study it is anticipated that some minor inconsistencies remain within this report, however these will be inconsequential to the analysis, conclusions and recommendations outlined within.

ACRONYMS AND ABBREVIATIONS

ASC	Annual School Census
ASUU	Academic Staff Union of Nigerian Universities
AUSS	Academic Staff University Salary Scale
CWIQ	Core Welfare Indicator Questionnaire
DFID	UK Department for International Development
EMIS	Education Management Information System
ETF	Education Trust Fund
GER	Gross Enrolment Ratio
HATISS	Harmonised Tertiary Institutions Salary Structure
HEI	Higher Education Institution
IGR	Internally Generated Revenue
JAC	Joint Account Committee
JSS	Junior Secondary School
KSG	Kano State Government
LGA	Local Government Area
LGEA	Local Government Education Authority
MTEF	Medium Term Expenditure Framework
NBS	National Bureau of Statistics
NCE	National Certificate of Education
NECO	National Examination Council
NEEDS	National Economic Empowerment and Development Strategy
NER	Net Enrolment Ratio
NLSS	National Living Standards Survey
NUT	National Union of Teachers
PCR	Pupil-Classroom Ratio
SEEDS	State Economic Empowerment and Development Strategy
SMOE	State Ministry of Education, Science and Technology
SSS	Senior Secondary School
SQTR	Student-Qualified Teacher Ratio
PTR	Pupil-Teacher Ratio
SUBEB	State Universal Basic Education Board
TSB	Teaching Service Board
UBE	Universal Basic Education
UBEC	Universal Basic Education Commission
WASSCE	West African Senior Secondary Certificate of Education

EXECUTIVE SUMMARY

This report provides a detailed review of public expenditure on education in Kano State. The focus is on education and training provision that is funded by state and local governments as well as households and other private sector contributions. Education organisations that are the direct responsibility of the federal government, principally federal universities and Unity secondary schools are not covered by the report.

The main objective of the review is to analyse (a) the sources and uses of expenditures on education by state and local governments at all levels; and (b) assess efficiency and equity effects of public spending on education. On the basis of this analysis, projections are made concerning future student enrolments, staffing and construction requirements, and recurrent and capital expenditures.

According to the 2006 Population Census, Kano State has a population of 9.38 million. CWIQ household data indicate that the 2005/06 population growth rate was 2.8 percent[1]. According to the NLSS survey, 50 percent of the population in Kano State live on USD 1 or less a day and are, therefore, considered to be living in poverty.

In common with all the 36 states and FCT that comprise the Federal Republic of Nigeria, the education system in Kano State comprises of a nine-year basic education cycle (six years of primary school and three years of junior secondary school) followed by three years of senior secondary school. In 2004/05, there were 3446 primary and 767 secondary schools operating in Kano State enrolling a total of 1,395,000 and 257,000 students respectively. The SMOE has overall responsibility for six higher education institutions, which enrolled around 40,000 students in 2005/06.

The main findings and conclusions of this review are summarised below; recommendations for the way forward are then presented for consideration and follow up action by the Kano State Government.

Financing of education and spending patterns

Funding of the sector has declined in real terms, but with significant variations in terms of allocations to sub sectors and LGAs

In per capita terms, Kano State receives a low allocation of federal funds compared to most other states. Total public revenue per capita was USD70 in 2006, which was the lowest out of the 36 states.

State government expenditure on education, as a share of total state expenditure, decreased from 20 percent in 2002 to 18.0 percent in 2005. The state government wants to increase this share to 20 percent by 2009. The share of primary education in total public expenditure on education has remained reasonably constant at between 50-55 percent between 2001 and 2006. The share of secondary has been around 25 percent during this period while the share of higher education has been consistently less than 10 percent.

[1] The exact population and projected growth rate is disputed to some extent.

The share of the education sector in total state recurrent expenditure increased from 20 percent in 1999 to 27.4 percent in 2005 which is higher than in other states in the north. Around 9 percent of total state capital expenditure was budgeted for education but the actual capital expenditure as percentage of total state capital expenditure fluctuated from 7 to 14 percent between 2001 and 2005. Real expenditure on primary and secondary education fell by 6.8% and 9.7% respectively between 2001 and 2005.

The overall share of the federal budget allocation to Local Government Areas (LGAs) in Kano State that was spent on primary school salary costs was only 19 percent in 2005, which is low compared to other states. Furthermore, the relative size of this allocation varies considerably among the 44 LGAs in the state. Spending by individual LGAs on primary education varies significantly due to political, social and economic factors. There is no enforcement of service delivery standards. Consequently performance varies with no strong correlation between resource use and outputs. LGAs that spend relatively more on primary education might be expected to have lower pupil-teacher ratios and better enrolment ratios. However, there is only a weak negative relationship between the share of primary education in LGA total expenditure and the PTR. Nor is there any statistically significant correlation between primary education expenditure share and enrolment ratios across the 44 LGAs.

Running costs are under- funded

In primary education, the running costs funded by SUBEB have reduced from 8% of the total budget in 2001 to less than 1% in 2005. Personnel costs are increasingly crowding out the funding of running costs. Total funding by SUBEB itself on instructional materials and staff development has declined steeply from N248 million in 2001 to just N7 million in 2005. This is despite the fact that 15.0 percent of the UBEC Intervention Fund is supposed to be allocated to 'learning materials'.

With almost no SMOE funding for learning materials and school running costs, secondary schools for boys are obliged to levy 'registration fees' on each student.

Education access and attainment

Enrolments are improving, albeit from a low base

CWIQ survey data for 2006 indicates that 58 percent of females and 37 percent of males aged 15-19 have never attended school. The corresponding figures for the 20-24 age group are 70 percent and 38 percent respectively, which shows that impressive progress has been made in raising school attendance rates among girls during the last decade. Currently, 10-12 percent of girls and 4-6 percent of boys aged 14-15 have never been to school.

While non-attendance is closely linked with poverty, it is noticeable that 24 percent of young women aged 15-19 who are members of the richest 20 percent of households have never attended school. Cultural and social beliefs and attitudes, which cut across differences in income and wealth, are therefore likely to be major factors.

According to the EMIS, nearly 1.65 million children were enrolled in primary and secondary schools in Kano State in 2004/05. A total of 1.39 million and 0.255 million children attended primary and secondary schools respectively during this school year. Total female enrolments at government primary schools increased by 8 percent, but declined by 3 percent for boys

between 2001 and 2005. The real explosion in enrolments has occurred at secondary schools. Female and male enrolments increased by 53.5 percent and 92.4 percent respectively during the same period.

The most noticeable features of the current attendance rate profiles for females and males are (i) the low enrolment levels for all children aged between five and eight; (ii) attendance rates for boys peak at around 65 percent when they are 13 years old and 58 percent for girls when they are 12 years old; (iii) thereafter gender disparities in enrolments widen very significantly.

School completion rates, though improving, remain low

Only one-third of females compared to 47 percent of males in the 15-19 age group have completed the six-year primary education cycle. Only 10 percent of females and 23 percent of males aged 20-24 have completed the full six-year secondary education cycle.

Primary school completion rates[2] among the 20-24 age group are 83 percent for females and 82 percent for males. Junior secondary school completion rates are considerably better for females (93 percent), but are still only 86 percent for males. With regard to senior secondary education, completion rates are again appreciably better for females than males (83 percent and 65 percent respectively).

Access to schooling varies both by gender and location

The CWIQ survey indicates that, in aggregate terms, the differences in female and male GERs are 17, 25 and 13 percentage points for primary, junior and senior secondary education respectively. The extent of gender enrolment disparities varies very considerably across the 44 local government areas, especially with respect to secondary schooling. Concerted efforts are being made by the State Government to reduce gender inequalities in the education sector, in particular by making primary and secondary schooling free for girls and integrating Islamiyya schools that are more acceptable to some parents for girls to study at. This policy appears to be paying dividends because gender enrolment gaps have narrowed quite rapidly during the last decade.

Resource utilisation

Data on teachers is inconsistent; primary teacher numbers are rising rapidly

There were 41,102 primary school teachers on the SUBEB payroll in September 2006 and 30,729 in December 2005. According to EMIS, only 26,000 teachers were employed at public primary schools in 2004/05. Under reporting by EMIS is probably due to not all schools submitting annual census returns.

Despite the official freeze on new government posts, SUBEB data indicate that the number of teachers employed at public primary schools increased by about 75 percent between 2001 and September 2006. Only 14.6 percent and 16 percent of teachers at primary and secondary schools respectively were women in 2004/2005. The majority of women teachers are employed in the urban areas.

[2] Amongst those who started the cycle of education, % stated here are not from the total population.

Teachers are not sufficiently competent and motivation is low

According to ASC (EMIS) data, only 20 percent of teachers at public primary schools were considered fully qualified in 2004/05. In this year, 63 percent of secondary school teachers were university graduates and another 35 percent are NCE holders. There are growing concerns about the quality of graduates from the teacher training colleges and universities who are joining the teaching profession.

The general consensus is that teacher motivation in public schools in Kano State is low. The average monthly gross salary of a primary school teacher is currently (September 2006) only N13,335, which corresponds to around 2.15 as multiple of national GDP per capita. This salary level is very low as compared to other Sub-Saharan African standards, partly due to the high proportion of lower paid under-qualified teachers.. Despite low motivation, rates of teacher attrition do not exceed 1-2 percent per annum mainly because alternative employment opportunities are so limited, especially for primary school teachers.

Deployment and workload of teachers are neither efficient nor equitable

Qualified and more experienced teachers are concentrated at urban schools, which tend to be over-staffed. By contrast, schools in rural areas face major problems in attracting and retaining adequately qualified and experienced teachers. The sizeable variations in pupil-teacher ratios between LGAs and schools are symptomatic of the lack of any systematic and enforced staffing norms with respect to teacher deployment. A similar situation exists with regard to non-teaching staff with considerable variations in staffing ratios between schools.

The overall teacher-stream (i.e. class) ratio for public primary school teachers is 1.11. The average pupil-teacher ratio (PTR) is around 49.6, which is much higher than the recommended national norms. The teacher loads of public secondary school teachers only average 21 periods a week at junior secondary and 15 periods per week at senior secondary schools, which are low by international standards.

School sizes are small, accommodation is sub standard and access to learning materials is limited

Compared to most other states, both public primary and secondary schools are relatively small in Kano State. School size has major implication for resource efficiency because small schools have much smaller pupil-teacher ratios than large schools and, therefore, they have proportionately higher unit costs.

Classroom accommodation for the majority of students at public and private schools in Kano State is very unsatisfactory. According to ASC data, head teachers rated 35 percent of classrooms at government primary schools in rural areas as being in need of ‘major repair’.

It is KSG policy that all children at primary school should have exclusive access to the prescribed textbooks for the four core subjects. Current student-core textbook ratios for primary education are 2.7:1, which means that only 11 percent of the required textbooks are available. Textbook availability is worse for secondary school student with student-textbook ratios of 5.8:1 for JSS and 7.1 for SSS.

Educational outputs

Examination results are poor

In 2005 only 4% of students taking the WASSCE achieved 5 credits; a further 20% achieved 3 credits. The results for NECO were even lower with under 3% achieving 5 credits and 12% achieving 3 credits.

Enrolment projections and funding requirements in 2015/16

The school population is projected to double over the next 8 years

On the basis of the NBS population projections, primary school enrolments will increase from 1,395,000 in 2005/06 to 2,137,000 in 2015/16. Junior secondary school enrolments are projected to increase nearly fivefold - from 162, 000 to 788,000 in 2015/16. Delaying the introduction of 100 percent transition to JSS lowers target enrolments slightly to 739,000.

Even assuming that the transition rate from junior to senior secondary schooling declines to 50 percent by 2015/16, projected senior secondary school enrolments still increase from 95, 000 in 2005/06 to between 351,000 and 454, 000.

Available funding for recurrent costs will need to increase by a factor of 2.5 by 2015/16

For primary education, projected recurrent expenditure increases from N 8.3 billion in 2005/06 to N 14.1 billion in 2015/16 with no change in PTRs (scenario 1) and N14.3 billion with the target PTRs. For JSS, under scenario 1, expenditure increases from N1.3 billion to N7.1 billion and N8.2 billion for the no change and target PTR scenarios respectively. The corresponding figures for SSS are from N1.2 billion to N 6.3 billion and N 8.2 billion.

Over this period, capital expenditure needs are estimated to be an additional N29.7 billion.

Private sector

Private schooling is not a significant feature

According to the NLSS, non-government (i.e. religious, private and community) schools only account for 13 percent of rural and 20 percent of urban primary school enrolments and less than 10 percent in both locations for secondary education. Data from the CWIQ household survey also indicate that only around 10 percent of primary and secondary school students attend non-government schools[3].

On the basis of household expenditure data, total private expenditure on primary and secondary schooling amounts to around N2.5 billion per, which is only 16 percent of total (public and private) expenditure on education in 2005.

[3] Note that these surveys do not include many of the Islamic religious schools (Qu'ranic / Tsangaya types) as they do not offer education with the full core curriculum. A 2003 survey estimated that around 3 million of the population receive some kind of religious education. This complicates calculations of enrolment rates in Kano state as some of the religious schools do offer other lessons and many children attend more than one kind of 'school'.

Higher education

Policy framework is not sufficiently well defined

There are inconsistent or incomplete approaches in the following policy areas: aggregate funding, resource allocation, charging and internally generated revenue, human resource recruitment, deployment and reward and oversight.

Funding is insufficient

Large divergences exist between approved and actual budgets for all the HEIs. Funding for key consumables and other overhead costs is seriously inadequate at all HEIs. The adverse impact on the quality of training is particularly marked in science and technical courses.

HEIs are also severely constrained in the level of tuition fees and other charges that they can levy for full-time students mainly because the ability of students to pay is limited coupled with the state government's policy of free education

All the HEIs are in urgent need of additional funding. Unless the level of funding is improved, the institutions will come under increasing pressure to increase registration fees and/or further expand student intakes.

Student-teacher ratios are high

A total of 1,144 full and part-time lecturers were employed at the 9 HEIs in 2005/06. It has not been possible to increase significantly the number of full-time teaching posts at most HEIs. Student-lecturer ratios have, therefore, risen considerably. These ratios range from 102:1 at the College of Islamic and Legal Studies to 8:1 at the College of Agriculture, which is far too low and thus inefficient.

Teaching loads are also high at most HEIs (up to 30 hours of lecturing at some institutions), which leaves lecturers with very little time to prepare for lectures and for their own self-development.

Learning outcomes are poor

The combination of seriously inadequate operational resources and infrastructure and facilities, and generally high pupil-teacher ratios with poorly motivated teaching staff, results in low quality education and training provision.

Way forward

Strengthen system planning and resource management

There are five priority areas for improvement: introducing sector planning through the preparation of costed medium term sector strategies (MTSS); linking the MTSS's to a fundable medium term expenditure framework (MTEF); improving budgetary outcomes through adopting a performance management system; increasing parental and community

involvement in the management of schools and increasing the delegation of financial management to schools for the use of UBEC funds.

Increase funding

Various sources of additional funding to the sector need to be explored: Federal Account allocation, share of the state budget, federal funding, local government, private sector and development partners.

In particular, a strong case can be made for at least 25 percent of the state budget to be allocated to schools and HEIs. This is considerably higher than the current figure of 18 percent, but is essential in order to meet the minimum funding requirements for UBE presented in this report.

Deliver major efficiency improvements

Strengthen accountabilities and improve incentives through a comprehensive package of reforms: clear and transparent performance standards, public disclosure of the performance of service providers (schools and support services such as inspection, construction, curriculum, and the provision of learning materials), effective support and appraisal of teachers and school managers, and appropriate governance structures that allow the full involvement of parents and local communities in the management of schools.

Considerable scope exists for improving the utilisation of teachers in Kano State. In particular, increasing the current teacher loads of secondary school teachers (for JSS from 21 periods to 30 periods and for SSS from 15 to 25 periods) would free up resources which could then be available for other purposes, in particular the provision of a minimum package of learning materials for all students, the upgrading of teaching skills, and the construction of new classrooms and other facilities.

On both equity and efficiency grounds, the deployment of teachers should, be improved considerably. Clear staffing norms should be introduced for both teachers and non-teaching staff, which would lead to considerable cost savings In addition, the current highly skewed deployment of qualified teachers results in higher public expenditure per student at schools in urban areas. Allocation formulae can be devised that ensure that public expenditure per student is more equal.

Upgrade the learning environment

Average class sizes in secondary schools need to be significantly reduced in order to ensure a minimally acceptable learning environment. In addition, a more concerted effort is needed in order to upgrade the two-thirds of primary school teachers who are not qualified to the NCE level[4]. The provision of textbooks for the four core primary school subjects is the third major area that needs to be urgently addressed.

Improve access

[4] Although this has significant budget implications as they will be entitled to much higher rates of pay.

Gender gaps are still very large, especially in rural areas. As enrolments continue to expand, more attention will need to be given to targeting of the poorest, hardest to reach children and increasing the integration of religious Islamiyya schools so they can provide the core curriculum to a wider section of the community.

Complete a fundamental review of higher education

The whole sub sector should be comprehensively reviewed and the following issues areas addressed: strategic management and thinking, refocusing the scholarship programme, decentralisation and quality assurance.

GLOSSARY OF TERMS USED IN THIS DOCUMENT

Class size (or pupil-class ratio): The number of students a teacher has in his/her class at a given time. In Nigeria, stream is frequently used to mean a class.

Core Welfare Indicators Questionnaire (CWIQ) survey: CWIQ survey is designed to produce indicators of social welfare to provide instrument for the continuous monitoring of poverty reduction programmes and social development in general. The 2006 Nigerian CWIQ was a nationwide sample survey conducted to produce welfare indicators for the population at national and sub-national levels, particularly Zones, States and Senatorial Districts. The Survey compliments 2004 Nigerian Living Standards Survey (NLSS) by NBS which profiled poverty in the country.

Dropout rate: The proportion of pupils leaving school without completing a given grade in a given school-year expressed as a percentage of those who were enrolled in the same grade at the beginning of that grade at the beginning of the same school-year. ASC (NEMIS) data in Nigeria show that this rate is low, however there is need to further investigate this situation in order to better appraise the internal efficiency of the system.

Education Trust Fund (ETF): The ETF is a major source of funding for capital expenditures in many states of Nigeria. The ETF is a trust fund established by decree in 1993 (amended by Act 40 of 1998) with the objective of using funding combined with project management to improve the quality of education in Nigeria. All corporations and companies of identified minimum operating capacity and registered in Nigeria contribute a levy of 2% of their annual assessable profits to the Fund which complements Federal, State and Local Government budgets for the three levels of education nationwide.

Gross completion rate: The total number of students completing (or graduating from) the final year of primary or secondary education, regardless of age, expressed as a percentage of the population of the official primary or secondary graduation age. Primary completion rate in Nigeria is to be calculated by dividing the number of students completing (or graduating from) the grade 6 of primary schools by the population of the official graduation age (age 12).

Gross enrolment ratio (GER): Total enrolment in a specific level of education, regardless of age, expressed as a percentage of the eligible official school-age population corresponding to the same level of education in a given school-year. GER can be disaggregated by gender or by location to assess the equity levels. For example, GER for females at JS level is calculated by dividing the number of female pupils (or students) enrolled in JS level regardless of age by the female population of the age-group which officially corresponds to this level of education (age 12-14).

Gross intake rate (GIR): Total number of new entrants in the first grade of primary education, regardless of age, expressed as a percentage of the population at the official primary school-entrance age (6 in Nigeria). Apparent intake rate is alternatively used.

Multigrade class: Multigrade class structure is known by various names in different countries; these include "composite" or "combination" classes, "double" classes, "split" classes, "mixed-age" classes and "vertically grouped" classes. Multigrade classes can be defined as pedagogical sections where groups of students of different grades are taught in a single classroom. In Nigeria, such classes are rather a rare phenomenon, which may however be worth investigating, especially in small schools in order to optimize the resource utilization (teachers, buildings, etc.)

Net enrolment ratio (NER): Enrolment of the official age-group for a given level of education expressed as a percentage of the corresponding population. NER for primary education in Nigeria is calculated by dividing the number of pupils enrolled who are of the official age-group for the primary education level by the population for the same age-group (age 6-11).

Net intake rate (NIR): New entrants in the first grade of primary education who are of the official primary school-entrance age, expressed as a percentage of the population of the same age. In the context of Nigeria, this rate can be calculated by dividing the number of children of official primary school-entrance age (6) who enter the first grade of primary education by the population of the same age (6).

Percentage distribution of public current expenditure on education by level: Public current expenditure for each level of education, expressed as a percentage of total public current expenditure on education. One will have to make distinction between approved and actual expenditure because the gap between these two can be high. This indicator is important to appraise the importance accorded by a Government for the development of a given level of education.

Promotion rate: The proportion of pupils enrolled in a given grade in a given school-year who will at the beginning of the following school-year, be enrolled in the next higher grade.

Public expenditure on education as percentage of gross domestic product (%GDP): Total public expenditure on education (current and capital) expressed as a percentage of the Gross Domestic Product (GDP) in a given financial year. It is calculated by dividing total public expenditure on education in a given financial year by the GDP of the country or the state for the corresponding year. Due to lack of information of GDP at state level, this indicator cannot be calculated presently, but would be worth as soon as state-level GDP is available.

Public expenditure on education as percentage of total public expenditure: Total public expenditure on education (current and capital) expressed as a percentage of total public expenditure in a given financial year. One will have to make distinction between approved and actual expenditure because the gap between these two can be high. It is calculated by dividing total expenditure on education incurred by all government agencies/departments in a given financial year by the total government expenditure for the same financial year.

Pupil-classroom ratio (PCR): The ratio of the number of pupils (students) to the number of classrooms. For example, in a Nigeria state, the number of pupils (students) enrolled

in this state at a level of education is divided by the number of classrooms available in this state for providing learning at this level of education.

Pupil-teacher ratio (PTR): Otherwise called "student-teacher ratio" or "students per teacher", this indicator expresses the average number of pupils (students) per teacher at a specific level of education in a given school-year. For the purpose of examining system-wide pupil-teacher ratios, teachers are defined as persons whose professional activity involves the facilitation of learning and the acquisition of attitudes and skills that are stipulated in a formal curriculum by students enrolled in a formal educational institution. Non-formal institutions require a separate investigation. Their staffing is likely to be considerably different from formal institutions. Cross-country or cross-state comparisons may be affected by such factors as the composition of teachers by part- and full-time employment. PTR is not the same and is generally lower than "average class size". This is because PTR calculation includes teachers who run special programmes, such as music, art and special education, where they may teach smaller groups of students.

Repetition rate: the proportion of pupils from a cohort enrolled in a given grade in a given school-year who are studying in the same grade in the following school-year. This rate is slightly different from the percentage of repeaters.

State Education Public Expenditure Review (SEPER): Public expenditure reviews (PERs) aimed to describe sector-related issues and challenges in the context of the overall economic and fiscal situation. PERs analyze how funds to the sector are allocated, released and disbursed. Education public expenditure reviews explicit the prevailing efficiency and effectiveness of public spending on education and explore the ways and means for obtaining desirable levels of resource allocation and utilization for achieving educational objectives in the context of anticipated economic and fiscal situations. State Education Public Expenditure Reviews in Nigeria carry out a thorough analysis of public expenditure on education by analysing the sources and uses of funds by state and local governments for primary, secondary and higher education, assess the efficiency and effectiveness of public spending on education and, on the basis of these analyses, make enrolment and expenditure projections for primary and secondary education for the period 2005-2016.

Survival rates by grade (SR): Percentage of a cohort of pupils (or students) enrolled in the first grade of a given level or cycle of education in a given school-year who are expected to reach successive grades. They are calculated by dividing the total number of pupils belonging to a school-cohort who reached each successive grade of the specified level of education by the number of pupils in the school-cohort, i.e. those originally enrolled in the first grade of primary education. This indicator can be calculated by means of reconstituted cohort analysis, which is difficult now in Nigeria because of the inaccuracy of the data on repeaters and drop-outs.

Teachers' emoluments (salaries) as multiple of GDP per capita: This indicates the level of teacher salaries in comparison with the affordability of a country or state's economic and financial situation. It is calculated by dividing the total amount of salaries devoted to all or a category of teachers of all or part of the education system in a given financial year by the GDP per capita of the same financial year. Cross-country, cross-state or cross-sectoral comparisons can allow to see the level of salaries one

education system is allocating to teachers, and to analyze the cost-efficiency of the system, the teacher motivation, etc.

Transition rate (TR): The number of pupils (or students) admitted to the first grade of a higher level of education in a given year, expressed as a percentage of the number of pupils (or students) enrolled in the final grade of the lower level of education in the previous year. Transition rate from primary to junior secondary education is calculated by dividing the number of new entrants in the first grade of junior secondary education by the number of pupils who were enrolled in the final grade of the primary education in the previous school year.

UBE Intervention Fund: The Universal Basic Education Law, signed in 2004, provides for funding the UBE programme from three principal sources: (i) Block grants from the Federal Government of not less than 2 per cent of its Consolidated Revenue Fund, which will be in the form of proposed federal matching contributions to states for financing of primary education; (ii) funds or contributions in the form of federal guaranteed credits and loans, and (iii) international donor grants. For any state to qualify for UBE grant funds, it must contribute not less than 50 percent of its total cost of projects as a cost-share. The criteria for fund utilization are as follows: (a) expenditure by components of UBE programme (Pre-primary 5%, Primary 60%, Junior Secondary 35%); (b) expenditure by activities in each of the components of the UBE Programme (Infrastructural development 70% including classroom construction, classroom furniture, classroom renovation/rehabilitation, laboratory/workshop equipment, introductory technology equipment, borehole construction, construction of toilets, etc.; Textbooks and working materials 15%, including development/ procurement of textbooks for pre-primary, four basic core subjects for primary and five basic core subjects for junior secondary schools, library books, development/procurement of teachers' guide for pre-primary, four core subjects for primary schools and five core subjects for junior secondary schools, teaching aids (excluding consumables), etc.; and teacher professional Development 15% including short-term training and re-training of teachers at the three levels, with more emphasis on primary, JSS and pre-primary, in that order to be conducted by either the National Teachers' Institute (NTI), Colleges of Education (COEs) or Institutes of Education and NIEPA to conduct those for managers of UBE institutions.)

1. INTRODUCTION

1. This report provides a detailed review of public expenditure on education in Kano, Federal Republic of Nigeria. The focus is on education and training provision that is funded by state and local governments as well as households and other private sector contributions. Education institutions that are the direct responsibility of the federal government, principally federal universities and Unity secondary schools are not covered by the report.

1.1 REVIEW OBJECTIVES AND METHODOLOGY

2. The main objective of the review is to analyse (a) the sources and uses of expenditures on education by state and local governments at all levels; and (b) assess efficiency and equity effects of public spending on education. On the basis of this analysis, projections are made concerning future student enrolments, staffing and construction requirements, and recurrent and capital expenditures.

3. A three-person team undertook the review, namely Dr. Paul Bennell, Senior Partner, Knowledge and Skills for Development (International Consultant and Team Leader), Dr. Kabir Isa Dandago, Associate Professor and Dean, Faculty of Social Sciences, Bayero University and Dr. Murtala Sabo Sagagi, Bayero Assistant Professor, Faculty of Social and Management Sciences, Bayero University (both national consultants).

4. Data collection was undertaken over a two-week period in September 2006. Three main sources of information were drawn upon namely interviews, documents, and statistical data. Senior managers and other officials were interviewed in the State Ministry of Education (SMOE), including the State Universal Basic Education Board (SUBEB) and the Teaching Service Board (TSB), the Ministries of Finance, Budget and Planning, and Local Government, heads of all state-level higher education and training institutions, and other key education stakeholders.

5. Where appropriate, statistical data from the following three major surveys has also been utilised; the SMOE's Education Management Information System (EMIS), which is based on information gathered from the Annual School Census (ASC); The 2005 National Living Standards Survey (NLSS) conducted by the National Bureau of Statistics (NBS). A total of 22,000 households were surveyed during the course of the year thereby enabling detailed information on household incomes and expenditures to be collected; The Core Welfare Indicator Questionnaire Survey (CWIQ), again conducted by the NBS, which is based on a sample of 100 households from each of the country's 774 Local Government Areas making a total of 77,400 households with over 350,000 individuals.

6. It was possible to collect the bulk of the data needed for the review. However, as will be made clear in the relevant chapters, some information was not available. There are also some concerns about the coverage and accuracy of information provided by head teachers as part of the Annual School Census exercise.

1.2 OVERVIEW OF THE EDUCATION SYSTEM

7. In common with all the 36 states that comprise the Federal Republic of Nigeria, the education system in Kano State comprises of a nine-year basic education cycle (six years of primary school and three years of junior secondary school) followed by three years of senior secondary school. In 2004/05, there were 3446 primary and 767 secondary schools operating in Kano State enrolling a total of 1,395,000 and 257,000 students respectively. The SMOE has overall responsibility for six higher education institutions, which enrolled around 40,000 students in 2005/06.

Educational policies and priorities

8. The overall policy framework for the education sector is the responsibility of the federal government. The key objective of the current National Educational Policy, which was adopted in 2004, is the attainment of universal basic education by 2015 in line with the Millennium Development Goals (MDGs) for education. The Federal Constitution of 1999 stipulates that the government should provide free of charge education for all citizens as soon as possible. Education is a core 'pillar' of the 2004 National Empowerment and Development Strategy (NEEDS), which is Nigeria's own Poverty Reduction Strategy (PRS). The newly elected civilian government introduced the Universal Basic Education Programme in 1999 and the federal parliament passed the UBE Act in 2004.

9. The promotion of good quality science and technology education is another key objective of current education policy. HEIs are expected to place increasing emphasis on science and technology provision with a target of 60 percent enrolments over the next five years.

10. Despite this national education policy framework, education provision in Kano State has a number of distinctive features. In particular:

- Government provides limited funding for recurrent expenditure for HEIs, which, since 2002, has only covered salary costs for teaching and non-teaching staff.
- Most schools are government owned with relatively very small numbers of community schools.
- Primary and secondary education, including boarding schools is free for girls.[5] However, secondary schools for boys are permitted to charge tuition fees (up to a maximum of N600 per year for day students and N750 for boarders). Schools are allowed to retain all fees and other internally generated income.
- Subject teachers (as opposed to class teachers) are the norm in primary schools.

11. Primary education is mainly the responsibility of local governments, but both federal and state governments are seeking greater control and funding of basic education in order to ensure the attainment of UBE goals and objectives. However, this process of centralisation is creating tensions and confusions.

12. The creation of unified nine-grade basic school system is also a major challenge, which has far reaching implications for all aspects of the schooling system. The programme of unifying primary and junior secondary schools will require the 'disarticulation' of junior

[5] Fees have also been abolished by the current state government at the 12 science and technical colleges.

from senior secondary education. The state government is planning the separation of nearly 200 JSS sections from SSS sections along with the establishment of a further 3600 upper basic schools, at a total cost of N2.0 billion.[6]

13. As is the case in other states, state-funded higher education institutions enjoy a large degree of autonomy. Nearly all funding issues are dealt therefore by the Ministry of Budget and Planning and not the SMOE (which does not even keep financial records of the HEIs). The Governor has however appointed a Special Adviser on higher education who is working closely with individual HEIs in order to develop comprehensive strategic plans.

1.3 DEMOGRAPHIC AND SOCIAL AND ECONOMIC CONDITIONS

14. According to the 2006 Population Census, Kano State has a population of 9.38 million. CWIQ household data indicate that the 2005/06 population growth rate was 3.0 percent. According to the NLS survey, 50 percent of the population in Kano State live on USD 1 or less a day and are, therefore, considered to be living in poverty.

[6] There are currently 267 joint primary and JSS schools and another 62 freestanding JSS schools.

2. FUNDING AND EXPENDITURE

15. This chapter assesses revenue and expenditure patterns for the education sector in Kano State between 2000 and 2005. It focuses in particular on primary and secondary education. The discussion is structured as follows. Section 1 briefly reviews the main features of the public budget process in the state, which is then followed by a review of the overall funding of the education sector in the state. The final section looks in some detail at the pattern of recurrent and capital expenditures on education.

2.1 THE BUDGET PROCESS

16. The three main levels of government in Nigeria, namely federal, state and local, have concurrent responsibilities for the provision and funding of primary education, which considerably complicates the budgetary and resource allocation processes. The state SMOE is mainly responsible for the overall funding of all government secondary schools and provides annual subventions to the six state-level HEIs and another six education parastatals. It also funds the personnel and overhead costs of SUBEB and the LGEAs.

Budgetary incrementalism

17. The preparation of annual budgets by ministries and parastatals is dominated by the principle of incrementalism where the focus is on deciding what additions need to be made to the main expenditure items in the current budget in order to arrive at next year's budget. Even where ministries and parastatals are invited to budget hearings to defend their proposed budgets, the whole exercise is based on last year's approved estimates. Furthermore, budget submissions and defences tend to be dominated by justifications concerning the personnel costs of existing staff and proposed new posts. Other issues related to overhead and capital expenditures are also dominated by the principle of incrementalism.

18. A key weakness of the incremental budgeting system is that it transfers prevailing inefficiencies and ineffectiveness to the future since it is based on the implicit assumption that the previous year's activities are optimally efficient and effective. Another major problem with this type of budgeting is that it is very open to budget indiscipline. Officials at SUBEB, TSB and Ministry for Local Government all highlighted this issue. An obvious attraction of incremental budgeting is that it is simple since it is based on marginal changes to existing budgets with limited justifications. With the advent of multi-party democracy, the legislature is expected to comprehensively review all budgets prepared by the executive arm of government. Some efforts are being made along this line in Kano state, although the guiding philosophy still remains wedded to the traditional incremental approach.

Budget implementation

19. The public budget is operated on a cash-basis so that releases of monthly funding are limited by the availability of cash receipts. SMOE submits monthly returns of expenditure for all the expenditure line items listed in the estimates of expenditure. The budget cycle begins in July when the government requests ministries and parastatals to submit their budget estimates for the next fiscal year (which begins on 1 January). Shortfalls of cash lead to the continuous revision of budgets during the fiscal year.

20. With regard to financial management, the state has a good reputation with respect to the key issues of prudence, accountability and transparency in the spending of public money. The state government announces the allocation made to local governments after every month's Federation Account meeting, it prepares statement of accounts in relatively good time, and it claims to be guided by the teachings of the Sharia (Islamic legal system).

Budget reforms

21. Ideally, annual budgets should be prepared from scratch based on some form of zero budgeting that costs projects and planned activities based on realistic estimates of the available resource envelope.

22. The state government is now experimenting with a new budgetary system that is directly linked to the attainment of the United Nations Millennium Development Goals (MDGs). The system demands that budget classifications and charts of accounts are precisely specified, and show clearly the responsibility centre and responsible officer for all 'projects' to be executed by government. The system is very similar to zero-based budgeting where all expenditures have to be freshly justified every year and with clearly specified responsibilities and lines of accountability for each specific 'project'.

23. The new budget classification and chart of accounts (BC&COA), which is now being experimented by the state government offers a systematic and effective approach to mapping the flow of funds from the point of fund release to its destination and around the financial system over a defined period of time. It is expected that the new BC&COA will lead to significant improvements in the efficiency and effectiveness of budget and accounting processes in the state and, in particular, will serve as a basic management tool that will ensure transparency and accountability in resource management in the state.

2.2 FUNDING

State government funding of education

24. As elsewhere, the Kano state government is the main source of public funding for higher and secondary education and provides the bulk of the funding for overheads and capital expenditure at government primary schools. Staffing costs for government primary schools are the responsibility of local governments. The total salary bill for primary school teachers and support staff is deducted as a first charge from the federal budget allocation for each local government and administered by SUBEB.

25. The main sources of income of the Kano state government between 1999 and 2005 are presented in Table 2.1. Total income has increased over fivefold during this period (2.4 times in real terms). Contributions from the Federation Account have accounted for 70-75 percent of total income since 2000. State government expenditure on education as a share of total state expenditure decreased from 20 percent in 2002 to 18.0 percent in 2005 (see table 2.2). The state government wants to increase this share to 20 percent by 2009. Total recurrent and capital expenditure by the state government on education remained nearly the same in real terms between 2002 and 2005.

Table 2.1: Income sources for Kano State Government 1999-2005 (N million)

SOURCE	1999	2000	2001	2002	2003	2004	2005
Nominal terms							
Federation Account	4,177	10,890	14,691	15,956	16,842	23,969	29,468
Internally generated revenue	1,200	1,491	2,035	2,998	2,919	4,033	6,128
Value Added Tax	930	1,088	1,736	2,041	2,495	2,902	3,442
Grants and re-imbursements	328	576	942	585	41	139	32
External loans	459	0	0	0	0	0	0
Internal loans	419	0	0	0	0	0	0
Repayments from beneficiaries	1	173	108	24	1,571	2,528	611
Total	**7,514**	**14,218**	**19,512**	**21,604**	**23,868**	**33,571**	**39,681**
Real terms (2006 CPI)							
Total	**18,284**	**30,548**	**39,535**	**38,923**	**33,819**	**41,190**	**44,755**

26. No state-level GDP estimates are available so it is not possible to estimate the share of public and private expenditure in total state GDP.

Table 2.2: Total state government actual expenditure on education as percentage of total state expenditure, 2001-2005 (N rounded million)

Nominal terms	2001	2002	2003	2004	2005
EDUCATION SECTOR					
Recurrent expenditure	1,756	1,429	1,792	2,930	5,269
Capital expenditure	1,092	1,042	578	1,107	1,829
Sub-total	2,848	2,471	2,370	4,037	7,098
Inconsistency with Tables 2.8, 2.9 and 2.10	na	1,780	2,649	562	-328
TOTAL	**na**	**4251**	**5019**	**4599**	**6770**
STATE TOTAL					
Recurrent expenditure	8,116	9,624	10,430	16,000	19,232
Capital expenditure	10,641	11,222	8,407	7,861	19,143
TOTAL	**18,757**	**20,846**	**18,837**	**23,861**	**38,375**
Education as % total expenditure	na	20.4	26.6	19.3	17.6
Real terms (2006 CPI)	**2001**	**2002**	**2003**	**2004**	**2005**
EDUCATION SECTOR TOTAL	**na**	**7,659**	**7,111**	**5,643**	**7,636**
STATE TOTAL	**38,005**	**37,557**	**26,690**	**29,276**	**43,282**

Note: [1] Excludes local government expenditure on primary education and ETF; [2] there is an inconsistency in data from different source as can be seen by comparing the data here with Tables 2.8, 2.9 and 2.10. There is uncertainty as to what is the correct data, but that shown in Tables 2.8, 2.9 and 2.10 is adopted since it was available in greater detail
Source: Ministry of Finance and Economic Development

Table 2.3: Education recurrent expenditure as a percentage of total state recurrent expenditure, 1999-2005 (N rounded million)

	1999	2000	2001	2002	2003	2004	2005
Recurrent expenditure on education	705	1,194	1,756	1,429	1,792	2,930	5,269
Total recurrent expenditure	3,583	6,909	8,116	9,624	10,430	16,000	19,232
Education recurrent expenditure as % total expenditure	19.7	17.3	21.6	14.8	17.2	18.3	27.4

Note: Actual expenditures
Source: Ministry of Finance and Economic Development

27. The share of the education sector in total state recurrent expenditure increased from 20 percent in 1999 to 27.4 percent in 2005 (see Table 2.3), which is higher than in other states in the north (see Table 2.4). Around 9 percent of total state capital expenditure was budgeted for education but the actual capital expenditure as percentage of total state capital expenditure fluctuated from 7 to 14 percent between 2001 and 2005 (see Table 2.5)

Table 2.4: Share of total state and local government recurrent expenditure spent on education, 2005, selected states

State	State	Local Government (salaries)
Borno	15.3*	11.7
Cross River	19.3	24.6
Enugu	33.7	34.2
FCT	34.4**	34.6***
Jigawa	25.7**	14.7
Kaduna	16.9	27.4
Kano	27.4	18.7
Kwara	34.1*	27.2
Lagos	24.8	na

Note: * estimate using state income less capital expenditure as the denominator, **combined recurrent and capital expenditures, *** 2006 data
Source: Ministries of Finance, SUBEB

Table 2.5: Total and education capital expenditure by Kano State Government, 2001-2005 (N million)

EDUCATION	2001	2002	2003	2004	2005
Budgeted	2,124	2,300	2,427	1,375	2,196
Actual	1,092	1,042	578	1,107	1,829
Actual as a percentage of budgeted	51.4	45.3	23.8	80.5	83.3
TOTAL FOR THE STATE					
Budgeted	23,772	25,839	19,963	15,533	25,283
Actual	10,641	11,222	8,407	7,861	19,143
Actual as % of budgeted	44.8	43.4	42.1	50.6	75.7
Budgeted education as % of total budget	8.9	8.9	12.2	8.9	8.7
Actual education as a % of total actual	10.3	9.3	6.9	14.1	9.6

Sources: Ministry of Budget and Planning and Ministry of Finance

Local government funding

28. Local governments pay the salaries of all staff at primary schools in their jurisdictions. They are responsible for determining staffing levels in primary schools although for all posts above GL6 (which includes all qualified teachers) this has to be approved by KSG. Primary school staffing costs are deducted at source from the Federal Account allocation to each LGA and SUBEB is responsible for salary administration.

29. The contribution of local governments to meeting the staffing costs of primary schools accounted for 49 percent of total recurrent and capital expenditure on education in 2005.[7] Data on the overhead contributions of local governments made independently of SUBEB and SOME could not be obtained, but from visits to primary schools, it would appear that this funding is very limited.

30. The level of support to primary education is very uneven among the 44 local

[7] Table 2.10 gives more detail of expenditures on primary schools

Table 2.6: Share of LGA federal allocation spent on primary school salaries by LGA, 2005, Kano State

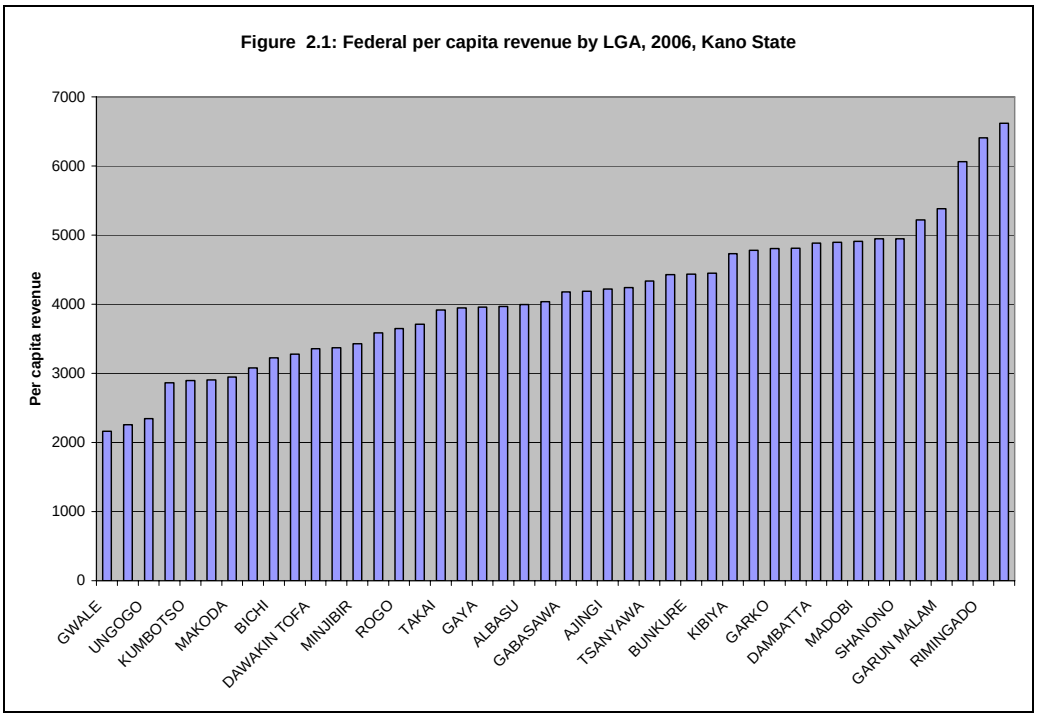
LGA	LGA federal allocation (N m)	Primary school salary bill (Nm)	% primary school pay
KIBIYA	649	58	9
TAKAI	795	80	10
KUNCHI	673	74	11
SUMAILA	857	96	11
AJINGI	734	85	12
MINJIBIR	734	137	12
WARAWA	673	82	12
BEBEJI	746	99	13
TOFA	649	88	14
MAKODA	661	92	14
KARAYE	698	99	14
BAGWAI	722	103	14
TSANYAWA	685	99	14
RANO	710	103	15
GARKO	783	121	15
MADOBI	673	104	15
ALBASU	759	121	16
DOGUWA	722	117	16
KIRU	869	142	16
ROGO	832	136	16
SHANONO	698	116	17
DAMBATTA	1016	173	17
KURA	698	119	17
TWADA	832	142	17
DAWAKIN KUDU	893	154	17
GABASAWA	881	160	18
UNGOGO	869	160	18
GAYA	795	152	19
WUDIL	746	145	19
RIMINGADO	673	132	20
DAWAKIN TOFA	832	165	20
GEZAWA	820	166	20
BICHI	893	183	20
TARAUNI	820	181	22
NASSARAWA	1346	298	22
DALA	1199	268	22
KUMBOTSO	857	196	23
KABO	685	162	24
GWARZO	771	196	25
GARUN MALAM	624	160	26
BUNKURE	759	217	29
FAGGE	844	259	31
GWALE	906	292	32
KANO MUNICIPAL	1126	378	34
LGA Total	35206	6610	19
Inconsistency with SUBEB data	na	-323	na
TOTAL	35206	6287	18

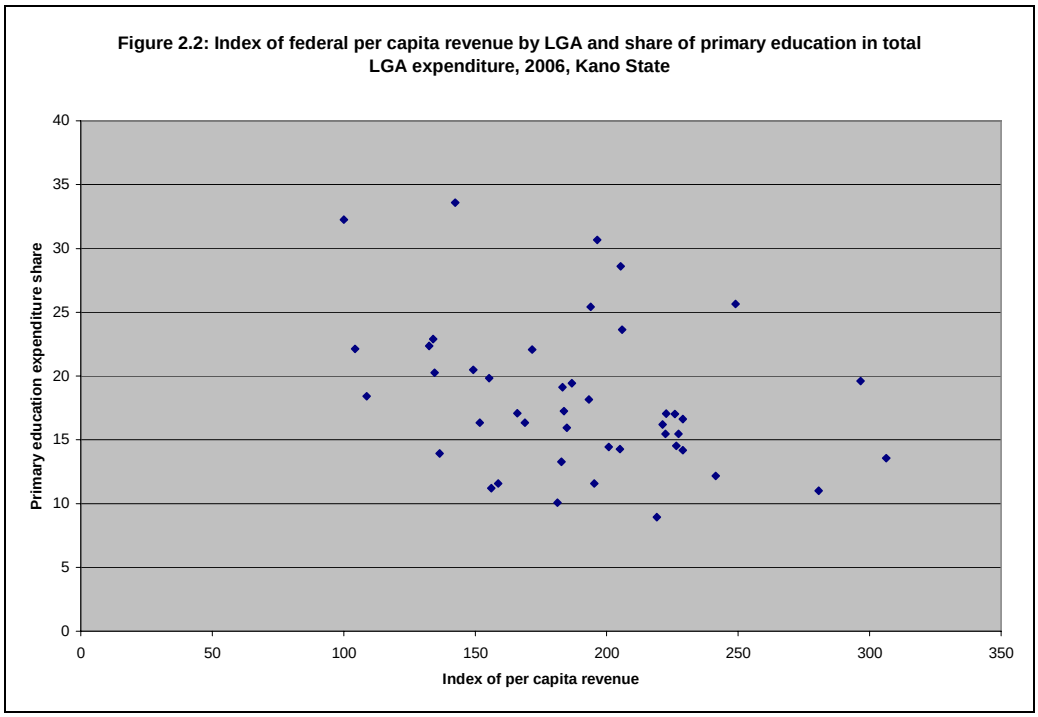
Notes: There is an inconsistency between sources on total LGA education expenditure on staff salaries. The SUBEB data shown in Table 2.10 is adopted

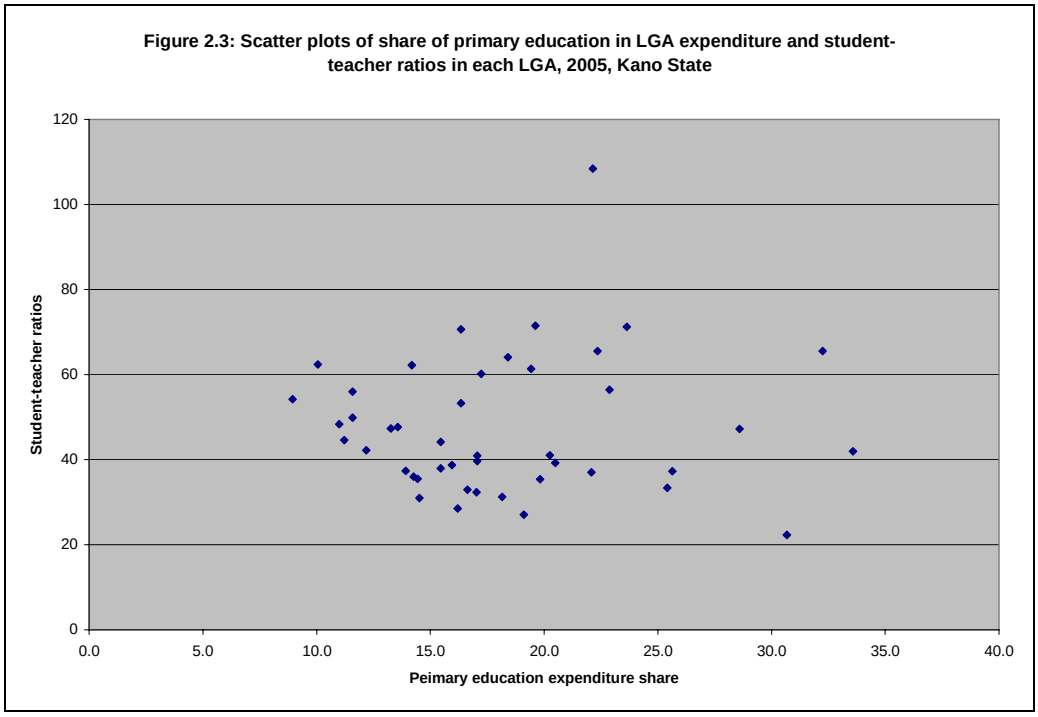
governments in the state. Kibiya LGA only allocates nine percent of its federal account allocation to primary school salaries whereas this share is 34 percent in Kano Municipal LGA (see Table 2.6). There are at least four main reasons for these variations. Firstly, based on the recently released data for LGAs from the 2006 Population Census, per capita federal revenue varies very considerably between LGAs in Kano State (see Figure 2.1). Furthermore, as is the case in most other states, a negative relationship exists between per capita revenue and the share of primary education in total LGA expenditure (see Figure 2.2).

31. In other words, LGAs with relatively high per capita federal revenue allocations tend to allocate smaller shares of their total budgets to primary education and vice versa. Secondly, it may reflect differing levels of commitment by local politicians and elites to primary education because LGAs have decide on the number of primary schools and the number of teachers to be employed in their jurisdictions. Thirdly, rural LGAs are often less able to attract qualified and experienced teachers, who have considerably higher salary costs. And fourthly, LGAs with high population densities usually have to spend more on primary education. The high degree of variability in the LGA funding for primary education highlights a potentially serious drawback in the decentralisation of primary education provision, especially when minimum national standards of service delivery provision are not enforced, as is the case in most states including Kano. In theory, SMOE should enforce minimum standards of service provision, but political and resource constraints have prevented it from doing so. LGAs that spend relatively more on primary education might be expected to have lower pupil-teacher ratios and better enrolment ratios. However, there is only a weak negative relationship between the share of primary education in LGA total expenditure and the PTR (see Figure 2.3). Nor is there any statistically significant correlation between primary education expenditure share and enrolment ratios across the 44 LGAs.

Figure 2.1: Federal per capita revenue by LGA, 2006, Kano State







32. Capital expenditures on primary schooling are also very uneven between LGAs (see Chapter 3).

Federal government funding

33. Under the provisions of the Universal Basic Education Act of 2004, the Federal Government (through the UBE Commission) and FCTA contribute directly to primary and

junior secondary education. The UBEC Intervention Fund comprises of equal matching grants by the Federal government and FCTA. Fixed allocations are made to the type of basic education (pre-primary, primary 65 percent, and junior secondary/upper basic 35 percent) as well as the type of assistance within each of these (construction 70 percent, and instructional materials and staff development 15 percent each).

34. In common with the majority of other states, quarterly disbursements from UBEC have been very slow. As at April 2007, 71 percent of the total matching grant allocation for 2005 and 2006 had been disbursed, which amounted to N 737 million. However, the overall disbursement for all 36 states was considerably lower than this at 53.7 percent. The three main reasons for delays in releasing UBEC matching funds have been unacceptable quarterly action plans submitted by the states, unsatisfactory utilisation of previous UBEC funding, and delays by state governments in making available their counterpart funding in the prescribed manner.

35. The ETF is the other major source of federal funding, which is used exclusively for capital expenditures in the education sector. The total allocation for Kano State was almost three billion between 1999 and 2007, of which 79 percent had been disbursed (see Table 2.7). The per capita allocation to Kano State is the lowest among the nine states where public expenditure reviews have been undertaken.

Table 2.7: ETF allocations and disbursements 1999-2007, SEPER states (N millions rounded)

STATE	ALLOCATION	DISBURSEMENT	% DISBURSEMENT	PER CAPITA (Naira)
Borno	2454	2111	86	509
Cross River	1780	1212	68	420
Enugu	1920	1399	73	397
FCT	1640	1174	72	836
Jigawa	1388	1237	89	284
Kaduna	3065	2546	83	420
Kano	2951	2319	79	247
Kwara	2036	1415	69	597
Lagos	6053	4527	75	502

Note: Disbursements as at 9 May, 2007. SEPER is the acronym for state education public expenditure reviews.
Source: ETF

External funding

36. Apart from the LEAP project funded by USAID, there have been no sizeable donor-funded projects or programmes in the education sector in Kano State. A new World Bank funded project SESP is due to start implementation in 2008 and the state is currently receiving support from the DFID grant CUBE to prepare for SESP.

2.3 EXPENDITURE PATTERNS

Approved and actual expenditure

37. Actual expenditures on education bare little relationship to approved budgets. In every year and for virtually all line items, actual expenditures on education have diverged significantly from approved budgets. Large negative deviations are common with actual spending consistently falling far short of approved estimates. These large deviations of actual expenditure from approved spending are symptomatic of the serious weaknesses in the budgeting process. As noted above, budgets are prepared on an incremental basis upon the previous year's budget and often bear little relation to prevailing practical and operational realities.

Table 2.8: Total public (state and local government and ETF) expenditure on education and training in Kano State, 2001-2005 (N rounded million)

	2001	2002	2003	2004	2005
Administration and support	2,050	1,913	2,004	1,409	1,593
Secondary schools	2,053	1,235	1,542	1,722	3,234
Primary schools	3,965	4,040	4,696	5,253	6,445
Higher education institutions	na	520	820	832	1,045
Other SMOE parastatals	na	Na	Na	349	859
TOTAL	**na**	**7,708**	**9,062**	**9,565**	**13,176**

Sources: SUBEB, TSB, Ministry of Education, Ministry of Budget and Planning
Notes: [1] Administration and support covers SMOE, SUBEB and LGEA own expenditures. [2] It is assumed that expenditure on "Other SMOE parastatals" is 0 prior to 2004, since no data is available and it is suspected that the item was included in "Administration and support" in the accounts prior to 2004

38. Table 2.8 presents total public expenditure by type of education for the period and 2001 and 2005.[8] Complete time series data on expenditure on total education expenditure is not available so it is not possible to calculate trends in real expenditure. It is likely that sizeable variations in inflation rates exist between states in Nigeria, but state-level CPI indices are not available. However, on the basis of the national consumer price index, real expenditure on primary and secondary education fell by 9.6 percent and 12.3 percent, respectively between 2001 and 2005.

Expenditure breakdown by type of education

39. Apart from one year (2004), the total public expenditure share of primary education has remained reasonably constant at around 52 percent during the last four years. The share of secondary education has increased quite appreciably (from 16.0 percent in 2002 to 26.3 percent in 2005) while the share of higher education has been consistently below 10 percent (see Table 2.9).

Table 2.9: Breakdown of public expenditure on education by sub-sector (percentage)

	2002	2003	2004	2005
Admin/support	24.8	22.1	18.4	18.6
Primary	52.4	51.8	54.9	48.9
Secondary	16.0	17.0	18.0	24.5
Higher education	6.7	9.0	8.7	7.9
Total	**100**	**100**	**100**	**100**

Notes: Other SMOE parastatals is included in Admin/Support in 2004 and 2005 since it is suspected that accounts subsumed the item into Admin/Support in prior years

Recurrent expenditure

40. Recurrent expenditure on primary schooling has accounted for well over 90 percent of total expenditure in most years. However, this funding share is a lot more variable for secondary education - ranging from 59 percent in 2001 to 97 percent in 2004 (see table 2.10 and 2.11 and Annex tables 2.1 and 2.2).

Table 2.10: Total expenditure on primary education in Kano State, 2001-2005 (N'000)

Item and contributor	2001	2002	2003	2004	2005
Capital expenditure (SUBEB)	52,266	20,535	555,162	263,727	0
Overhead costs (SUBEB)	325,999	200,354	177,519	68,857	45,804
Personnel costs (SUBEB)	3,463,206	3,665,288	3,865,642	4,823,369	6,287,006
Education Trust Fund	123,220	154,000	98,000	96,800	112,200
Total	**3,964,691**	**4,040,177**	**4,696,323**	**5,252,753**	**6,445,010**

Notes: Excludes capital expenditure by LGEAs
Source: SUBEB

41. Whereas personnel costs have increasingly crowded out overhead expenditure in primary schools, in every year except 2001, at least 20 percent of total recurrent expenditure in government secondary schools has been allocated to overhead costs (see table 2.11). In the past, it has been expected that local governments should allocate the equivalent of 10 percent

[8] There is a tiny inconsistency between the expenditure totals in tables 2.2 and 2.8 for 2005 (of N15 million) due to a typographical error in the state audited financial state. There is, however, a much larger difference for 2004, which, in part, is due to the inclusion of ETF funding and other state government support to education in Table 2.8.

of the primary school wage bill as a contribution to the running costs of primary schools. However, this is no longer the case. SUBEB makes a small contribution to the overhead costs of LGEAs (currently budgeted at N39.2 million), which is 0.6 percent of the total recurrent expenditure on primary education and less than half the contribution made in 2001 (see Table 2.12). Furthermore, most of this amount is absorbed by the LGEAs themselves (for their own personnel costs and running expenses). In real terms, total expenditure on primary and secondary education fell by 6.8 percent and 9.7 percent respectively between 2001 and 2005.

42. SUBEB has begun to conduct regular 'pay parades' where all teaching and non-teaching staff have to report physically with personal identity documentation. The findings of this exercise have still not been disclosed, but it appears that some non-existent (ghost) personnel are being paid. Information was made available for one LGEA, which indicates that pay for non-existent staff amounted to N300,000 per month. Assuming that this LGEA is representative of the remaining 43 LGEAs, then the total amount being misappropriated in this manner is around N110 million per annum, which is 1.7 percent of the total wage bill (both SUBEB and local government contributions) for primary education.

Table 2.11: Total expenditure on secondary education in Kano State, 2001–2005 (N'000)

Item and contributor	2001	2002	2003	2004	2005
Capital expenditure (State Govt)	817,996	238,051	71,688	0.0	845,927
Overhead costs (State Govt.)	109,980	274,879	305,393	587,418	627,830
Personnel costs (State Govt)	1,110,000	1,084,000	1,085,000	1,089,000	1,753,000
Capital expenditure (ETF)	15,000	151,000	80,000	46,000	6,750
Total	**2,052,976**	**1,747,930**	**1,542,081**	**1,722,418**	**3,233,507**

Source: Ministry of Finance & K-TSB

43. Total funding by SUBEB itself on instructional materials and staff development has declined steeply from N248 million in 2001 to just N7 million in 2005. This is despite the fact that 15.0 percent of the UBEC Intervention Fund is supposed to be allocated to 'learning materials'. Slow disbursements (apparently because the state government has not been able to make firm matching fund commitments) appear to be the main reason for this situation.

44. The bulk of overhead expenditure at secondary schools is for foodstuffs for boarding schools and 'upkeep allowances' (see Annex table 2.2). Secondary education is free for girls, so the SMOE funds the bulk of overhead costs at all secondary schools for girls. PTA contributions are, however, permitted.[9] Monthly food expenditure per boarder was around N1400 at one school that was visited.

Table 2.12: Overhead cost on primary education by SUBEB in Kano State, 2001–2005 (N '000)

Expenditure item	2001	2002	2003	2004	2005
Instructional materials	227,850	166,149	126,476	27,633	4,206
Staff development and training	19,818	4,837	18,405	2,058	2,432
LGEAs	78,331	29,369	32,638	39,166	39,166
Total	**325,999**	**200,354**	**177,519**	**68,857**	**45,804**

Source: SUBEB

45. With almost no SMOE funding for learning materials and school running costs, secondary schools for boys are obliged to levy 'registration fees' on each student. At one school visited, these amounted to N750 per year, which is above the maximum of N600

[9] At one girls' secondary boarding school that was visited, the PTA contribution was N300 per annum.

stipulated by SMOE. During the last school year, only around 40 percent of students paid in full, but the Principal stated that no students were sent home for non-payment.[10]

Capital expenditure

46. Total capital expenditure on primary and secondary education was N1.84 billion and N 2.273 billion respectively between 2001 and 2005 (see Tables 2.13 and 2.14 and annex tables 2.3). For primary education, the share is 49 percent for SUBEB, 32 percent for ETF and 20 percent for the LGEAs. The capital expenditure breakdown is 87 percent from the state government and 13 percent from ETF for secondary education.

Table 2.13: Capital expenditure on primary education in Kano State, 2001–2005

Expenditure item	SUBEB		ETF		LGEAs		TOTAL
	N' M	%	N' M	%	N' M	%	N' M
Renovation and rehabilitation of schools	60	86	10	14	-	-	70
Construction of classrooms and offices	685	56	170	14	359	30	1,214
New furniture and equipment	79	21	304	79	-	-	383
Textbooks and teaching aids	57	75	19	25	-	-	76
Constructions of toilets	-	-	82	100	-	-	82
Wall fencing of schools	11	100	-	-	-	-	11
Total	**892**		**585**		**359**		**1,836**

Source: SUBEB and Ministry of Local Government

Table 2.14: Capital expenditure on secondary education in Kano State, 2001-2004

Item of Expenditure	2001 N'000	2002 N'000	2003 N'000	2004 N'000	2005 N'000
Renovation of secondary schools	-	-	3,547	56,183	-
Construction of classrooms and offices	40,807	10,231	523,299	110,858	-
New furniture and equipment	5,562	10,304	13,211	50,302	-
Textbooks and teaching aids	5,897	-	15,105	35,617	-
Wall fencing of schools	-	-	-	10,767	-
Total	**52,266**	**20,535**	**555,162**	**263,727**	**-**

Source: SUBEB

Private funding of education

47. National accounts statistics, which give the relative shares of public and private expenditure on education, are not available. However, data collected for the NLSS in 2005 show that household expenditure per child attending government primary schools averaged N900 for both girls and boys in 2005. The corresponding expenditures for children attending private primary schools are N2,340 for girls and N5,760 for boys (see Table 2.15). Unit household expenditures for public secondary schooling were N2,410 for girls and N3,230 for boys. Uniforms, books and transport account for around 60 percent of total expenditures with fees and PTA contributions amounting to only 15 percent. Average expenditure on a child attending a private secondary school is two-three times higher than for a child studying at a government secondary school. Unlike primary education, no sizeable differences exist on unit expenditures for girls and boys attending private secondary schools.

[10] This could not be independently verified.

Table 2.15: Mean household cost of primary and secondary schooling, 2005 (Naira rounded '00)

	PUBLIC		PRIVATE	
	Female	**Male**	**Female**	**Male**
PRIMARY				
Total	930	900	2340	5760
Uniforms	250	250	380	na
Books	200	300	590	1000
Transport	390	280	0	0
SECONDARY				
Total	2410	3230	5700	5750
Uniforms	700	530	700	710
Books	730	670	1800	1700
Transport	160	570	60	30

Notes: For 5-9 year-olds and 15-19 year-olds for primary and secondary schooling respectively.
Source: NLSS 2005

48. The bottom quintile of households in the rural areas spent, on average, N480 per child who attended school in 2005 compared to N3580 for the top quintile of households. Household expenditure on education in urban areas is much higher (nearly double for the three lowest quintiles) than in rural areas (see Table 2.16).

Table 2.16: Mean household expenditure per student on education by expenditure quintile and location (N/annum)

Quintile	Rural	Urban
1	480	740
2	1760	1240
3	830	1510
4	2840	2161
5	3580	3668

Source: NLSS 2005

49. On the basis of these household expenditure data, total private expenditure on primary and secondary schooling amounts to around N2.5 billion per annum (see Table 2.17), which is only 16 percent of total (public and private) expenditure on education in 2005.

Table 2.17: Household expenditure on education, 2005

	ENROLMENTS ('000)				EXPENDITURE (N m)			
	Public		**Private**		**Public**		**Private**	
	Female	Male	Female	Male	Female	Male	Female	Male
PRIMARY	545	747	53	50	507	672	124	289
JSS	67	158	15	17	162	510	86	98
TOTAL	**612**	**905**	**68**	**67**	**669**	**1182**	**210**	**387**

Sources: EMIS and NLSS

3. SCHOOL ENROLMENT AND ACCESS

50. The first section of this chapter review school enrolments. The second section outlines the overall levels of educational attainment. The third section presents the provision of education by the private sector, while the fourth section describes the available evidence with regard to access inequities for all three main levels of education.

3.1 ENROLMENTS AND TRANSITION RATES

51. According to the EMIS, nearly 1.65 million children were enrolled in primary and secondary schools in Kano State in 2004/05. A total of 1.39 million and 0.255 million children attended primary and secondary schools respectively during this school year (see Table 3.1). Fifty-six percent of all primary school students are classified (by EMIS) as living in 'rural' areas. Total female enrolments at government primary schools increased by eight percent, but declined by threepercent for boys between 2001 and 2005 (see annex table 3.1). The real explosion in enrolments has occurred at secondary schools. Female and male enrolments increased by 53.5 percent and 92.4 percent respectively during the same period.

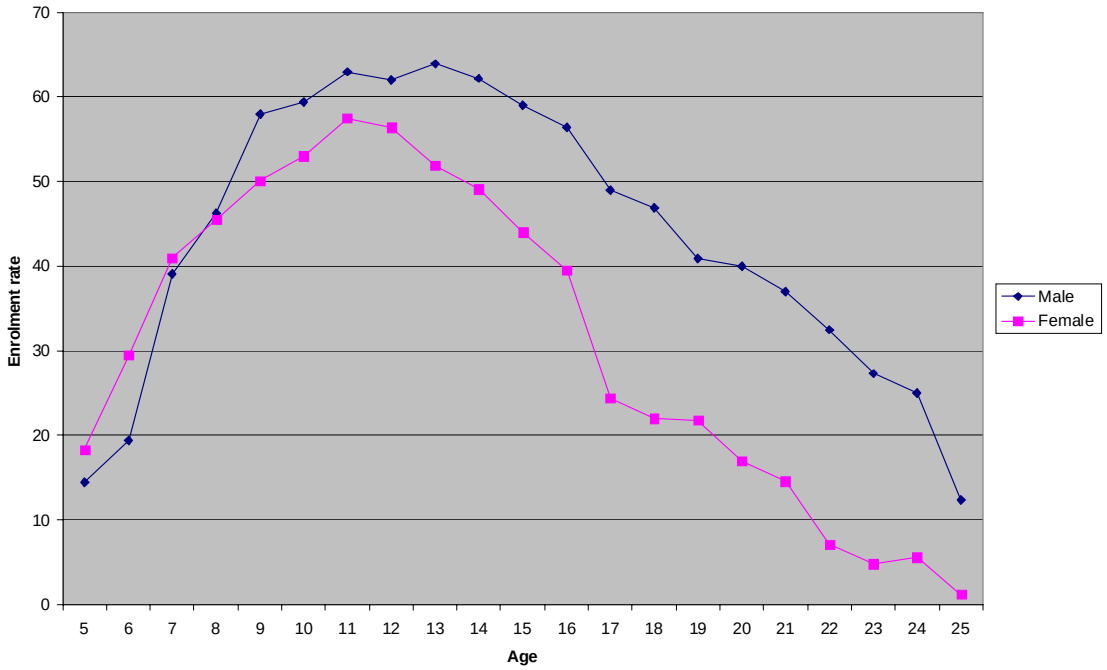
Table 3.1: Total enrolments by level of schooling, gender, location and ownership, 2005

KANO	ENROLMENTS			Of which: RURAL			GROSS ENROLMENT RATIOS		
	Male	Female	All	Male	Female	All	Male	Female	All
	ALL			**ALL**			**ALL**		
Primary	796,649	598,077	1,394,726	60.0	51.6	56.4	94.8	76.6	86.0
JSS	106,852	55,210	162,062	42.0	20.6	34.6	28.3	15.8	22.3
SSS	68,711	26,526	95,237	25.5	17.5	23.3	21.2	9.0	15.4
Total	972,212	679,813	1,652,025	55.6	47.7	52.3	63.0	47.7	55.7
	PUBLIC			**PUBLIC**			**PUBLIC**		
Primary	746,882	544,823	1,291,705	62.7	55.1	59.5	88.9	69.8	79.7
JSS	97,160	46,070	143,230	44.6	22.4	37.3	25.8	13.2	19.7
SSS	61,479	20,723	82,202	27.1	18.5	24.9	18.9	7.0	13.3
Total	905,521	611,616	1,517,137	58.4	51.4	55.6	58.7	42.9	51.1
	PRIVATE			**PRIVATE**			**POPULATION 2005**		
Primary	49,767	53,254	103,021	18.1	15.1	16.5	840,415	781,004	1,621,418
JSS	9,692	9,140	18,832	16.4	11.5	14.0	377,126	349,230	726,356
SSS	7,232	5,803	13,035	12.0	14.0	12.9	324,554	295,024	619,578
Total	66,691	68,197	134,888	17.2	14.5	15.8	1,542,095	1,425,258	2,967,352

Source: Education DataBank, Federal Ministry of Education

52. The most noticeable features of the current attendance rate profiles for females and males are (i) the low enrolment levels for all children aged between five and eight; (ii) attendance rates for boys peak at around 65 percent when they are 13 years old and 58 percent for girls when they are 12 years old; (iii) thereafter gender disparities in enrolments widen very significantly (see figure 3.1).

Table 3.1: Age-specific enrolment rates for females and males aged 5-25, 2006, Kano State



Source: CWIQ

53. There are large differences in primary and secondary school enrolment ratios derived from the ASC database and national household surveys. ASC estimates are likely to be less accurate because they rely on population projections in order to estimate the size of the primary and secondary school age populations. In addition, not all schools are covered by the Census, not all head teachers complete the questionnaire, and not all the information that is provided is accurate. Household survey estimates, on the other hand, are likely to be quite accurate because they are based on large national samples of households who report the actual attendance of household members in all types of education and training. For this reason, household survey enrolment ratios are often relied upon in this report. Net and gross enrolment ratios for primary schooling in Kano State calculated from the CWIQ household surveys are consistently much lower than the EMIS rates (see Table 3.2). The reverse is the case with respect to both net and gross enrolment ratios for secondary schooling. Over-age enrolment is the main reason why both primary and secondary GERs are much higher than the corresponding net enrolment ratios (NERs). Primary and secondary net and gross enrolment ratios for other West African countries are presented in Annex table 3.3.

54. For the age group 20-24, 49.5 percent of girls and 75.2 percent of boys who completed primary schooling went on to junior secondary school. These advancement rates are much higher than the current primary school to JSS transition rates of 38.7 percent for girls and 49.6 percent for boys, which are based on EMIS statistics. Two-thirds of females and three-quarters of males in the age group 20-24 who completed JSS went on to senior secondary school. The current transition rates from junior to senior secondary school (again based on EMIS data) are 82 percent for females and 87 percent for males.

Table 3.2: EMIS (2004/05) and CWIQ (2005/06) net and gross enrolments rates for primary and secondary education

	PRIMARY		JSS		SSS	
	CWIQ	EMIS	CWIQ	EMIS	CWIQ	EMIS
NERs						
Female	41	64	13	9	11	9
Male	49	81	18	15	12	11
GERs						
Female	61	77	31	16	25	9
Male	78	95	56	28	38	21

Sources: EMIS, CWIQ

3.2 EDUCATIONAL ATTAINMENT

Never-enrolled

55. CWIQ survey data for 2006 indicates that 58 percent of females and 37 percent of males aged 15-19 have never attended school (see Table 3.3). The corresponding figures for the 20-24 age group are 70 percent and 38 percent respectively, which shows that impressive progress has been made in raising school attendance rates among girls during the last decade. Currently, 10-12 percent of girls and 4-6 percent of boys aged 14-15 have never been to school. The main reason for non-attendance among the primary school age group is that children are 'too young'. Other factors such as distance to school and school costs do not appear to be major factors (see Annex table 3.2).

Table 3.3: Educational attainment of 15-19 and 20-24 year olds by gender, Kano State, 2006

15-19	Never attended	Incomplete Primary	Completed primary	Incomplete JSS	Completed JSS	Incomplete SSS	Completed SSS	Tertiary	Total
Female	58.1	8.6	11.2	7.3	4.7	5.7	4.1	0.3	100
Male	36.7	16.2	13.2	12.6	5.0	10.3	5.1	0.8	100

20-24	Never attended	Incomplete Primary	Completed primary	Incomplete JSS	Completed JSS	Incomplete SSS	Completed SSS	Tertiary	Total
Female	70.1	2.9	13.7	0.9	0.1	2.1	7.7	2.6	100
Male	37.5	3.3	14.7	6.3	2.8	12.5	17.1	5.8	100

Source: CWIQ

56. While non-attendance is closely linked with poverty, it is noticeable that 24 percent of young women aged 15-19 who are members of the richest 20 percent of households have never attended school (see Table 3.4). Cultural and social beliefs and attitudes, which cut across differences in income and wealth, are therefore likely to be major factors,

Table 3.4: Never enrolled rates for the 15-19 age group by gender and household consumption quintile (percentages)

QUINTILE	FEMALE	MALE
1	67	16
2	9	5
3	17	7
4	18	3
5	24	0

Source: NLSS

Schooling attainment

57. Only one-third of females compared to 47 percent of males in the 15-19 age group have completed the six-year primary education cycle. Only 10 percent of females and 23 percent of males aged 20-24 have completed the full six-year secondary education cycle.

58. Primary school completion rates among the 20-24 age group are 83 percent for females and 82 percent for males. Junior secondary school completion rates are considerably better for females (93 percent), but are still only 86 percent for males. With regard to senior secondary education, completion rates are again appreciably better for females than males (83 percent and 65 percent respectively).

3.3 PRIVATE SECTOR PROVISION

59. According to the NLSS, non-government (i.e. religious, private and community) schools only account for 13 percent of rural and 20 percent of urban primary school enrolments and less than 10 percent in both locations for secondary education (see Table 3.5). Data from the CWIQ household survey also indicate that only around 10 percent of primary and secondary school students attend non-government schools.[11] These figures certainly do not tally with other estimates, which put the number of enrolments at religious schools (Islamiyya, Quranic and Tsangaya) as high as three million (See Kano Situational Analysis p. 7).

Table 3.5: Percentage breakdown of primary and secondary school enrolments by gender, location and school ownership, 2005

	RURAL		URBAN	
	Female	**Male**	**Female**	**Male**
PRIMARY				
Government	81	95	79	82
Religious	10	5	3	4
Private	10	0	18	14
Other	0	0	0	0
SECONDARY				
Government	Na	69	89	83
Religious	Na	0	0	0
Private	Na	0	6	2
Other	Na	31	5	14

Notes: For 5-9 year-olds and 15-19 year-olds for primary and secondary schooling respectively.
Source: NLSS 2005

3.4 ACCESS INEQUITIES

Gender

60. The CWIQ survey indicates that, in aggregate terms, the differences in female and male GERs are 18, 25 and 13 percentage points for primary, junior and senior secondary education respectively. The extent of gender enrolment disparities varies very considerably across the 44 local government areas, especially with respect to secondary schooling (see

[11] For primary schools, 10.4 percent for females and 9.2 percent for males and, for secondary schools, 14.8 percent for females and 6.9 percent for males.

Annex table 3.4). Concerted efforts are being made by the State Government to reduce gender inequalities in the education sector, in particular by making primary and secondary schooling free for girls. This policy appears to be paying dividends because, as noted earlier, gender enrolment gaps have narrowed quite rapidly during the last decade.

Location

61. According to EMIS data, transition rates from both primary to JSS and JSS to SSS vary markedly across LGEAs. It is not possible to derive accurate rural and urban enrolment ratios for secondary education.[12] However, rough estimates for junior secondary education can be calculated from the NLSS. These suggest that there are sizeable differences in gross enrolment ratios between the rural and urban areas of the state, particularly with respect to girls (see Table 3.6)

Table 3.6: Ever-attended net and gross enrolment ratios for junior secondary schooling by gender and location, 2005 (rounded percentages)

	NER		GER	
	Female	**Male**	**Female**	**Male**
URBAN	27	34	35	45
RURAL	16	16	20	31

Source: NLSS

Parental status

62. Among primary school-age children, enrolment ratios are almost the same for children whose mother or father is deceased and for those whose parents are both alive. However, enrolment ratios for children who have only one parent alive are noticeably lower among the age group 12-17 (and especially for maternal orphans) (see table 3.7). The higher direct and indirect costs of secondary education could be a key factor for the lower enrolment ratios among orphans in the older age group.

Table 3.7: Gross enrolment ratios by parental status, 2006 (percentages)

Parental status	**Age 6-11**	**Age 12-17**
Both parents alive	97.5	86.2
Feather dead	97.9	78.9
Mother dead	100	73.8

Notes: No survey information was collected on children who had lost both parents
Source: CWIQ

Income

63. It is not possible to derive robust estimates of enrolment ratios by household consumption quintile for Kano State from the NLSS because over one-third of individuals (cases) have missing values.[13]

[12] This is due to problems with the coding and data entry of secondary schools with the NLSS. Very high percentages of respondents have been coded as having attended lower six and upper six education, which is not the case in Kano State. Table 3.5 is computed from the data fields 'ever attended secondary school' and 'highest class completed'. Given that repetition and dropout rates are very low, these ever attended enrolment ratios are likely to be reasonably close to actual (current) enrolment ratios.

[13] Household consumption quintiles have been calculated from the CWIQ survey, but were not available for this analysis.

Disability

64. According to CWIQ household survey data, 1.0 percent of children aged 7-12 and 1.2 percent between 13 and 18 are 'handicapped', either mentally or physically. The differences in enrolment ratios between disabled and non-disabled children are plus seven percentage points for the 7-12 age group (61 percent disabled, 54 percent non-disabled), but minus 11 percentage points for the 13-18 age group (35 percent disabled, 46 percent non-disabled). Further research is needed to assess in greater detail the patterns of school attendance as well as the learning needs and outcomes among this group.

Minority groups

65. Around 3.5 percent of the school age population are from nomadic households.

4. SCHOOL RESOURCE UTILISATION

66. This chapter reviews resource deployment and efficiency issues in the delivery of educational services in Kano State. The extent to which educational resource inputs are efficiently utilised can only be properly assessed in relation to a standard unit of educational output, which is based on both quantitative (enrolment and grade attainment) and qualitative (learning outcome) indicators. However, assessments of the overall cost effectiveness or productivity of educational service delivery are rarely undertaken in developing countries, due mainly to data limitations. The same constraints apply to Kano State. Consequently, the following discussion focuses on the standard input efficiency parameters in relation to both human resources (teaching and support staff including managers), and physical resources (classrooms and other infrastructure and operational inputs). In addition, unit cost estimates are presented and the available evidence on educational outcomes (in particular repetition and completion rates and examination results) is assessed. Resource utilisation issues in higher education institutions are dealt with separately in Chapter 5.

Incentives and accountability

67. Efficient and effective service delivery in the education sector hinges critically on appropriate incentive and accountability structures. A key finding is that in Kano State, both at state and local government levels as well as the school itself, incentives for managers to economise on resources and maximise input efficiency are very weak. In particular, school managers do not face strong pressures from senior managers nor clients (parents) to utilise school inputs as efficiently as possible. There are a number of reasons for this. Lack of accountability is a fundamental issue. Schools need to be given greater autonomy and made more accountable to parents and local communities. Clear, transparent performance indicators with respect to learning outcomes are therefore essential.

4.1 TEACHING AND SUPPORT STAFF

68. The availability, competence and commitment of teaching and support staff are of paramount importance in ensuring that educational services are delivered efficiently and effectively.

Teacher numbers

69. EMIS and SUBEB/TSB data on primary and secondary school teachers in post are not consistent. There were 41,102 primary school teachers on the SUBEB payroll in September 2006 and 30,729 in December 2005. According to EMIS, only 26,000 teachers were employed at public primary schools in 2004/05 (see table 4.1). The Teachers' Services Board paid 6,162 secondary school teachers in 2004 (and 8,097 in 2006) but, according to EMIS, only 3700 teachers were employed at government secondary schools across the State in 2004/05. Under reporting by EMIS is probably due to not all schools submitting annual census returns.

70. Despite the official freeze on new government posts, SUBEB data indicate that the number of teachers employed at public primary schools increased by about 75 percent

between 2001 and September 2006. According to ASC data, total enrolments at public primary schools did not increase at all between 2001/02 and 2004/05 (which does not seem plausible). Time-series data on the numbers of secondary school teachers could not be obtained.

Table 4.1: Numbers of teachers by type of school and ownership, 2005

	GOVERNMENT			PRIVATE			TOTAL		
	Male	**Female**	**Total**	**Male**	**Female**	**Total**	**Male**	**Female**	**Total**
PRIMARY		3,763		2,227	1,626	3,853		5,389	
	22,265		26,028				24,492		29,881
JSS	1,738	342	2,080	470	160	630	2,208	502	2,710
SSS	932	166	1,098	341	126	467	1,273	292	1,565
TOTAL	24,935	4,271	29,206	3,038	1,912	4,950	27,973	6,183	34,156

Source: EMIS

71. Only 14.6 percent and 16 percent of teachers at primary and secondary schools respectively were women in 2004/2005. The share of women teachers at secondary schools has increased to 24.0 percent since then. The employment policy of not separating married teachers from their spouse means that female teachers are heavily concentrated in Kano and other urban centres, which hampers gender and education objectives in rural areas. For example, 31 percent of secondary school teachers in the Municipal zone, which covers greater Kano, are women compared to only 4.0 percent in Bichi (see annex table 4.1).

Teacher competence

72. The qualification profile of the teaching force is the most commonly used indicator of teacher competence. Currently, 63 percent of secondary school teachers at public schools are university graduates and another 35 percent are NCE and diploma holders (see Table 4.2).

Table 4.2: Teacher qualification profile by level of education and gender at public schools, 2005 (percentage breakdown)

Qualification	Female	Male	All
PRIMARY			
Graduate with teaching qualification	4.7	2.5	3.7
Graduate without teaching qualification	2.2	1.5	1.8
NCE	28.6	17.3	22.9
Diploma	14.1	11.8	12.9
Grade II	25.2	32.1	28.7
Others	25.2	34.8	30.0
Total	**100.0**	**100.0**	**100.0**
SECONDARY			
Graduate with teaching qualification	38.8	43.2	41.0
Graduate without teaching qualification	23.8	20.4	22.1
NCE	25.0	23.9	24.5
Diploma	10.2	10.1	10.1
Grade II	0.4	0.6	0.5
Others	1.8	1.8	1.8
Total	**100.0**	**100.0**	**100.0**

Note: The 'Others' category includes Grade I, HSC/GCE 'A' Level, Special Teachers and WASC/GCE 'O' Level/SSCE
Source: EMIS

According to ASC data, only 27 percent of teachers at public primary schools possessed the NCE qualification or had a university education degree in 2004/05.Only one-third of teachers at private schools were qualified in 2004/05 and 56 percent at private secondary schools.

73. There are growing concerns about the quality of graduates from the teacher training colleges and universities who are joining the teaching profession. Complaints about the competence of newly appointed teachers are commonplace. As discussed below, enrolments at the College of Education in Kano have increased nearly 15 fold since 2000 and the College is now seriously under-resourced.

Teacher motivation

74. Low and declining motivation among teachers at government schools in Kano State is a major concern amongst teachers themselves, their managers and other key stakeholders including parents, politicians and senior officials of the National Union of Teachers.

75. The overall level of commitment of teachers to their work is the outcome of the complex interplay of a variety of intrinsic and extrinsic factors. It is widely accepted that pay, in particular for young teachers who have recently qualified, is seriously inadequate.

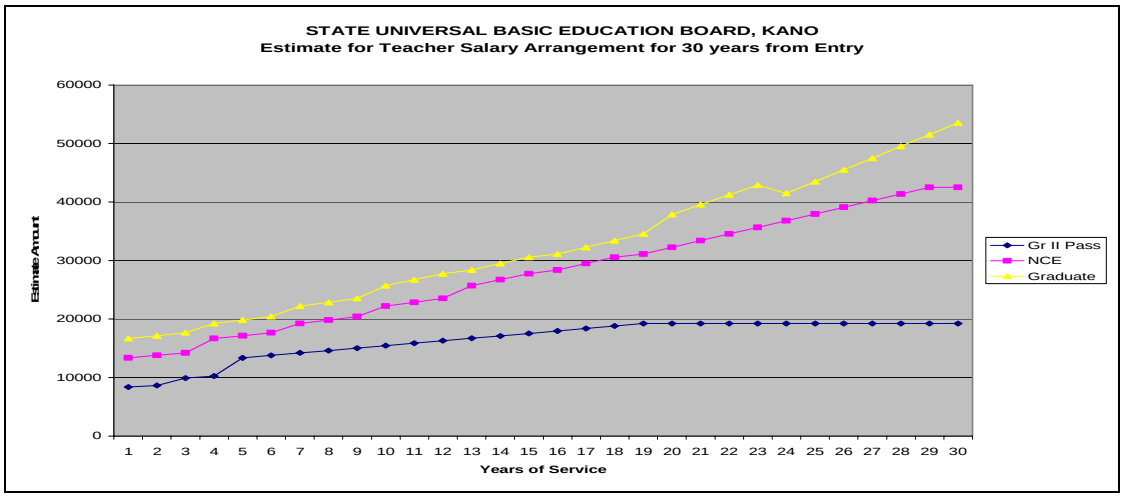
76. As civil servants, both primary and secondary school teachers receive the same pay and other conditions of service as other state government employees. The average monthly gross salary of a primary school teacher is currently (September 2006) only N13,335, which corresponds to around 2.15 as multiple of national GDP per capita. This salary level is very low as compared to other Sub-Saharan African standards (cf. EFA FTI indicative benchmark is 3.5). By African country standards, career advancement opportunities are relatively good. NCE graduates are placed on GL 7 and university graduates with the requisite teaching qualification are placed on GL 8. Salary increments are awarded every year and grade promotions up to Grade 14 take place every three years subject to satisfactory performance (see Figure 4.1). The top (gross) salary of a head teacher with around 30 years of experience is N55,000, which is 3.3 times the starting salary of a graduate teacher. However, promotion opportunities are very limited for Grade II teachers. They are placed on GL 5 and cannot progress beyond GL 7.

77. Most interview respondents estimated that the minimum survival income for teacher with a spouse and two children in Kano is N60,000-80,000 per month. Since the majority of respondents were teachers, it is likely that these estimates are biased upwards. Even so, it is clear that teachers' pay does not nearly cover their basic subsistence needs. Consequently, many teachers are forced to find additional income earning opportunities, which can have a serious impact on their overall motivation. However, the opportunities for earning income from private tuition, which is common in many developing countries, appear to be quite limited mainly because of widespread poverty, especially in rural areas.

78. The Teachers' Service Board was established in April 2004 and is the official employer of all government secondary school teachers. In the two-year period from January 2004 to January 2005, around two thirds of all teachers (4,729) were promoted. LGEAs also regularly promote primary school teachers, but frequently local governments do not have sufficient money to meet the additional salary costs of these promotions.

79. Although teacher motivation is low, annual attrition is reported to be minimal mainly because alternative employment opportunities for teachers are so limited. HIV/AIDS does not appear to have impacted on teacher morbidity and mortality to date. The overall rate of HIV infection among adults aged 15-49 (based on ante natal clinic sampling) was 4.0 percent in Kano State in 2005.

Figure 4.1: Years experience-gross monthly salary for primary school teachers



Source: SUBEB

Teacher deployment

80. The deployment of teachers across the 3,700 or so government schools in Kano State is neither efficient nor equitable. Qualified and more experienced teachers are concentrated at urban schools, which tend to be over-staffed. By contrast, schools in rural areas face major problems in attracting and retaining adequately qualified and experienced teachers. In the 10 most remote LGEAs, fewer than five percent of all teachers are female (see annex tables 4.2 and 4.3).

81. There are fairly widespread concerns about excessive political intervention in the recruitment of primary school teachers by LGEAs. Not only must teachers usually be indigenes of the local government area, but also it is contended that patron-client and other political considerations tend to influence unduly decision-making by local government chairman who typically play a dominant role in the recruitment process. More generally, it is argued that primary education has become a 'political football', which has serious implications for the efficient use and equitable distribution of resources.

82. Figures 4.2 and 4.3 show the scatter plots of teachers and enrolments at primary and secondary schools in Kano State. What is striking is the wide dispersion of teachers employed at schools with the same number of students. The lack of consistent adherence to staffing norms is a key reason for this.

Teacher workload

83. The state of teacher utilisation is presented in Table 4.3. The overall teacher-stream (i.e. class) ratio for public primary school teachers is 1.11 in Kano State. The average pupil-teacher ratio (PTR) was around 49.6, which is much higher than the recommended national norms. The teacher loads of public secondary school teachers only average 21 periods a week at junior secondary and 15 periods per week at senior secondary schools, which are low by international standards.

Figure 4.2: Scatter plot of teachers and enrolments at primary schools in Kano State, 2005

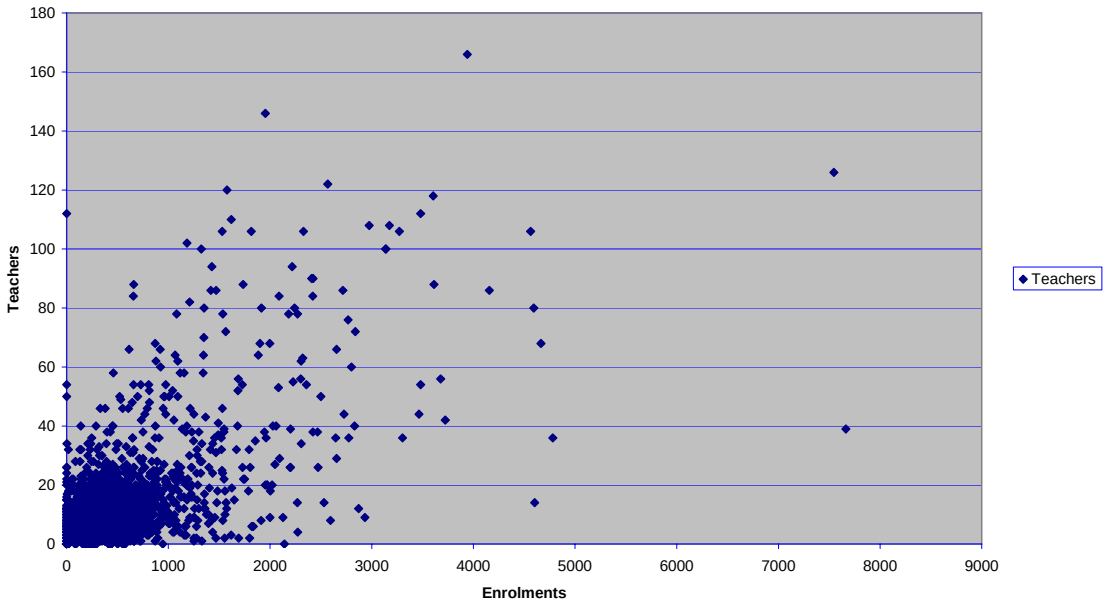


Figure 4.3: Scatter plot of teachers and enrolments at secondary schools in Kano State, 2005

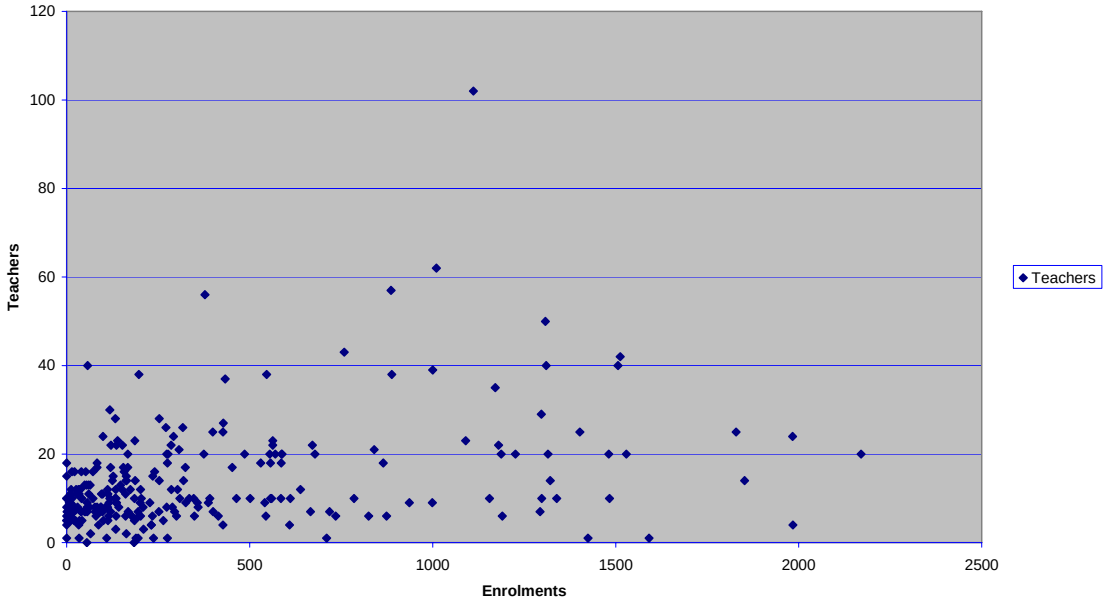


Table 4.3: Status of resource utilization for primary and secondary schooling, Kano State, 2004-2005

	PRIMARY			JSS			SSS		
RATIOS	**Public**	**Private**	**All**	**Public**	**Private**	**All**	**Public**	**Private**	**All**
Student-teacher	49.6	26.7	46.7	68.9	29.9	59.8	74.6	27.9	60.7
Student-qualified teacher	248.4	81.4	215.7	100.2	53.4	90.9	110.5	49.4	94.5
Student-classroom	134.3	52.3	120.3	82.3	41.7	73.9	75.4	34.1	64.7
Student-core text book	2.7	5.3	2.8	5.8	10	6.1	7.1	8.7	7.3
Teacher-classroom	2.7	2	2.6	1.2	1.4	1.2	1	1.2	1.1

Source: EMIS

84. According to ASC data, student-classroom ratios at public primary schools averaged 135 students in 2004/05, which seriously affects the learning environment. In nine out of 44 LGEAs, student-classroom ratios exceed 200 (see Annex table 4.5). Urban primary schools are particularly congested. There is also considerable dispersion across the LGEAs with respect to the other key teacher utilisation indicators (see Annex tables 4.6-4.7).

85. Primary and secondary pupil-teacher ratios in West African countries are presented in Annex table 4.8.

Non-teaching staff

86. According to EMIS, the overall teacher to non-teaching staff ratio is 7:1 for public primary schools and 2.6:1 for public secondary schools. The considerable variation in these ratios that prevails across the 16 LGEAs (see Annex table 4.9) would not occur if standardised norms were uniformly adhered. SUBEB payroll data indicate that the ratio for primary schools is, in fact, almost three times lower at 2.6:1, and that there is at least one support staff for every two teachers in 18 LGEAs.[14] In short, the majority of primary schools have too many support staff. It should be noted that local governments have complete control of recruitment of all personnel up to Grade 5. Moreover, the salary cost of employing a support staff is at least half that of a teacher.

4.2 INFRASTRUCTURE AND LEARNING RESOURCES

School size

87. Government primary and secondary schools are generally quite small in Kano State, which has major implications for resource utilisation and efficiency. Average student enrolment at primary schools is less than 300 in 18 out of 44 LGEAs (see Table 4.4). Private schools are even smaller. Rural schools have much larger geographical catchment areas with low population densities, which means that schools tend to be much smaller than in urban areas.

[14] Mallam LGEA is reported to have more support staff than teachers.

Table 4.4: Average school size (enrolments) by LGEA and school ownership, 2005

		<100	100-200	200-300	300-400	400-500	500-750	750-1000	1000>	Total
PRIMARY	Public	0	0	18	12	5	5	1	3	44
	%	0	0	41	27	11	11	2	7	100
	Private	5	5	6	5	2	4	1	0	28
	%	18	18	21	18	7	14	4	0	100
JSS	Public	1	9	17	9	3	2	1	0	44
	%	*2*	*20*	*39*	*20*	*7*	*5*	*2*	*0*	*100*
	Private	3	5	3	1	0	0	0	0	12
	%	25	42	25	8	0	0	0	0	100
SS	Public	2	6	8	7	1	12	6	0	44
	%	5	14	18	16	2	27	14	0	100
	Private	4	4	1	1	0	0	0	0	10
	%	40	40	10	10	0	0	0	0	100

Source: EMIS

88. Mean pupil-teacher ratios are at least twice as low at school with less than 250 students than they are at larger schools with more than 500 students (see Table 4.5). Given that staff costs account for 80-90 percent of total recurrent costs, this means that unit costs are twice as high at these smaller schools, which employ 27 percent and 40 percent of all primary and secondary school teachers respectively.

Table 4.5: Mean pupil-teacher ratios by school enrolment size, 2004-2005

ENROLMENT RANGE	PRIMARY	SECONDARY
1 to 49	3	3
50-250	42	23
251-500	60	36
501-1000	86	76
1000>	108	188

Source: EMIS

Classrooms and other school buildings

89. Despite some improvements in recent years, classroom accommodation for the large majority of students at both primary and secondary government schools remains seriously sub-standard. Classrooms are seriously congested, especially in urban areas where class sizes frequently exceed one hundred students. Desks and other classroom furniture (teacher table, cupboards, etc) are also very inadequate in most schools with four-five children cramped together on a two-seater bench and many others sitting on the floor. According to EMIS, around one out of five government primary schools are in need of 'major repair' and one out of ten junior secondary schools (see annex table 4.10).

90. Other school buildings, in particular toilets, laboratories, staff rooms, libraries are also generally very inadequate. Concerted efforts are being made to improve the situation, but anecdotal evidence suggests that the quality of new buildings and furniture remains low. For example, at one secondary school that was visited, metal desks that were less than one year old were already virtually unusable.

91. The expenditure of local governments on primary school infrastructure is generally very limited and, again, highly variable. Annual average expenditure on classrooms and offices was just N2.2 million per LGEA between 2003 and 2006. Only half (22) of the

LGEAs incurred any expenditure at all during this period and one local government (Dala) accounted for 45 percent of total expenditure.

Learning materials

92. Given the very limited overhead funding of primary and secondary schooling in the state, textbooks and other essential learning materials are in chronically short supply, which adversely affects the overall effectiveness of schooling provision. It is SMOE policy that each primary school student should have exclusive use of the five core subject textbooks, which is equivalent to a student-book ratio of 0.2:1. The actual ratio is 2.7:1, which is 13.5 times higher than this norm. However, the allocation of 15 percent of UBEC intervention funds to 'learning materials' should, if properly managed, lead to a considerable improvement in the overall availability of core subject textbooks in primary schools in the state.

93. The textbook situation is worse in junior and senior secondary schools with student-textbook ratios of 5.8:1 and 7.1:1 respectively. Students are expected to buy their own textbooks, but the large majority are too poor to buy even one book. Serious shortages are commonplace of other key learning materials and consumables. Again, the availability of textbooks varies markedly among the 44 LGEAs in the state, especially among secondary schools (see Annex table 4.11).

4.3 EDUCATIONAL OUTPUTS

Student repetition

94. The large numbers of students repeating grades is one of the principal reasons for low schooling efficiency in many developing countries. However, only 3.5 percent of primary and 1.0 percent of secondary school students were repeaters in 2004/2005 (see Table 4.6), which is not only low in absolute terms, but is low compared to student repetition rates in other countries in the region (especially Francophone countries) and elsewhere in sub-Saharan Africa. However, late-entries into primary schools result in relatively large numbers of over-aged students (13.3 percent in rural and 17.4 percent in urban areas).

95. Repetition rates do vary appreciably between LGEAs (see Annex table 4.12). The reasons for this require further investigation. Repetition rates are broadly similar at private schools and gender differences are minimal.

Cohort survival

96. Given prevailing levels of poverty and the paucity of attractive employment opportunities for school leavers, dropout rates among both primary and secondary school students are surprisingly low. According to ASC data, withdrawal rates were 0.4 percent for both female and male students at government primary schools in 2004/05. Educational attainment data for 20-24 year olds indicate that primary school survival rates are 90.3 percent for females and 94.7 percent for males. The corresponding rates for JSS are 93.3 percent and 85.8 percent. There are appreciably lower for SSS (females 83.1 percent and males 64.7 percent). Survival rates do not vary significantly between LGEAs. CWIQ data show that the three main reasons for dropping out of school are 'useless/uninteresting' (26 percent of responses), 'got married' (24 percent) and 'expense' (22 percent).

Table 4.6: Internal efficiency indicators for primary and secondary schooling, Kano State, 2004/05

	Primary		JSS		SSS	
PUBLIC SCHOOLS	Female	Male	Female	Male	Female	Male
Repetition	4.1	3.2	0.3	1.2	0.5	2
Dropout	0.4	0.4	0.9	1.1	1.4	1.1
PRIVATE SCHOOLS						
Repetition	2.5	2.9	1.4	2.2	1.6	6.4
Dropout	0.9	0.9	1.6	0.8	1.9	1.0

Source: EMIS

97. Dropout rates can also be derived from CWIQ survey data. These are considerably higher; for primary schooling (PS1-5) 2.9 percent for females and 2.4 percent for males and for secondary schooling (Forms JS1-SS2) 2.8 percent for females and 3.6 percent for males. (see Annex table 4.13). An analysis of the reasons given by CWIQ household students concerning possible reasons why children are 'not currently being in school' shows that none of the usual factors, such as distance to school, early marriage and having to work, appear to be at all important (see Annex table 4.14). Although survival rates are high for basic education, data from the CWIQ survey indicate that around half of 6-11 and 12-17 year-olds identified at least one major problem with their schooling (see Annex table 4.15).

Examination results

98. School students are required to sit three examinations, the Common Entrance at the end of PR6, the Qualifying Examination at the end of JS3, and the Senior School Certificate of Education at the end of SS3. There are two examination boards for the SSCE, namely the National Examinations Council (NECO) and the West African Examinations Council, which administer the West African Senior Secondary School Certificate of Education (WASSCE).

99. The results of 2005 Common Entrance Examination show that, with respect to mean scores obtained in the four examination papers (English, maths, history and Arabic), there is relatively little variation between the LGEAs; 31 out of 44 had a mean score in the 55-65 percent range and only two had a mean score of less than 50 percent. However, LGEA performance is a lot more variable with respect to the proportion of candidates obtaining a mean score of more than 40 percent. The worst performing LGEA was Kibiya with 44 percent of candidates with aggregate scores of less than 40 percent and the best performing LGEA was Dala with only 6 percent of students failing to obtain this score. Boys out-performed girls in English (with overall mean scores of 55.4 and 40.4 respectively) and maths (37.9 percent and 29.6 percent) in all but two LGEAs. The low scores in maths are of concern. Another notable feature is that only 59 percent of students enrolled in PR6 in 2004/05 took the Common Entrance examination.

100. An even lower percentage (54 percent) of JS3 students took the Qualifying Examination in 2005, which again is a major source of inefficiency in the school system. Up until 2004, only around 4-5 percent of candidates obtained five credits or more. However, this increased to 14 percent in 2004 and 20 percent in 2005. It seems improbable that learning outcomes could have improved so dramatically in two years, which suggests therefore that examination standards were considerably lowered. There are large differences in pass rates between the 10 educational zones ranging from only 7 percent of candidates obtaining five credits of more in Rano to 40 percent in Gaya. The reasons for this improving trend in JSCE performance and zonal variations need to be explored in greater detail. Private schools did relatively well in 2004 but then performed very poorly in 2005.

Table 4.7: Percentage of candidates taking the Qualifying Examination obtaining five or more credits by Education Zone, 2004 and 2005

ZONE	2004	2005
Bichi	13.3	28.3
Danbatta	13.6	22.1
Gaya	55	40.3
Gwarzo	12.7	22.5
Minjibir	18.9	22.5
Municipal	11.4	15
Nassarawa	11.9	23.7
Rano	8.6	7.3
Wada	11.5	18.8
Private schools	33.5	15.6

Source: SMOE

101. A total of 38,485 individual candidates sat the WASSCE and NECO examinations in 2005. SS3 enrolments were less than 28,000 in 2004/05.[15] Examination performance has declined particularly steeply for the NECO exams since 2001 (see Table 4.8). Only 3-4 percent of candidates obtained five credit passes or more in either examination. Five credit passes with maths and English is the normal minimum entrance requirement for universities and teacher training colleges so it would appear that large number of SSS leavers are being admitted to HEIs without the requisite qualifications. This is certainly the case for the teacher training colleges, which have introduced one-year remedial pre-NCE courses and allow students to obtain the required SSCE qualifications while or even after they have left college.

Table 4.8: Percentages of WASSCE and NECO candidates obtaining three and five credits, 2001-2005

	2001	2002	2003	2004	2005
WASSCE					
5 credits	14.1	4.6	3.2	1.8	4
3 credits	35	22.1	19.9	12.3	19.9
Candidates	5259	12176	10712	12853	14602
NECO					
5 credits	24.5	26.8	24.4	4.1	2.8
3 credits	46.9	69.5	51.5	17.7	11.8
Candidates	18178	18476	18471	20171	23883

Source: SMOE

4.4 PUBLIC EXPENDITURE PER STUDENT

102. Public expenditure per student was N4,902 at government primary schools and slightly more than double this, at N10, 611, for secondary schools in 2004/2005. The corresponding figure for higher education institutions is N25, 866 (i.e. a ratio of 1:5.3 with primary education). Unit expenditures for individual HEIs are presented in Chapter 5. Unit cost differentials between primary and secondary schooling in sub-Saharan Africa are typically much higher than this (in the range of 1:3-5)[16] and well over 1:30 between primary and higher education. The unit cost differentials in Kano State are, therefore, relatively quite compressed. A key reason for this is that, unlike in many countries, primary and secondary

[15] It is not clear why there is such a large divergence between total candidates and SS3 students. Some students may take both the WASSCE and NECO examinations.

[16] See World Bank. 2007. Secondary Education in Africa. Final report.

teachers are on the same salary scales and primary schools are relatively over-staffed. The limited public funding of higher education institutions is also a contributory factor.

5. HIGHER EDUCATION

103. This chapter focuses on enrolments, public expenditure, and resource utilisation in the higher education sector in Kano State. The discussion comprises the following sections: a brief description of higher education provision, the higher education policies of the state government, student enrolments, funding and expenditure, and resource utilisation. The University of Bayero and other federally funded training institutions and activities (for example, for the police) are not included in this analysis.

5.1 HIGHER EDUCATION PROVISION

State higher education institutions

104. The state government has overall responsibility for the following ten HEIs:

Ministry of Education

- Aminu Kano College of Islamic and Legal Studies, Kano
- Audo Bako School of Agriculture, Danbatta
- Kano State College of Education, Kano
- Kano College of Arts, Science and Remedial Studies, Kano
- Kano State Polytechnic, Kano
- Kano University of Science and Technology, Wudil

Ministry of Health

- School of Nursing, Kano
- School of Midwifery, Kano
- School of Health Technology, Kano
- School of Hygiene, Kano

105. All the higher educational institutions under the Ministry of Education enjoy autonomous status. They are at liberty to generate revenue and incur expenditures in line with state government guidelines. However, the training institutions under the Ministry of Health are treated as ministry departments and thus have little organisational autonomy.

Institutional profiles

106. Aminu Kano College of Islamic and Legal Studies: The College was established in 2003 when it was detached from the Polytechnic. The College runs two-year national diploma courses in Sharia and civil law, Arabic and qur'anic studies, languages and general studies. Currently, a total of 8,098 students are enrolled on a full-time basis. In 2004, the College received a special capital grant from the state government of N40 million for the construction of a large lecture theatre (seating 550) and another N7 million for the construction of additional lecture halls and office blocks. The College has also benefited from ETF intervention funds of N5 million for the construction of additional classrooms. Substantial additional funding is needed in order for the College to operate effectively.

107. Audu Bako School of Agriculture: The School was originally established in the mid 1960s to train agricultural extension workers. It is located at Danbatta about 40 kilometres from Kano city centre. Courses are offered at the higher and national diploma and certificate levels. Since 2003, total enrolment has not exceeded 450 despite the fact that enrolment capacity is three times higher than this. The main reasons why the School has not been able to attract students are its rural location, the low demand for agricultural training among school leavers, and the limited resources at the School. Some local governments have sponsored students, but this has not noticeably boosted enrolment levels. During the last three years, the School received only N11.6 million as a capital grant.

108. Kano State College of Education: The College provides pre-service NCE teacher training for both primary and secondary schools. The College has five schools (Arts, Social Sciences, Languages, Applied and Natural Sciences, Vocational Education). In 2002, the government was forced to increase staff salaries at the higher education institutions. As a result, virtually all overhead funding for HEIs was suspended. This, in turn, forced the College to increase rapidly its student intakes in order to raise revenue to finance daily operations. However, the number of classrooms, teaching staff and facilities has not kept pace with this rapid expansion in enrolments. Capital funding from the state government and the ETF has also declined and the College only receives very minimal overhead funding for examinations and equipment and materials for accreditation inspections.

109. Kano College of Art, Science and Remedial Studies: CASRS was established in 1972. The main objective of the College is to upgrade the qualifications of SSS leavers so that they can be admitted to university and other HEIs. The College also trains teachers to the diploma level. The main teacher training courses are the Interim Joint Matriculation Board (IJMB) of the Ahmadu University Zaria, one-year pre-degree science course for Kano University of Technology, remedial programmes, and diploma course in English education and mathematics education.

110. The College is located in the heart of Kano city, which makes it accessible to a large number of students. Students are expected pay annual registration fees ranging from N3, 000-5, 000. The overall levels of enrolments and graduates have been relatively stable during the last five years. The school has a good number of classrooms and more classes are under construction. Like other institutions in the state, the College receives additional revenue from the State to facilitate examinations while the management of the College is expected to sources funds internally to run daily operations. The institution has 109 teaching staff and 109 non-teaching staff. Although the College is not in dire need of additional teachers for many courses, additional teachers for English and mathematics are urgently required. In a recent selection exercise for English and maths lecturers, not one of the eligible 10 university graduate candidates passed the GCE 'O' level examination paper, which was used as the assessment instrument.

111. Kano State Polytechnic: The Polytechnic was established to develop vocational, engineering, art and design; and other technical skills for the teeming youth population of the state. Management, office and other business-related courses are also offered. It has the following four schools:

- The School of Technology runs 22 courses in ceramics, graphics, textiles, printing technology, statistics, computing, science laboratory and mechanical and electrical engineering. Female students comprise less than 10 percent of total enrolments.
- The School of Management Studies has 32 courses covering public administration, banking and finance, marketing, accountancy, catering and hotel management,

confidential secretary, and store keeping. About 30 percent of the students are women.

- The School of Environmental Studies, which is located at Gwarzo, has seven training programmes, including architecture, building and quantity surveying. In 2003 and 2004, over 200 students were enrolled, but only three of these were women.
- The School of Rural Technology and Entrepreneurship Development is located at Rano. Fourteen courses are offered leading to the award of higher diplomas, diplomas and certificates in local government, social administration, and community development.

112. Enrolments have more than doubled from 5,200 in 2001 to 11,600 in 2005. The Polytechnic has recently received a capital grant of N135 million (the highest in more than five years) in order to finance the establishment of the School of Environmental Studies and upgrade the facilities at the other schools in preparation for accreditation exercises.

113. Kano University of Science and Technology: KUT was set up to develop science and technology competence at the highest level in the State. The University has 1, 343 students and 90 part-time and full-time teaching staff. The four main faculties are agriculture and agricultural technology, environmental science, engineering, and science and science education. Teaching facilities are generally very inadequate. The University currently only receives N50 million per annum from the state government for overhead expenses, which is less than five percent of what was requested. Internal income generation activities are limited and there are no sizeable outside donors or benefactors. The University has been able to utilise ETF funds to construct additional classrooms and upgrade some programmes to satisfy accreditation requirement. Most of the degree programmes have now been awarded interim accreditation.

Ministry of Health

114. The MoH has four training schools for general nursing, midwifery, heath technology, and hygiene. MoH headquarters directly controls all revenues and expenditures of theses schools. Students take the examinations of the national professional bodies in their field of specialisation. Teaching staff employed at these training centres do not benefit from the HATISS salary structure as the conditions of service are the same as for the civil service as a whole, which are not sufficient to attract and retain high quality teaching staff. It is a common practice to find staff having part time jobs to supplement their earning across the institutions.

115. Staffing constitutes a serious problem in these schools. The School of Nursing has only six lecturers for its professional courses. About 400 students are enrolled, but there no laboratories and furniture and equipment is in very short supply. The School of Hygiene runs more than ten different courses, but there is no running water and the library is dilapidated and half empty. Monthly funding for overhead expenses is a just N15, 000 for each school regardless of enrolments and other specific needs.

5.2 HIGHER EDUCATION POLICY

116. Currently, the state government does not have a well-defined policy framework for higher education. At various times, the state government has attached higher priority to science and technology and other specific subjects. To this end, the Kano University of Science and Technology was established in 2002. More recently, entrepreneurship and Islamic studies have been prioritised, which has resulted in the expansion of the Polytechnic and the establishment of the Aminu Kano College of Islamic and Legal Studies.

117. The Kano state government also has a policy of free (or very low cost) education for all. At the same time, however, all the HEIs are expected to generate a sizeable part of their

operational funding requirements. All students from Kano State receive a bursary of around N12,000 per annum.

118. As noted earlier, the state government is in the process of developing a new policy framework for higher education. This will need to address the following challenges.

119. Human resource planning. No robust assessments exist of high and middle level human resource requirements for the state. In the early 1980s, the state government had a vision of producing large numbers of technicians and medical doctors, which resulted in the mass sponsorship of students to Bulgaria and Russia. At the same time, the allowances paid to secondary school students were suspended in order to redirect funds to this objective.

120. Being a predominantly agricultural state, it is essential that a major focus of human resource development is meeting the needs of the agriculture sector and, more generally, the rural economy in order to promote economic growth and reduce the overall incidence of poverty. And yet, the School of Agriculture, with a student population of less than 500, is the smallest and the most under funded HEI in the state. Similarly, the Polytechnic's School of Technology is chronically short of the necessary equipment and materials that are required for essential practical training and students at the School of Nursing also complain bitterly about shortages of teachers and training facilities.

121. Weak linkages: Relationships between the HEIs are generally weak. The SMOE's Educational Resource Department, which is expected to guarantee the quality of education, is also almost completely detached from the higher education sector. The close relationship between KUT and CASRS is a notable exception.

122. Policy priorities and trade-offs: The state government is yet to decide whether resources should be concentrated on a limited number of high-priority human resource development goals at a few HEIs or whether to spread the available resources thinly across all institutions and maximise enrolments regardless of training quality. Political considerations tend to result in the latter course of action being followed.

123. In the absence of a clear human resource development strategy, there is no explicit plan for the overall capital development of the sector as a whole. The approved annual budgetary allocations, which are mostly intended to ensure that institutions are able to satisfy federally-prescribed accreditation requirements, are only partially implemented. It is also worth noting that, while the College of Islamic and Legal Studies benefited from special state grants that has resulted in the construction of three new teaching buildings, the College of Education, which is expected to train science and technology teachers has not been so fortunate. At KUT, students have to move chairs from one class to the next due to the lack of furniture and inadequate classrooms.

124. Unity of direction: Well-defined goals reduce the tendency for people to work at cross-purposes. The State has a free education policy. And yet, with the exception of KUT, all HEIs have to generate all their own income in order to fund their recurrent operations. This, in turn, has led to the introduction of various student charges and the very rapid expansion in enrolments in order to generate sufficient revenue to meet institutional running costs. Consequently, HEIs, which were originally designed to accommodate no more 2-3,000 students are now enrolling more than 15,000 students, but continue to rely on almost the same number of teaching and support staff and, in some instances, the same building structures. In 2003, for example, the College of Islamic and Legal Studies gained its autonomous status with a population of 3,101 students. Within three years, total enrolments

exceeded 8, 000 students. Even more dramatically, enrolments at the College of Education at Kumbutso have risen fifteen-fold in less than five years - from around 1,000 students in 2001 to over 15, 000 in 2005/06.

5.3 ENROLMENT AND ACCESS

Post-secondary enrolment ratios

125. Data from the CWIQ survey show that, while net enrolment ratios for post-secondary education (based on the standard age cohort for this category of education of 18-20) are miniscule, gross enrolment ratios are 4.0 percent for females and 17.7 percent for males. Enrolments are heavily weighted towards polytechnic/professional and university education with only small shares for 'vocational' and 'technical' education (see Table 5.1). With virtually no human resource planning being undertaken, it is difficult to tell whether this pattern of enrolments is in any way distorted or dysfunctional as is sometimes suggested.

Table 5.1: Percentage breakdown of type of students undertaking post-secondary education and training, 2006

TYPE OF EDUCATION/TRAINING	FEMALE	MALE
Teacher training college	9	6
Vocational	7	3
Technical	0	4
Polytechnic/professional studies	64	57
First degree	16	27
Higher degree	5	3

Source: CWIQ

Aggregate enrolment and enrolment trends

126. Around 41,000 students were enrolled at the ten HEIs in 2005/06 compared with only 14,600 in 2001 (see Table 5.2). Enrolments at some HEIs have increased very rapidly, while at others, enrolments have increased relatively little over the last five years. Enrolments at the State College of Education at Kumbotso are excessive both in relation to training capacity and overall (effective) labour market demand for teachers. KUT and the College of Agriculture have very low enrolments mainly due to their remote locations and the science and technology biases of their course offerings. Transportation and living expenses as well as lack of effective promotion of science and agricultural courses at secondary levels further discourage enrolments. KUT is trying to remedy this problem by having some of its remedial courses taught at CASRS. Unless, however, the notion that science and agriculture are not marketable is changed, Kano State will continue to experience mass enrolments in arts courses and relatively low enrolment in the fields of science, technology and agriculture. This trend has so far affected the quality of delivery in arts and humanities, through over-enrolment relative to capacity, and has further contributed to the backwardness of the State in science and technology.

Table 5.2: Enrolments at HEIs in Kano State, 2001-2006

Institution		2001	2002	2003	2004	2005	2006
Kano State Polytechnic	Female	1013	1676	2312	1682	2240	na
	Male	4188	5260	6617	8160	9357	na
	Total	5201	6936	8929	9842	11597	na
Kano University of Technology	Female					128	na

	Male					967	na
	Total					1095	na
College of Islamic and Legal Studies	Female	500	800	1200	2408	3519	4205
	Male	1880	1700	1901	2660	3283	4049
	Total	2380	2500	3101	5068	6802	8254
Kano State College of Arts, Science and Remedial Studies	Female	607	642	708	748	432	na
	Male	2868	2520	2664	2780	1937	na
	Total	3475	3162	3372	3528	2369	na
College of Education	Female						
	Male						
	Total	2599	4447	4935	9215	11419	15174
College of Agriculture	Female		1	10	10	4	6
	Male		231	255	440	333	414
	Total		232	265	450	337	420
School of Hygiene	Female	248	436	473	341	359	na
	Male	244	574	668	393	308	na
	Total	492	1010	1141	734	667	na
School of Nursing	Female	149	158	228	281	297	199
	Male	96	94	88	103	115	75
	Total	245	252	316	384	412	274
School of Health Technology	Female		116	145	282	225	na
	Male		152	124	308	274	na
	Total		268	269	590	499	na

Source: Institutional records

Access inequities

127. Female students account for around one-third of total higher education enrolments - up from 27 percent in 2001. However, women students are still mainly concentrated in relatively few occupational areas, most notably teaching and nursing, which are traditionally more female-dominated. At the College of Islamic and Legal Studies and the four health-related institutions, over half of students are women. The percentage of female students in technical and engineering courses at the Polytechnic is less than 10 percent.

128. The overall cost of attending HEIs prevents most young adults from poor households from accessing higher education. Individuals from richer households are heavily over-represented in terms of overall enrolments (see Chapter 6). Tuition and other fees/charges are not high in absolute terms (averaging around N4000 per annum), but students must also find money for accommodation, food and books.

129. In terms of spatial distribution, only two out of the 10 HEIs are located outside Kano, the state capital, namely KUT and the College of Agriculture. Although both institutions are within a 50-kilometre radius of Kano, their locations pose major problems in terms of student demand and staffing. Two of the Polytechnic's four campuses are also situated in rural areas.

5.4 FUNDING

The budget process

130. As noted earlier, all state HEIs in Kano State enjoy a large degree of operational and financial autonomy. The total budget allocation for the higher education sector is determined after the various institutions have prepared and defended their budget proposals at the Ministry of Education. In the absence of a comprehensive and clearly defined state policy and strategy for higher education in the state, the budget proposals largely emanate from the

divergent needs and requirements of each HEI. Occasionally, the state government specifies budget ceilings for each institution, but these are largely determined by the overall financial position of the State rather than on the basis of the level of development, size or needs of each institution.

Approved and actual funding

131. Large divergences exist between approved and actual budgets for all the HEIs (see Table 5.3) Once the budget has been approved, KSG subventions (which are used to meet salary and operational costs) should be released to each institution at clearly specified intervals. However, this rarely happens. For example, for the last two years, the School of Agriculture has received nothing even though the approved overhead budget was N121 million. In 2004, only 55 percent of the approved budget was released. Only KUT and Kano Polytechnic have consistently received portions of their overhead budgets. Currently, KUT is the only HEI that receives any overhead funding (but only N50 million in 2006).

Revenue sources

132. The two main sources of income for HEIs are state government annual subventions and their own internally generated revenue. The state subventions only cover salary costs, which means that HEIs have to generate all their own income to meet overhead (running) costs. The ability to generate internal revenue varies considerably among the ten HEIs. Whereas the Polytechnic is in a good position to tap into relatively lucrative training markets in management and computing, the scope for part-time courses is quite limited at the other HEIs.

Table 5.3: Approved budget estimates and actual funds released, 2001-2004, (N million)

Institution	2001		2002		2004	
	Approved	Actual	Approved	Actual	Approved	Actual
College of Agriculture	21	0	100	0	15	7
College of Islamic & Legal Studies	30	0	130	0	52	9.7
Polytechnic	77	22.1	214.6	42.2	57	5.3
College of Education	83.7	38.9	85.8	0	35	21
CASRS	18.6	5.7	17.7	7.9	14	0
KUT	400	251.4	684	193.2	80	76.3
Sub-total	630.3	318.1	1232.1	243.3	253	119.3
Inconsistency with Table 2.8	na	na	na	276.7	na	712.7
Total	na	na	na	520	na	832

Source: State Ministry of Education

133. All HEIs are also severely constrained in the level of tuition fees and other charges that they can levy for full-time students mainly because the ability of students to pay is limited coupled with the state government's policy of free education.

134. All state-supported HEIs are required to operate a contra-entry accounting system where all the internal revenue from registration fees and other student charges can be spent on overhead costs. At Kano Polytechnic and Aminu Kano School of Islamic and Legal Studies, students from Kano State are expected to pay between N4,000 and 7,000 as registration fees. Students at the MoH training schools pay up to N15,000 per annum (depending on the course) on registration and examination fees. Non-Kano students are required to pay additional tuition fees of N10-15,000. Thus, registration fees are the only major source of dependable funding for HEIs in the State.

135. All the HEIs are in urgent need of additional funding. Unless the level of funding is improved, the institutions will come under increasing pressure to increase registration fees and/or further expand student intakes. These options, however, would require that the state government revise its policy of free education and/or significantly increase funding for the State Scholarship Board. Higher fees would further restrict access to HEIs by children from poorer households and further sizeable increases in enrolments would almost certainly lead to lower quality of outputs.

5.5 EXPENDITURE

136. The financial situation of the Ministry of Health (MoH) training schools is particularly parlous. This is because the schools are not in a position to play active role in budget proposals and implementation. The schools' capital grants are usually decided and spent at the Ministry. Consequently, they lack basic equipment, books and staffing to train nurses and other health workers.

137. Senior management and teaching staff all argue that the very limited financial support to HEIs is not only inequitable, but it is simply not possible to maintain adequate training standards, which is seriously undermining human resource development in the state as a whole. Effective poverty reduction depends critically on the availability and quality of basic public services including education, health, law and order, and transport and utilities infrastructure.

Recurrent expenditures

138. Funding for key consumables and other overhead costs is seriously inadequate at all HEIs. The adverse impact on the quality of training is particularly marked in science and technical courses, which require significant inputs for experiments and practicals.

139. The MoH training institutions operate the civil service salary structure while those under the Ministry of Education are paid according to the Harmonised Tertiary Institution Salary Scales, which are countrywide. KSG contributes virtually no funding for overhead expenditures, which, therefore, have to be funded from internally generated revenue (principally student fees).

Capital expenditure

140. The Educational Trust Fund (ETF) has been the main source of funding for construction and equipment in recent years. The state government also provides limited capital funding for HEIs. Most institutions utilise part of their internally generated funds to finance capital projects.[17] Benefactors have been an important source of support at some HEIs (particularly KUT, Kano Polytechnic and Aminu Kano College). However, external donor support for higher education in the state has been minimal.

Table 5.4: Revenue and expenditure of HEIs, 2002-2006

	2002	2003	2004	2005	2006*
KANO STATE POLYTECHNIC					
Public funding					
Overheads	0	0	0	0	0
Emoluments	221.9	225.6	255.5	316.5	244
Capital (SMOE)	23.3	15.7	15.7	134.9	20.5
Capital (ETF)	0	0	0	0	0
Sub-total	245.2	241.3	271.2	451.4	264.5
Internally Generated Revenue	58.8	71.3	85.9	127.7	54
TOTAL	**304.0**	**312.6**	**357.1**	**579.1**	**318.5**
KANO UNIVERSITY OF SCIENCE AND TECHNOLOGY					
Public funding					
Overheads		32.6	39.6	128	50
Emoluments		69	74	76	249
Capital (SMOE)		155	80	140	
Capital (ETF)		40	30	40	
Sub-total		296.6	223.6	384	
Internally Generated Revenue		3	3.5	5	
TOTAL		**299.6**	**227.1**	**389**	
COLLEGE OF ISLAMIC AND LEGAL STUDIES					
Public funding					
Overheads		0	0	0	0
Emoluments		36	43.5	64	
Capital (SMOE)		0	0	51.1**	57.1**
Capital (ETF)		0	0		
Sub-total		36	43.5	115.1	
Internally Generated Revenue		13.4	24.5	24.5	
TOTAL		**49.4**	**68**	**139.6**	

[17] This explains why the figures reported by the schools on capital expenditures are different from those obtained from the Ministry.

Table 5.4 (cont.): Revenue and expenditure of HEIs, 2002-2006

COLLEGE OF ARTS, SCIENCE AND REMEDIAL STUDIES					
Public funding					
Overheads		0	0	0	0
Emoluments		68.1	73.6	80.9	109.4
Capital (some)		10.9	6.4	9	17.8
Capital (ETF)		0	0	0	0
Sub-total		79	80	89.9	127.2
Internally Generated Revenue		4.7	4.7	7.9	8.9
TOTAL		**83.7**	**84.7**	**97.8**	**136.1**
COLLEGE OF EDUCATION					
Public funding					
Overheads	0	0	0	0	0
Emoluments	146.5	185.7	224	264	
Capital (some)	0	0	27.5	6	
Capital (ETF)					
Sub-total	146.5	185.7	251.5	270	
Internally Generated Revenue	15.7	21.7	34.1	38.5	
TOTAL	**162.2**	**207.4**	**285.6**	**308.5**	
COLLEGE OF AGRICULTURE					
Public funding					
Overheads					
Emoluments					
Capital (some)				11.6	
Capital (ETF)			7.6	23.2	
Sub-total					
Internally Generated Revenue					
TOTAL					
SCHOOL OF HEALTH TECHNOLOGY					
Annual imprest for operational expenses		0.12	0.12	0.18	0.18

Source: Records held at HEIs

Notes: There are inconsistencies between this data collected from visits to the HEIs and that from the SMOE shown in Table 5.3. The reason for this is not clear and there is uncertainty as to what the correct data is.

* January-August ** ETF inclusive

5.6 RESOURCE UTILISATION

Teaching staff: competence and commitment

141. Table 5.5 presents the numbers of teaching and non-teaching staff employed at the HEIs in 2005/06. After a long campaign and protracted negotiations with the state government, lecturers and support staff at the six HEIs under the Ministry of Education were put on Harmonised Tertiary Institution Salary Scales (HATTIS) pay scales in 2002.[18] However, sizeable income differentials with teaching staff at federal HEIs still exist (around one-third for most grades[19]) and no substantive pay increases have been awarded since then. Real incomes have, therefore, declined by well over half.

142. Most lecturers feel aggrieved because they are underpaid and increasingly over-worked. Many of them try to supplement their meagre salaries by taking part-time jobs or they engage in business activities. The number and quality of staff offices is inadequate.

[18] However, it appears that not all the HEIs under the Ministry of Education are on the same HATISS grades.

[19] This does not include other fringe benefits, which are reported to be considerably better at federal HEIs. Given the limited time available, detailed information on fringe benefits at the state HEIs was not obtained.

Teachers at Audu Bako and KUT have to commute over 40 kilometres to work due to the absence of staff quarters and other basic amenities on their respective campuses. Similarly, no systematic staff development programmes exist. All these factors tend to impact negatively on the morale and job performance of staff.

Table 5.5: Teaching and non-teaching staff at HEIs, 2005-2006

INSTITUTION	TEACHING			NON-TEACHING		
	Full-time	Part-time	Total	Full-time	Part-time	Total
Kano State Polytechnic	292	87	379	182	0	182
Kano University of Technology			143			198
College of Islamic & Legal Studies			79	60	0	60
College of Arts, Science & Remedial Studies	109		109			Na
College of Education	281	3	284			Na
College of Agriculture			56			83
School of Health Technology	32	26	58			42
School of Nursing			16			25
School of Hygiene			20			22

143. The funding crisis has also meant that it has not been possible to increase significantly the number of full-time teaching posts at most HEIs. Student-lecturer ratios have, therefore, risen considerably. These ratios range from 102:1 at the College of Islamic and Legal Studies to 8:1 at the College of Agriculture, which is far too low and thus inefficient. (see table 5.6). PTRs are generally much lower for science and technical HEIs, but one would not expect such large differences between these institutions, which suggests that there is either overstaffing at the science/technical HEIs and/or under-staffing at the arts-based HEIs. It is quite normal for lecturers at the CoE have classes of more than 300 students. At the College of Education and the College of Islamic and Legal Studies common practice for teachers to have at least three classes per day. In view of the shortages of classrooms, a classroom with 50-60 seats capacity has to accommodate more than 100 students. Given the very large numbers of students, lecturers have very little contact with students on an individual basis. Enrolments at the health-training institutions and the College of Agriculture are too small to be cost-effective.

Table 5.6: Pupil-teacher ratios at HEIs 2005-2006

Polytechnic	40:1
KUT	15:1
CILS	102:1
CASRS	22:1
College of Education	54:1
College of Agriculture	8:1
School of Hygiene	33:1
Health Technology	16:1
Nursing	17:1

144. Teaching loads are also high at most HEIs (up to 30 hours of lecturing at some institutions), which leaves lecturers with very little time to prepare for lectures and for their own self-development. For example, at Aminu Kano, lecturers typically have around 28 contact hours with students every week. In order to ensure quality teaching and support, this should not normally exceed 14-18 contact hours. Some HEIs (in particular the Polytechnic) rely quite heavily on 'part-time' teaching staff.

The learning environment

145. Facilities at all the HEIs are poor. Libraries have very limited collections of book and journals. The libraries at the School of Nursing and Health Technology are closed most of the time. Others at the Polytechnic and CASRS have mostly very old books and are not equipped with online resources.

Expenditure per student

146. Table 5.7 shows the total (salaries and overheads) recurrent expenditures per student in 2005.[20] HEIs with high pupil-teacher ratios tend to have relatively low recurrent expenditure per student and vice versa.

Table 5.7: Recurrent expenditure per student at HEIs, 2005

	TOTAL
Polytechnic	38,300
KUT	96,923
CILS	11,407
CoE	19,671
CASRS	37,583

Educational outcomes

147. The combination of seriously inadequate operational resources and infrastructure and facilities and generally high pupil-teacher ratios with poorly motivated teaching staff results in low quality education and training provision with graduates who are generally not well prepared for their chosen areas of occupational specialisation.

148. As in other states in Nigeria, there are pervasive concerns that the quality of higher education in Kano is being sacrificed for the sake of financial survival and increasing enrolments. As discussed earlier, state-funded HEIs are under enormous pressure to increase enrolments in order to generate sufficient income to pay for overhead expenditures as well as responding to social and political pressures to absorb growing numbers of unemployed secondary school leavers.

149. Despite large enrolments with over-stretched and increasingly de-motivated teaching staff, graduation rates at most of the HEIs are generally good. The number of evening, part-time and multiple certificate courses offered by HEIs can also affect graduation rates. Because HEIs have strong vested interests in maximising registration fees, they have developed effective systems for rapid marking and results compilation.

150. Even though the graduation rates of the institutions are acceptable, the quality of graduates is generally poor. The students are believed to be 'half-baked' considering the lack of basic requirements for effective teaching and research.

151. State support for HEI overheads has been generally confined to providing one-off funding to meet the costs of course accreditation and for examinations. However, little attention is paid to teaching, library and practical materials. This makes the rituals of

[20] Information for the College of Agriculture was not made available.

examination and accreditation more paramount than the actual teaching and training, thereby compromising the whole essence of learning.

6. THE DISTRIBUTION OF PUBLIC RESOURCES

152. The incidence of public spending on education according to socio-economic group and location is highly inequitable in most developing countries. Typically, 40-50 percent of public education funding is spent on (or 'captured by') children from the richest 20 percent (i.e. the top income quintile) of households mainly because higher socio-economic groups account for a very large share of enrolments at relatively high cost universities and other HEIs. Table 6.1 shows that children from the richest 40 percent of households in Kano State account for 81 percent of enrolments at universities and polytechnic/professional colleges in the State. It would appear that the distribution of public funding on education in Kano State is relatively equitable because primary and secondary schooling, which a majority of children attend, account for the bulk of state and local government expenditures on education and HEIs receive less than 10 percent of total public funding for education.. Moreover, children from the most well off households tend to attend private schools, which do not receive any direct or indirect state funding.

Table 6.1: Enrolment at polytechnic/professional college and university for age group 20-29 by household consumption quintile, 2006

QUINTILE	NUMBER	%
1	0	0
2	6	19
3	0	0
4	14	43
5	12	38

Source: NLSS

Location

153. Information on actual overhead expenditure by SUBEB and local governments for primary schools located in each LGEA is not available. However, SUBEB management believes that these expenditures, which as discussed earlier, are very small, are equitably distributed across the state.

154. In marked contrast, major locational differences do exist with respect to the spatial distribution of teachers. Table 6.2 shows that teacher payroll costs per student, which constitute the bulk of recurrent expenditure vary very significantly between LGEAs due mainly to differences in pupil-teacher ratios and the experience and qualification profiles of teachers. In 2005, they ranged from a high of N9326 in Ajingi LGEA to N2685 in Wada. Interestingly, though, there is a negative relationship between the share of primary education in total LGA expenditure and unit expenditure per student (see Figure 6.1). In other words, LGAs such as Kano Muncipal where primary education accounts for a large share of total LGA expenditure have relative low unit expenditure per student. This is probably due to the large numbers of enrolments in these LGAs.

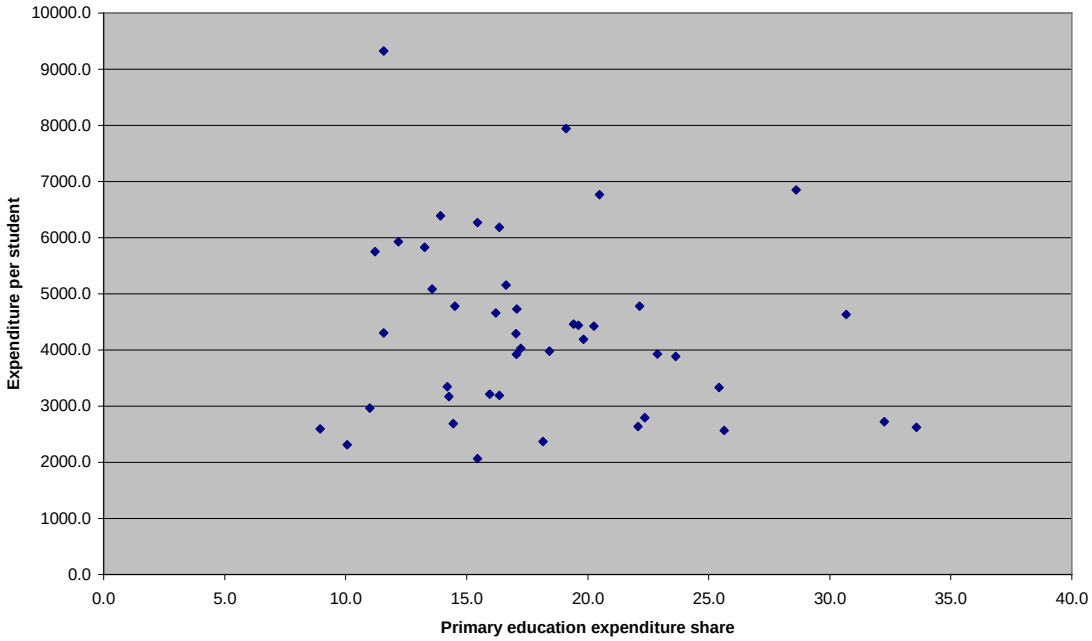
155. Information on SUBEB and SMOE expenditure on school construction by LGEA could not be obtained.

Table 6.2: Teacher salary expenditure per student by LGEA, 2005

LGEA		SUBEB salary bill (N million)	L.G.C salary bill (N million)	TOTAL (N million.)	Number students	Expenditure/ Student (N)
Ajingi (R)	R	81	4	85	9,114	9,326
Albasu (R)	R	112	9	121	37,619	3,216
Bagwai (R)	R	94	9	103	32,490	3,170
Bunkure (R)	R	125	92	217	31,661	6,854
Doguwa (R)	R	112	5	117	25,126	4,657
Gabasawa (R)	R	160	0	160	67,572	2,368
G/ Mallam	R	76	1	77	30,013	2,566
Garko (R)	R	118	3	121	19,312	6,266
Gaya (R)	R	152	0	152	19,128	7,946
Karaye (R)	R	98	1	99	29,596	3,345
Kibiya (R)	R	57	1	58	22,349	2,595
Kiru (R)	R	141	1	142	22,957	6,185
Kunchi (R)	R	72	2	74	24,960	2,965
Madobi (R)	R	104	0	104	50,422	2,063
Makoda (R)	R	90	2	92	14,393	6,392
Minjibir (R)	R	133	4	137	31,800	4,308
Rano (R)	R	102	1	103	21,558	4,778
R/ Gado (R)	R	129	3	132	29,732	4,440
Rogo (R)	R	133	3	136	42,569	3,195
Shanono (R)	R	115	1	116	22,504	5,155
Sumaila (R)	R	96	0	96	16,683	5,754
Takai (R)	R	80	0	80	34,559	2,315
Tsanyawa (R)	R	97	2	99	36,865	2,685
T/ Wada (R)	R	139	3	142	30,026	4,729
SUB-TOTAL		**2,616**	**147**	**2,763**	**703,008**	**3,931**
Bebeji (S)	S	98	1	99	16,982	5,830
Bichi (S)	S	183	0	183	27,045	6,767
Danbatta (S)	S	162	11	173	40,305	4,292
D/ Kudu (S)	S	126	28	154	38,239	4,027
D/ Tofa (S)	S	162	3	165	39,359	4,192
Gezawa (S)	S	160	6	166	37,529	4,423
Gwarzo (S)	S	196	0	196	58,789	3,334
Kabo (S)	S	156	6	162	41,649	3,890
Kura (S)	S	119	0	119	30,328	3,924
Tofa (S)	S	88	0	88	17,311	5,083
Warawa (S)	S	72	10	82	13,836	5,927
Wudil (S)	S	140	5	145	32,495	4,462
SUB-TOTAL		**1,662**	**70**	**1,732**	**393,867**	**4397**
Dala (U)	U	265	3	268	95,906	2,794
Fagge (U)	U	259	0	259	55,966	4,628
Gwale (U)	U	292	0	292	107,285	2,722
Kano Municipal (U)	U	378	0	378	143,966	2,626
Kumbotso (U)	U	180	16	196	66,962	2,927
Nassarawa (U)	U	296	2	298	107,907	2,762
Tarauni (U)	U	180	1	181	68,683	2,635
Ungogo (U)	U	160	0	160	40,240	3,976
SUB TOTAL		**2,010**	**22**	**2,032**	**686,915**	**2,958**
GRAND TOTAL		**6,288**	**239**	**6,527**	**1,783,790**	**3,659**

Sources: K-SUBEB, Min. for Local Government.
KEYS:
T = Number of Teachers
NT = Number of Non-Teachers (Supporting Staff)
Emol. By LGC =m Emoluments paid by SUBEB to Teachers and Non-Teachers working with the Primary Schools in LGEAs
Total Emoluments paid by local government councils to cover the cost implications for recruitment of teaching and non-teaching staff and to cover promotion, duty post allowance, annual increment, leave grant, etc.
Ave. C/T p.a. = Average Cost per teacher per annum. The non-teaching staff are employed to assist /support the teachers in discharging their duty of imparting qualitative education to the primary school pupils
vi) R= Rural LGEA, S= Semi Urban LGEA, U= Urban LGEA

Figure 6.1: Scatter plots of unit expenditure per primary school student and primary education share of total LGA expenditure for each LGA, 2005, Kano State



7. ENROLMENT AND EXPENDITURE PROJECTIONS

156. This chapter presents enrolment and expenditure projections for primary and secondary education for Kano State up to 2015/16. Robust projections should be based on detailed research and planning concerning all the key determinants of enrolments and expenditures. However, information on many of the key parameters remains limited and possibly quite inaccurate. Consequently, the projections that have been generated should be treated as quite tentative whose primary purpose is to highlight the potential usefulness of projection exercises of this kind in identifying key trends and assessing policy choices.

7.1 ENROLMENT GROWTH

157. KSG is strongly committed to the attainment of UBE by 2015. It is important, therefore, to generate accurate enrolment projections. There are six key parameters that will determine the number of children attending government primary and secondary schools, namely the school-aged population, gross intake rates of six-year old children into primary school, grade repetition rates, permanent withdrawal/dropout rates, transition rates from primary to junior proportion of children who attend private schools.

Key parameters

School-aged population

158. The basis for enrolment projections is good quality information on the current and likely future size of the school age population. The 2006 Population Census will provide detailed accurate data on the size of the school age population and, more specifically, the number of children aged six who should be enrolling in school. However, since the full results of the Census are still not available, estimates of the six year old population in 2005/06, which have been made by NBS demographers based on the 1991 Census, have been used instead. It is quite possible that these projected population estimates are markedly different from the actual size of the population.

159. The 2006 Census will also provide accurate estimates of population growth in each state. In the meantime, population rate growth estimates have been derived from the CWIQ household survey. For Kano State, this was 2.8 percent in 2005/06.

Gross intake rates

160. The gross intake rate for primary schooling is the number of new students enrolled in grade 1 (regardless of age) divided by the population of six year old children. GIR estimates are generated by the EMIS team at FMOE from the enrolment statistics collected by the ASC and the official population projections of the six-year old population. The GIR for Kano State is 105.5 percent, which is very high given that, according to CWIQ survey data, fewer than half of six year olds in the state are attending school. There are two possible reasons for this, namely that the projected population is considerably lower than the actual population and, less likely, the number of students in school has been over-estimated.

161. An alternative estimate of the age six intake population could be derived from the gross enrolment ratio for primary education that is calculated from the CWIQ household survey and the ASC enrolments for primary and secondary schooling, which can then be used to make another set of enrolment projections. But, again, this is likely to be subject to a high degree of error. Given this degree of uncertainty, it is clearly very important that accurate information on both enrolments and the school-aged is obtained as soon as possible.

Repetition and dropout rates

162. The impact of changes to repetition rates on future enrolments will be small since the incidence of repetition is quite low in Kano State. It has been assumed that, for the UBE grades (1-9), repetition rates will decline by 50 percent over the next five years and will be zero thereafter. For senior secondary education, it has also been assumed that repetition rates will decline steadily to half their current levels by 2010/11, but that they will then remain at this level.

163. As noted earlier, no reliable data exists on dropout rates. The information collected by the School Census seriously under-estimates the number of 'withdrawals' mainly because schools appear to be only recording children who leave during the school year and not at the end of the year, which probably accounts for the bulk of dropouts. However, in the absence of reliable alternative data, the ASC estimates have been used. The same assumptions have been used for drop out rates as with repetition rates.

Transition rates

164. The ASC estimates of the primary to junior secondary school transition rate are 38.7 percent for females and 49.6 percent for males, which are much lower than the imputed transition rates of 66 percent for females and 72 percent for females calculated from the CWIQ survey data. Again, in the absence of alternative enrolment data, the ASC transition rate has been used for the enrolment projections, but further research is urgently needed in order to obtain robust data for this key planning parameter.

165. Two enrolment scenarios have been developed with respect to transition rates. The first scenario assumes that, in order to attain UBE by 2015, all primary school leavers will enrol in junior secondary schools by 2010/11 i.e. a transition rate of 100. However, in the states such as Kano that currently have relatively low primary to JSS transition rates, this results in an explosive growth in enrolments in junior secondary/upper basic schools over the next ten years. A second scenario has, therefore, been developed, which assumes that the transition rate from primary to junior secondary school steadily increases from its current level to 100 percent by 2015/16.

166. Major policy decisions are also required with regard to the proportion of children who complete junior secondary education who then proceed to senior secondary school. Given the growth in JSS enrolments, it will only be possible (and desirable) for a declining proportion to advance to SSS. It has been assumed therefore that the transition rate for junior to senior secondary schooling declines steadily from its current level of 85 percent to 70 percent in 2010/11, and then to 50 percent in 2015/16 and 30 percent in 2020/21.

Table 7.1: Projected enrolments for primary and secondary schooling, 2005/06-2015/16, Kano State ('000 rounded)

		2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
Primary	Scenario1	1395	1545	1663	1591	1659	1723	1766	1808	1860	2063	2137
JSS	Scenario 1	162	186	250	361	504	663	771	847	878	767	788
	Scenario 2	162	182	231	313	410	508	583	656	725	667	739
SSS	Scenario 1	95	108	117	125	138	178	244	322	399	439	454
	Scenario 2	95	108	117	125	135	165	212	264	307	332	351

Private schooling

167. It has been assumed that the current shares of private schools in primary and secondary enrolments will remain at their current levels over the next 15 years. However, the experience from other countries suggests that private school enrolments could grow very rapidly in the face of declining standards in government schools.

Model results

168. Given the likely sizeable inaccuracies in the size of the age six intake population, as well as intake and transition rates, the results of the modelling exercise should be treated with caution.

169. On the basis of the NBS population projections, primary school enrolments will increase from 1,395,000 in 2005/06 to 2,137,000 in 2015/16 (see Table 7.1). Junior secondary school enrolments are projected to increase nearly fivefold - from 162, 000 to 788,000 in 2015/16. Delaying the introduction of 100 percent transition to JSS lowers target enrolments slightly to 739,000.

170. Even assuming that the transition rate from junior to senior secondary schooling declines to 50 percent by 2015//16, projected senior secondary school enrolments still increase from 95, 000 in 2005/06 to 454, 000 under scenario 1 and 351, 000 under scenario 2.

7.2 FUNDING REQUIREMENTS

171. Apart from projected enrolments, the other key parameters that determine future funding requirements for the schooling system are the unit costs of all essential inputs (most notably teaching staff, textbooks and other learning materials, and classrooms and other school buildings) and two key resource utilisation ratios, namely average class size (student-class ratio) and teacher workload (teacher-stream ratio).

172. A comprehensive modelling exercise would generate future expenditure requirements for both the capital expenditure needed to educate additional students according to specified minimum standards as well as for currently enrolled students. However, since the latter requires a detailed audit of the condition and repair and refurbishment costs of existing structures, it is not possible to derive meaningful estimates as part of this modelling exercise.

Unit input costs

173. Given the time available to the review team, it was only possible to collect basic information on the cost of key schooling inputs, most notably classrooms and other school structures (toilets, library) and furniture. This has been supplemented with information on unit costs presented in the UNICEF Essential Learning Package report[21] (see Table 7.2). Only the following core inputs were included in each modelling exercise: teachers, classrooms, toilets, libraries, and textbooks and student workbooks.

[21] The report, however, covers only three states in the north of the country (Bauchi, Jigawa, and Niger).

Table 7.2: Unit costings for Essential Learning Package for primary school students

	SPECIFICATION	UNIT COST	COMMENTS
CAPITAL EXPENDITURE			
Classrooms*	Current design for 2 block classrooms for 40 students each with office and storeroom	2,500,000	For all structures, indefinite lifetime with annual repair/ maintenance costs of 2.5 percent initial construction costs
	Improved 2 block classroom with terrazo floor and strip aluminium roofing	3,500,000	
Toilets*	Standard VIP design with six compartments	900,000	
Library*	One library building per school	4,000,000	
Borehole	One for each school	?	
Student furniture*	Two-seater wooden desks	8,000	Replacement every 10 years
Teacher furniture*	Desk and chair in each classroom	10,000	Replacement every 10 years
Science equipment	One set for every 250 students	900,000	Replacement every five years
Office equipment	Filing cabinet,	?	
Computers		?	
Kitchen	One for each school for preparation of school meals	?	
Teacher houses	Two bedroom	3,100,000	
CONSUMABLES			
Student textbooks*	One for each of the four core subjects	2,400	Replacement every three years
Student workbooks*	One for each of the four core subjects	1,100	Replacement every year
Teacher textbooks*	One set for each grade for every subject teacher		Replacement every three years
Teacher guides	One for every subject and grade taught		Replacement every three years
Basic supplies*	Four exercise books and six pencils/pens per student and school record books	750	Supplied once a year
Sports equipment	1 footballs, basketball, volleyball for every 250 students		Replacement every two years
Library books	Standard set of 250 books for every 250 students	?	Replacement every three years
Uniforms	Two sets of uniform for new admissions to girls in PR1 and JS1	2000	Supplied once only to each student
Food for boarders	Three meals a day during term time	10,000	
School meals	One nutritious meal every school day	?	
Electricity/telephone			
Teacher development	One INSET/refresher course every year	50,000	

174. The average annual salaries of primary and secondary school teachers are the key unit cost for teachers. It has been assumed that the annual increase in salary costs is two percent every year for the next fifteen years, which covers both increases in salaries due to grade progression and future pay awards. This may be an under-estimate so more research is needed to establish more robust estimates. The unit costs of classrooms are based on the improved construction specifications, most notably terrazzo flooring and strip aluminium roofing, which are stipulated by ETF.

175. Information on replacement costs is not available, but with proper school management, the minimum lifetime of textbooks should be three years, 10 years for classroom furniture, and five years for science equipment. Consumable input costs have been assumed to be the same for JSS as for primary schooling (at N265 per annum) while unit costs for learning materials for senior secondary schooling have been assumed to be three times this level (at N800 per annum).

Target efficiency parameters

176. As discussed earlier, the key efficiency parameter for school systems is the pupil-teacher ratio since it determines the number of teachers that are required to teach a certain number of students. Targets for its two main components, namely the student-class and teacher-stream ratios, need therefore to established. This is a major planning exercise in its own right, which requires detailed analytical work and extensive discussions with all major stakeholders. The target efficiency parameters for Kano State are presented in Table 7.3. The current average class sizes of 71 for JSS and 67 for SSS will have to be reduced significantly to their target level of 40 by 2015/16. With regard to the teacher-stream ratio, it has been assumed that the target teaching load for primary school teachers is increased to 38 periods. Target teaching loads have been set at 30 for JSS and 25 periods a week for SSS. They are currently and respectively 21 and 15. Achieving these targets means that the pupil-teacher ratio will remain almost unchanged for primary schooling, but will be substantially lower for JSS and particularly SSS.

Table 7.3: Target efficiency ratios, 2005/06, 2010/11 and 2015/16, Kano State

	2005/06	2010/11	2015/16
PRIMARY			
Student-class ratio	44	42	40
Teacher-stream ratio	1.11	1.03	1.03
Pupil-teacher ratio	40	41	39
JUNIOR SECONDARY			
Student-class ratio	71	50	40
Teacher-stream ratio	1.5	1.3	1.3
Pupil-teacher ratio	47	39	39
SENIOR SECONDARY			
Student-class ratio	67	54	40
Teacher-stream ratio	1.63	1.56	1.56
Pupil-teacher ratio	41	35	26

Model results

177. The annual recurrent and capital funding requirements for primary and junior and senior secondary for Kano State based on the ASC intake estimate over the next ten years are presented in Tables 7.4-7.6. Total recurrent expenditure based on current aggregate unit costs

increases in line with projected enrolment increases (see Table 7.4). Under scenario 1, total recurrent expenditure for primary education increases from N 6.8 billion in 2005/06 to N 10.5 billion in 2015/16, from N1.7 billion to 8.4 billion for JSS and from N 1.0 billion to 4.8 billion for SSS.

178. Table 7.5 shows the projected increase in emoluments, learning materials and total recurrent expenditure based on the no change and target unit costs and pupil-teacher ratios (see also Annex table 7.1). For primary education, projected recurrent expenditure increases from N 8.3 billion in 2005/06 to N 14.1 billion in 2015/16 with no change in PTRs and N14.3 billion with the target PTRs. For JSS, under scenario 1, expenditure increases from N1.3 billion to N7.1 billion and N 8.2 billion for the no change and target PTR scenarios respectively. The corresponding figures for SSS are from N1.2 billion to N 6.3 billion and N 8.2 billion.

179. Capital expenditure projections for additional classrooms and other key investments are presented in Table 7.6 and Annex table 7.2. While the pattern of expenditures varies according to the different enrolment increase scenarios, these expenditure projections show the overall magnitude of the challenge in accommodating the expected increase enrolments over the next decade, especially with regard to primary education.

Table 7.4: Projected recurrent expenditure on primary and secondary schooling based on current public recurrent unit expenditures, 2005/06-2015/16 Kano State (N billion)

		2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
Primary	Scenario 1	6.84	7.57	8.15	7.80	8.13	8.44	8.65	8.86	9.11	10.11	10.47
Junior secondary	Scenario 1	1.72	1.97	2.65	3.83	5.35	7.04	8.18	8.99	9.32	8.14	8.36
Junior secondary	Scenario 2	1.72	1.93	2.45	3.32	4.35	5.39	6.19	6.96	7.69	7.08	7.84
Senior secondary	Scenario 1	1.01	1.15	1.24	1.33	1.46	1.89	2.59	3.42	4.23	4.66	4.82
Senior secondary	Scenario 2	1.01	1.15	1.24	1.33	1.43	1.75	2.25	2.80	3.26	3.52	3.72
TOTALS	Scenario 1	9.56	10.69	12.04	12.95	14.94	17.37	19.42	21.26	22.66	22.91	23.65
	Scenario 2	9.56	10.65	11.84	12.44	13.91	15.58	17.09	18.62	20.06	20.71	22.04

Table 7.5: Total recurrent expenditure for primary and secondary schooling, 2005/06-2015/16, Kano State (N billion)

TEACHER COSTS

No change PTRs

		2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
Primary		4.80	5.42	5.95	5.80	6.20	6.55	6.83	7.16	7.49	8.49	8.99
JSS	Scenario 1	0.88	1.03	1.41	2.08	2.96	3.99	4.72	5.29	5.60	4.98	5.22
	Scenario 2	0.88	1.01	1.30	1.80	2.41	3.05	3.57	4.10	4.62	4.33	4.90
SSS	Scenario 1	0.56	0.65	0.72	0.78	0.88	1.16	1.62	2.18	2.75	3.09	3.26
	Scenario 2	0.56	0.65	0.72	0.78	0.86	1.07	1.41	1.78	2.12	2.33	2.52

Target PTRs

		2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
Primary		4.80	5.42	5.95	5.80	6.20	6.39	6.83	7.16	7.49	8.71	9.22
JSS	Scenario 1	0.88	1.08	1.54	2.39	3.57	4.93	5.84	6.54	6.75	6.00	6.29
	Scenario 2	0.88	1.06	1.43	2.07	2.90	3.78	4.42	5.07	5.57	5.22	5.90
SSS	Scenario 1	0.56	0.67	0.75	0.84	0.97	1.36	2.01	3.08	4.03	4.69	5.14
	Scenario 2	0.56	0.67	0.75	0.84	0.95	1.26	1.75	2.52	3.10	3.54	3.97

LEARNING MATERIALS COSTS

		2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
Primary		3.33	3.68	3.97	3.79	3.96	4.11	4.21	4.31	4.44	4.92	5.10
JSS	Scenario 1	0.39	0.44	0.60	0.86	1.20	1.58	1.84	2.02	2.09	1.83	1.88
	Scenario 2	0.39	0.43	0.55	0.75	0.98	1.21	1.39	1.56	1.73	1.59	1.76
SSS	Scenario 1	0.65	0.73	0.80	0.85	0.94	1.21	1.66	2.19	2.71	2.99	3.09
	Scenario 2	0.65	0.73	0.80	0.85	0.92	1.12	1.44	1.80	2.09	2.26	2.39

Table 7.5(cont.): Total recurrent expenditure for primary and secondary schooling, 2005/06-2015/16, Kano State (N billion)

TOTAL RECURRENT											
No change PTRs											
		2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
Primary		8.13	9.11	9.92	9.59	10.15	10.66	11.05	11.47	11.93	13.41	14.09
JSS	Scenario 1	1.27	1.48	2.01	2.94	4.16	5.57	6.56	7.31	7.69	6.81	7.10
	Scenario 2	1.27	1.44	1.86	2.55	3.39	4.27	4.96	5.66	6.35	5.92	6.66
SSS	Scenario 1	1.21	1.38	1.51	1.63	1.82	2.37	3.28	4.37	5.47	6.07	6.34
	Scenario 2	1.21	1.38	1.51	1.63	1.78	2.20	2.85	3.58	4.21	4.59	4.90
Target PTRs											
		2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
Primary		8.13	9.11	9.92	9.59	10.15	10.50	11.05	11.47	11.93	13.63	14.32
JSS	Scenario 1	1.27	1.52	2.14	3.25	4.77	6.51	7.68	8.56	8.84	7.83	8.17
	Scenario 2	1.27	1.49	1.98	2.81	3.88	4.99	5.81	6.63	7.30	6.81	7.66
SSS	Scenario 1	1.21	1.40	1.55	1.69	1.91	2.57	3.67	5.27	6.75	7.67	8.22
	Scenario 2	1.21	1.40	1.55	1.69	1.87	2.38	3.19	4.32	5.19	5.80	6.36

Notes: Excludes salary costs of support staff

Table 7.6: Expenditure projections for construction and classroom furniture, libraries and science equipment to accommodate additional enrolments, 2006/07-2015/16, Kano State (N billion)

		2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	Total
Primary		1.51	1.06	0.86	0.76	0.30	0.56	0.71	0.86	1.01	1.11	8.73
JSS	Scenario 1	0.68	1.21	1.89	2.53	3.62	2.38	1.36	-0.23	0.15	0.19	13.77
	Scenario 2	0.60	0.98	1.51	1.89	2.64	1.81	1.36	0.49	0.98	1.13	13.39
SSS	Scenario 1	0.00	-0.04	0.08	0.40	0.80	1.16	1.48	1.88	1.04	0.40	7.20
	Scenario 2	0.00	-0.04	0.08	0.36	0.64	0.92	1.04	1.32	0.80	0.40	5.52

8. CONCLUSIONS AND RECOMMENDATIONS

180. This final chapter presents the main conclusions and recommendations of the public expenditure review. It must be stressed that considerably more research and analysis is required in order to develop detailed and operational recommendations. Other studies and reviews have also been recently undertaken or planned in the near future, which all relate to funding and resource utilisation issues. Consequently, the findings, conclusions and recommendations of these documents need to be brought together in a coherent and systematic manner.

8.1 SYSTEM MANAGEMENT

181. The shortcomings of the financial management regime in the public sector are fully recognised by the state government. The Medium Term Expenditure Framework (MTEF), which has been successfully introduced in many countries, is currently being piloted in Kano State and other performance-based budgetary reforms are also being introduced. However, it is important not to under-estimate the size of the challenge in achieving major improvements, especially in the short term. The extent of misappropriation of public resources in the education sector appears to be quite limited.

182. Other key areas of system management need to be urgently improved. In particular, relatively little detailed and systematic educational planning is currently being undertaken. The availability of statistical information on schools and other aspects of service provision has improved considerably in recent years, but further steps are needed in order to ensure that all schools complete the Annual School Census accurately and in a timely manner.

8.2 PUBLIC AND PRIVATE FUNDING

183. The Kano state government is strongly committed to the attainment of the UBE goals by 2015. This is reflected in the high and growing share of the state budget that is allocated to the education sector. An impressive 27 percent of total recurrent expenditure is now devoted to education. However, it is clear that schools and higher education institutions are critically short of resources in order to meet even the basic conditions for effective learning. Furthermore, primary and junior secondary/upper basic school enrolments will have to increase by over 50 percent and nearly 400 percent over the next decade if universal basic education for all is to be achieved. Where, then is the additional funding to come from? There are five potential sources. Firstly, while recognising the many pressing demands facing the state government, a strong case can be made for at least 25 percent of the state budget to be allocated to schools and HEIs. This is considerably higher than the current figure of 18 percent, but is essential in order to meet the minimum funding requirements for UBE presented in Chapter 7. Secondly, if the share of education public expenditure in gross national product is low in Nigeria compared with other countries with similar levels of GDP per capita, then a strong case can be made to increase the overall public funding of education. The problem in Nigeria is that, with three levels of government responsible for education provision across 36 states and FCT, it is difficult to make robust estimates of total public spending on education. Thirdly, the level of support for primary education among local governments could be increased. At present, there is very considerably variability in this

support among LGEAs. Local governments should significantly increase funding for overhead expenditures at primary schools. In the past, they provided the equivalent of 10 percent of the staff bill for these expenditures. Fourthly, the private sector, both individuals and organisations, could be called on to make greater financial contributions for the provision of basic services. However, the incidence of poverty is so high in Kano State that it is probably neither feasible nor desirable to expect poor households to spend more on educating their children. Free basic education is the key policy underpinning UBE and should not, therefore, be undermined in any way at all.[22] External assistance is the fifth major source of funding, which hitherto has not been relied upon to any great extent. More concerted efforts could be made by the state government to seek support from both bilateral and multilateral donor partners.

184. The reallocation of resources within the education sector is another frequently recommended option for increasing funding for basic education. However, primary and junior secondary schooling already account for around 70 percent of total recurrent funding for education, and there seems to be marginal scope to increase this share without seriously impacting on the senior secondary and higher education. It must not be forgotten that high and middle level personnel trained to high standards are critical for the economic and social development of the state, and, in particular, the provision of basic services (education, health, water, electricity, policing, agriculture extension) that are fundamental for poverty alleviation.

8.3 IMPROVED RESOURCE UTILISATION

185. Major improvements in resource utilisation are the other major way in which additional resources can be made available from within the education sector. As in all areas of service delivery, it is essential to create the appropriate incentive structures at all levels- SMOE headquarters, the zonal office and LGEA and, most importantly, the school itself. There are a series of public sector reforms that can, if properly designed and implemented, significantly improve the accountability of service providers to their core client groups. In the education sector, these include clear and transparent performance standards, public disclosure of the performance of service providers (schools and support services such as inspection, construction, curriculum, provision of learning materials), effective support and appraisal of teachers and school managers, and appropriate governance structures that allow the full involvement of parents and local communities in the management of schools.

186. As has been emphasised earlier, very considerable scope exists for improving the utilisation of teachers in Kano State. In particular, increasing the current teacher loads of secondary school teachers (for JSS from 21 periods to 30 periods and for SSS from 15 to 25 periods) would free up resources which could then be available for other purposes, in particular the provision of a minimum package of learning materials for all students, the upgrading of teaching skills, and the construction of new classrooms and other facilities. The inefficient use of teachers means that the staff costs crowd out other key essential inputs. The inefficient deployment of teachers is the major human resource utilisation issue. It appears that the recruitment of primary schools has become too decentralised and politicised. Serious consideration should be given, therefore, to the re-establishment of a separate Primary

[22] The expenditure projections for basic education (primary and JSS) assume, therefore, that federal, state and local governments will be responsible for all funding at this level of education. Senior secondary schools should continue to levy relatively low student fees for male students.

Teacher Services Commission, which has overall responsibility for recruitment and other basic human resource management functions for teachers.

187. Finally, clear staffing norms should be introduced for both teachers and non-teaching staff, which would lead to considerable cost savings. However, the experiences of other countries show just how difficult it is to redress acute locational imbalances, especially between major urban and remoter rural areas, in the posting of teachers. While urban schools tend to be over-staffed, rural schools have large numbers of vacancies, and the teachers in these schools, who tend to be less experienced and qualified end up having to work a lot harder than their colleagues in the cities. More centralised recruitment and the enforcement of regulations that ensure that teachers work for the prescribed minimum periods at the schools to which they are posted are obvious solutions, but require major political commitment. Rural and other kinds of hardship allowance are usually too small to make any real difference to staffing patterns, but improved teacher housing has been effective in some countries.[23]

188. The management of the UBEC Intervention Fund, which will be a major source of capital and overhead funding for the foreseeable future is too centralised at present. Schools need to have greater control over the use of these resources. A major innovation in many countries, which is proving to be very successful, is the introduction of student per capitation grants. These are fixed annually depending on the availability of funding and are directly disbursed to schools according to the number of students enrolled. School management committees then decide on how the money should be spent. The scheme has to be carefully supervised in order to ensure that funds are properly spent and schools do not inflate student numbers.

189. Finally, the relatively small size of schools results in high unit costs. More research is needed to understand in detail why schools are so small. Low population densities are almost certainly a key factor in remoter rural areas, but there are also likely to be community and other political pressures that result in excessive number of schools.

8.4 IMPROVING THE LEARNING ENVIRONMENT

190. Average class sizes in secondary schools need to be significantly reduced in order to ensure a minimally acceptable learning environment. In addition, a more concerted effort is needed in order to upgrade the two-thirds of primary school teachers who are not qualified to the NCE level. All unqualified teachers should be obliged to enrol on a well-designed and resourced NCE upgrading programme, which does not make unrealistic demands on the teacher. The provision of textbooks for the four core primary school subjects is the third major area that needs to be urgently addressed.

8.5 IMPROVING ACCESS

191. Considerable progress has been made in redressing gender inequities with regard to access to education. However, gender gaps are still very large, especially in rural areas. The provision of free primary and secondary education for girls is crucially important, but has major funding implications, especially for girls' boarding secondary schools, which are

[23] See P.S. Bennell and A. Akyeampong. 2007. Teacher motivation in sub-Saharan Africa and South Asia. DFID, London

relatively costly to run. The replacement of junior secondary schools (which currently charge school fees) with upper basic schools will also have major cost implications because of the much higher enrolments that are being planned for and the total reliance of upper basic schools on public funding. As enrolments continue to expand, more attention will need to be given to targeting of the poorest, hardest to reach children.

8.6 HIGHER EDUCATION

192. The state-funded higher education sector in Kano State is in serious financial crisis. Most HEIs cannot generate sufficient internal revenue to meet even their basic operating costs. The quality of education and training is generally sub-standard, especially because students are unable to do the required practical that is a core component of most occupational training courses. The whole sector should, therefore, be comprehensively reviewed. The federal government has constitutional responsibility for higher education. Consequently, serious consideration should be given to the federal government taking over some areas of currently state-funded higher education provision. For example, in 2006, a few polytechnics in other states were transferred from state to federal government control. Other key recommendations are:

193. Develop strategic management and strategic thinking in the system: The future goals of higher education and, in particular, the required skills/competencies that are needed to meet national and state development strategies (including NEEDS) should be carefully formulated and effectively implemented. Public funding should be targeted on occupational areas that have been identified as being in shortest supply relative to need. There is serious over-supply in some occupational areas. This is particularly the case for teacher training where less than 20 percent of graduates are able to find training-related employment. The College of Education should therefore seriously reduce its pre-service intakes and concentrate instead in improving training standards as a whole and ensuring that untrained teachers are upgraded as soon as possible.

194. The training of university administrators in strategic management, total quality management and process re-engineering should also be accorded high priority.

195. Refocusing the scholarship programme: At present, all indigenes of the State are entitled to a state scholarship (of around N12,000 per annum). This is a laudable effort that needs to be given a fresh look. Since science, technology and agriculture attract fewer students, a differential scholarship in favour of students in specific fields and specific schools should be introduced. As is the case in most developing countries, means tested grants and bursaries are not likely to be feasible.

196. **Decentralisation and quality assurance**: The management and funding of the health training centres are highly centralised. Consequently, the responsibility for superior performance is detached from the operating levels. Thus, these training institutions should be made autonomous just as their counterparts are under the Ministry of Education. To ensure quality, the conditions of service of staff need to be significantly improved. In this respect, the salary structures of all the institutions should be harmonized and reviewed overtime. At the same time, an effective system of performance appraisal should be introduced to constantly monitor productivity and good moral standards of staff.

ANNEX TABLES

ANNEX TABLES SERIES A2

Table A2.1: Total SUBEB expenditure, 2001-2006 (rounded N million)

	2001		2002		2003		2004		2005		2006
	Approv	Actual	Approv	Actual	Approv	Actual	Approv	Actual	Approv	Actual	Approv Actual
PERSONNEL											
SUBEB	93	81	90	96	107	107	114	108	127	124	139
LGEA	3763	3684	4173	4359	4581	4660	4823	5524	6287	6439	7006
Sub-total	3855	3765	4263	4455	4688	4768	4937	5631	6414	6563	7145
OVERHEAD											
SUBEB	276	341	301	260	275	202	111	82	134	71	310
LGEA	78	65	78	29	78	33	39	39	39	39	39
CRC		289		324	375	165					
Sub-total	355	696	379	614	728	400	150	121	173	110	349
CAPITAL											
SUBEB	247	88	359	182	723	408	277	270	473	528	968
ETF	516	?	154	123	154	77	88	80	97	97	132
Sub-total	763	88	513	305	877	485	365	350	570	625	1100
TOTAL	**4973**	**4548**	**5155**	**5374**	**6293**	**5652**	**5452**	**6103**	**7157**	**7298**	**8594**
Instructional materials											
SUBEB	144	228	201	166	170	127	50	28	62	4	75
LGEA	7		7		7		4		4		4

Source: SUBEB

Table A2.2: Overhead expenditure on secondary education in Kano State, 2001-2005

ITEM OF EXPENDITURE	2001		2002		2003		2004		2005	
	JSS N'000	SS N'000	JSS N'000	SS N'000	JSS N'000	SS N'000	JSS N'000	SS N'000	JSS N'000	SS N'000
Water Supply	-	-	50	220	-					
Office Expenses	49	166	430	428	500	63				
Teaching equipment & materials	-	385	8,739	638	100	905				
Building maint. & minor works	38	2,591	-	-	-					
Library	-	-	-	265	-	450				
Speech & Prize day	-	500	-	-	-			1,800		2,760
Maintenance of students	-	-	800	25	-					
Food supply	-	2,235	-	4,021	-	2,909				
Student travelling	-	-	-	-	-	23				
Foodstuffs	-	180,016	-	235,263	-	260,443		489,145		527,180
Upkeep/allowance	-	-		-	-					
WAEC/NECO fees		24,000		24,000	-	40,000		68,153		69,570
TOTAL		**109,980**		**274,879**		**305,393**		**587,418**		**627,830**

Table A2.3: Capital expenditure on primary education by Education Trust Fund in Kano State, 2001-2005

Expenditure item	2001 N'000	2002 N'000	2003 N'000	2004 N'000	2005 N'000
Renovation of secondary schools	-	-	10,000	-	-
Construction of classrooms and offices	-	85,025	85,025	-	-
New furniture and equipment	74,051	17,692	2,975	96,800	112,200
Textbooks and teaching aids	18,480	-	-	-	-
Constructions of toilets	30,689	51,283	-	-	-
Wall fencing of schools	-	-	-	-	-
Total	**123,220**	**154,000**	**98,000**	**96,800**	**112,200**

Source: SUBEB

Table A2.4: Mean primary school fee and PTA contributions per student for primary and secondary schooling by gender and school ownership, 2005 (Naira/annum)

	PUBLIC		PRIVATE	
	Female	Male	Female	Male
PRIMARY				
Fees	0	200	1210	3210
PTA	80	50	120	30
SECONDARY				
Fees	180	380	2500	3000
PTA	150	200	10	40

Source: NLSS 2005

ANNEX TABLES SERIES A3

Table A3.1: Total enrolments over time by level of schooling, gender and ownership, 2001-2005

	2001			2005		
	Female	Male	All	Female	Male	All
PUBLIC						
Primary	511,820	780,050	1,291,870	543,695	745,648	1,289,343
JSS	20,517	41,559	62,076	46,070	97,160	143,230
SSS	18,912	36,814	55,726	20,723	61,579	82,202
Sub-total	551,249	858,423	1,409,672	610,488	904,387	1,514,775
PRIVATE						
Primary	41,059	38,685	79,744	52,632	49,211	101,843
JSS	5,849	7,616	13,465	9,090	9,692	18,782
SSS	4,090	5,197	9,287	5,803	7,232	13,035
Sub-total	**50,998**	**51,498**	**102,496**	**67,525**	**66,135**	**133,660**

Source: Education DataBank

Table A3.2: Reasons for non-attendance. 2005

	AGE 5-11				AGE 12-17			
	Female		Male		Female		Male	
Reason	Yes	Pop	Yes	Pop	Yes	Pop	Yes	Pop
Too young	1005		0		19		1	
Too far away	269		240		64		124	
Too expensive	118		109		51		78	
Is working	163		129		157		161	
Uninteresting/useless	391		356		28		274	
Illness	3		12		8		5	
Other	54		37		35		26	

Source: CWIQ

Table A3.3: Gross enrolment ratios for primary and secondary schooling in selected countries, 2004 (percentages rounded)

	Primary			Lower secondary		
Country	**Female**	**Male**	**Total**	**Female**	**Male**	**Total**
Benin	86	111	99	18	34	26
Burkina Faso	47	59	53	10	14	12
Cameroon	107	126	117	36	51	44
Cote d'Ivoire	63	80	72	18	32	25
Ethiopia	86	101	93	25	37	31
Ghana	87	90	88	40	47	44
Kenya	108	114	111	46	50	48
Mali	56	71	64	17	28	22
Nigeria	91	107	99	31	38	35
Senegal	74	78	76	16	22	19
Togo	92	110	101	26	52	39
Sub-Saharan Africa	85	96	91	26	34	30

Source: 2007 Global Monitoring Report, UNESCO

Table A3.4: Gender parity ratios for LGEAs by school ownership, 2005

		<0.5	**0.5-0.6**	**0.6-0.7**	**0.7-0.8**	**0.8-0.9**	**0.9-1.0**	**1.0>**	**Total LGEAs**
PRIMARY	Public	1	8	12	11	5	4	3	44
	%	*2*	*18*	*27*	*25*	*11*	*9*	*7*	*100*
	Private	2	1	1	1	1	0	13	19
	%	*11*	*5*	*5*	*5*	*5*	*0*	*68*	*100*
JSS	Public	26	1	4	1	2	2	2	38
	%	*68*	*3*	*11*	*3*	*5*	*5*	*5*	*100*
SSS	Public	13	0	1	3	0	4	4	25
	%	*52*	*0*	*4*	*12*	*0*	*16*	*16*	*100*

Source: EMIS

Table A3.5: Student transition rates from primary school to junior secondary school and junior secondary school to senior secondary school by LGEAs and school ownership, 2005

		<20	**20-30**	**30-40**	**40-50**	**50-60**	**60-70**	**70-80**	**80-90**	**90-100**	**100>**	**Total**
PRIMARY	Public	3	7	9	7	5	7	2	0	1	3	44
TO JSS	*%*	*7*	*16*	*20*	*16*	*11*	*16*	*5*	*0*	*2*	*7*	*100*
	Private											
	%											
JSS	Male	0	2	2	3	6	0	7	2	8	10	40
TO SSS	%	*0*	*5*	*5*	*8*	*15*	*0*	*18*	*5*	*20*	*25*	*100*
	Female	0	0	1	0	0	4	2	8	4	5	24
	%	*0*	*0*	*4*	*0*	*0*	*17*	*8*	*33*	*17*	*21*	*100*

Source: EMIS

ANNEX TABLES SERIES A4

Table A4.1: Secondary school teachers employed in education zones in Kano State, April 2004

ZONAL OFFICE	M	%	F	%	Total	%
Bichi	256	6.3	6	0.6	262	5.1
Dambatta	290	7.1	38	3.8	328	6.4
Gaya	190	4.7	13	1.3	203	4.0
Gwarzo	298	7.3	11	1.1	309	6.1
Minjibir	335	8.3	42	4.2	377	7.4
Municipal	1053	25.8	542	53.5	1595	31.3
Nassarawa	739	18.1	259	25.5	998	9.6
Rano	429	10.5	66	6.5	495	9.7
T/Wada	208	5.1	15	1.5	223	4.4
Wudil	285	7.0	20	2.0	305	6.0
TOTAL	**4,083**	**100**	**1012**	**100**	**5,095**	**100**

Source: K – TSB

Table A4.2: Proportion of qualified teachers by LGEA and school ownership, 2005

		<10	10-20	20-30	30-40	40-50	50-60	60-70	70-80	80-90	90-100	Total
PRIMARY	Public	8	22	11	2	0	1	0	0	0	0	44
	%	*18*	*50*	*25*	*5*	*0*	*2*	*0*	*0*	*0*	*0*	*100*
	Private											
	%											
JSS	Public	0	0	0	0	0	10	10	15	8	1	44
	%	*0*	*0*	*0*	*0*	*0*	*23*	*23*	*34*	*18*	*2*	*100*
	Private	1	0	0	1	0	3	3	1	0	3	12
	%	*8*	*0*	*0*	*8*	*0*	*25*	*25*	*8*	*0*	*25*	*100*
SSS	Public	0	0	0	1	5	3	10	11	5	5	41
	%	*0*	*0*	*0*	*2*	*12*	*7*	*24*	*27*	*12*	*12*	*100*
	Private	0	0	1	1	0	3	2	2	0	1	10
	%	*0*	*0*	*10*	*10*	*0*	*30*	*20*	*20*	*0*	*10*	*100*

Table A4.3: Proportion of female teachers by LGEA and school ownership, 2005

		<5	5.0-10.0	10.0-20.0	20-30	30-40	40-50	50>	Total
PRIMARY	Public	10	23	4	2	3	2	0	44
	%	*23*	*52*	*9*	*5*	*7*	*5*	*0*	*100*
	Private	0	3	3	1	5	5	0	28
	%	0	11	11	4	18	18	0	100
JSS	Public	22	7	6	5	2	0	1	44
	%	*50*	*16*	*14*	*11*	*5*	*0*	*2*	*100*
	Private	4	0	1	4	3	0	0	12
	%	33	0	8	33	25	0	0	100
SSS	Public	20	7	5	3	1	1	1	40
	%	*50*	*18*	*13*	*8*	*3*	*3*	*3*	*100*
	Private	2	0	1	5	2	0	0	10
	%	*20*	*0*	*19*	*5*	*2*	*0*	*0*	*100*

Source: EMIS

Table A4.4: Teacher-classroom ratios by LGEA, 2005

		<0.5	0.5-1.0	1.0-1.5	1.5-2.0	2.0-3.0	3.0-4.0	4.0-5.0	5.0>	Total
PRIMARY	Public	0	0	4	3	15	10	0	12	44
	%	*0*	*0*	*9*	*7*	*34*	*23*	*0*	*27*	*100*
	Private	0	4	1	2	10	1	0	1	19
	%	*0*	*21*	*5*	*11*	*53*	*5*	*0*	*5*	*100*
JSS	Public	2	11	20	7	2	1	1	0	44
	%	*5*	*25*	*45*	*16*	*5*	*2*	*2*	*0*	*100*
SS	Public	5	15	9	5	3	1	0	0	38
	%	*13*	*39*	*24*	*13*	*8*	*3*	*0*	*0*	*100*

Source: EMIS

Table A4.5: Student-classroom ratios for LGEAs by school ownership, 2005

		0-25	25-50	50-75	75-100	100-125	125-150	150-200	200-300	300>	Total LGEAs
PRIMARY	Public	0	0	3	10	9	5	8	5	4	44
	%	*0*	*0*	*7*	*23*	*20*	*11*	*18*	*11*	*9*	*100*
	Private	4	2	3	4	2	1	1	0	1	18
	%	*22*	*11*	*17*	*22*	*11*	*6*	*6*	*0*	*6*	*100*
JSS	Public	1	4	21	11	3	2	1	1	0	44
	%	*2*	*9*	*48*	*25*	*7*	*5*	*2*	*2*	*0*	*100*
	Private	0	8	2	1	0	0	0	0	0	11
	%	*0*	*73*	*18*	*9*	*0*	*0*	*0*	*0*	*0*	*100*
SS	Public	2	10	13	4	5	5	0	1	0	40
	%	*5*	*25*	*33*	*10*	*13*	*13*	*0*	*3*	*0*	*100*
	Private	0	3	5	1	0	0	0	0	0	9
	%	*0*	*33*	*56*	*11*	*0*	*0*	*0*	*0*	*0*	*100*

Table A4.6: Pupil-teacher ratios by LGEA, 2005

		<25	25-50	50-75	75-100	100-125	125-150	150-200	200-300	300>	Total
PRIMARY	Public	1	28	14	0	1	0	0	0	0	44
	%	*2*	*64*	*32*	*0*	*2*	*0*	*0*	*0*	*0*	*100*
	Private	7	12	5	2	2	0	0	0	0	28
	%	*25*	*43*	*18*	*7*	*7*	*0*	*0*	*0*	*0*	*100*
JSS	Public	0	15	15	7	2	2	3	0	0	44
	%	*0*	*34*	*34*	*16*	*5*	*5*	*7*	*0*	*0*	*100*
SS	Public	2	12	9	6	4	0	2	4	1	40
	%	*5*	*30*	*23*	*15*	*10*	*0*	*5*	*10*	*3*	*100*

Source: EMIS

Table A4.7: Student-qualified teacher ratios for LGEAs by school ownership, 2005

		0-50	50-100	100-200	200-300	300-400	400-500	500>	Total
PRIMARY	Public	0	2	8	15	7	6	5	43
	%	*0*	*5*	*19*	*35*	*16*	*14*	*12*	*100*
	Private	13	1	1	1	0	0	0	16
	%	*81*	*6*	*6*	*6*	*0*	*0*	*0*	*100*
JSS	Public	3	25	15	1	0	0	0	44
	%	*7*	*57*	*34*	*2*	*0*	*0*	*0*	*100*
SS	Public	5	16	11	3	4	0	1	40
	%	*13*	*40*	*28*	*8*	*10*	*0*	*3*	*100*

Table A4.8: Pupil-teacher ratios in selected African countries

	PRIMARY	SECONDARY
Benin	52	na
Burkina Faso	49	na
Cameroon	54	na
Cote d'Ivoire	42	na
Ethiopia	72	54
Gambia	37	42
Ghana	33	19
Kenya	40	32
Mali	52	na
Nigeria	36	43
Togo	44	34

Source: UNESCO Global Monitoring Report 2007

Table A4.9: Teachers-non-teaching staff ratio by LGEA and school ownership, 2005

		<2.0	2.0-3.0	3.0-4.0	4.0-5.0	5.0-6.0	6.0-7.0	7.0-8.0	8.0-9.0	9.0-10.0	10>	Total
PRIMARY	Public	0	0	2	5	9	8	8	2	2	8	44
	%	*0*	*0*	*5*	*11*	*20*	*18*	*18*	*5*	*5*	*18*	*100*
	Private											
	%											
JSS	Public	11	11	11	4	4	0	0	1	1	1	44
	%	*25*	*25*	*25*	*9*	*9*	*0*	*0*	*2*	*2*	*2*	100
	Private	2	0	6	0	1	0	0	0	0	0	9
	%	*22*	*0*	*67*	*0*	*11*	*0*	*0*	*0*	*0*	*0*	*100*
SSS	Public	10	17	3	3	2	1	0	1	0	1	38
	%	*26*	*45*	*8*	*8*	*5*	*3*	*0*	*3*	*0*	*3*	*100*
	Private	1	1	3	2	0	0	1	0	0	0	8
	%	*13*	*13*	*38*	*26*	*0*	*0*	*13*	*0*	*0*	*0*	*100*

Table A4.10: Condition of classrooms by type of school, level of schooling and location, 2005

	PRIMARY			JSS			SSS*		
	Good	Minor repair	Major repair	Good	Minor repair	Major repair	Good	Minor repair	Major repair
Public									
Rural	4,514	2,828	2,251	1,060	466	122			
Urban	2,771	1,172	783	1,390	619	273			
Private									
Rural	201	81	42	109	15	3	89	14	3
Urban	1,370	253	162	755	93	38	690	63	30
All	8,856	4,334	3,238	3314	1193	436			

Note: *SSS public school data not available due to incorrect entry; private school data was duplicated
Source: Education DataBank

Table A4.11: Student-book ratios at government schools, 2004-2005

		0.0-2.0	2.0-5.0	5.0-10.0	10.0-20.0	20.0-30.0	30.0-40.0	40.0-50.0	50.0>	Total
PRIMARY	Number LGEAs	11	29	2	2	0	0	0		44
	%	*25*	*66*	*5*	*5*	*0*	*0*	*0*	*0*	*100*
JSS	Number LGEAs	1	10	14	9	3	4	0	2	43
	%	*2*	*23*	*33*	*21*	*7*	*9*	*0*	*5*	*100*
SSS	Number LGEAs	1	6	5	7	6	2	3	4	34
	%	*3*	*18*	*15*	*21*	*18*	*6*	*9*	*12*	*100*

Table A4.12: Student repetition rates by LGEA at government schools, 2005

		<1.0	1.0-2.0	2.0-3.0	3.0-5.0	5.0-10.0	10>	Total
PRIMARY	Male	20	11	5	4	2	2	44
	%	*45*	*25*	*11*	*9*	*5*	*5*	*100*
	Female	18	9	9	5	1	2	44
	%	*41*	*20*	*20*	*11*	*2*	*5*	*100*
JSS	Male	16	14	5	3	0	1	44
	%	*36*	*32*	*11*	*7*	*0*	*2*	*100*
	Female	37	4	1	1	1	0	44
	%	*84*	*9*	*2*	*2*	*2*	*0*	*100*
SS	Male	20	11	5	4	2	2	44
	%	*45*	*25*	*11*	*9*	*5*	*5*	*100*
	Female	18	9	9	5	1	2	44
	%	*41*	*20*	*20*	*11*	*2*	*5*	*100*

Source: EMIS

Table A4.13: Numbers of school-aged children in school last year and not in school this year by highest class attended, 2006 (numbers)

	FEMALE		MALE	
Class	**In school last year**	**Not in school Now**	**In school last year**	**Not in school now**
P1	423	9 (2.1)	310	5 (1.6)
P2	415	12 (2.9)	352	6 (1.7)
P3	370	16 (4.3)	254	9 (3.5)
P4	299	3 (1.0)	194	7 (3.6)
P5	270	11 (4.1)	165	3 (1.8)
P6	193	131 (67.9)	106	78 (73.6)
JSS1	160	3 (1.9)	78	5 (6.4)
JSS2	96	1 (1.0)	49	1 (2.0)
JSS3	66	6 (9.1)	49	1 (2.0)
SSS1	50	2 (4.0)	27	1 (3.7)
SSS2	34	2 (5.9)	19	0 (0)
SSS3	22	18 (81.8)	13	12 (92.3)

Notes: Primary school numbers for children aged 6-11 and secondary school numbers are for children aged 12-17. Figures in ( ) are implied drop-out rates
Source: CWIQ

Table A4.14: Reasons why school-aged children are not currently attending school (survey numbers)

	AGE 6-11		AGE 12-17	
Reason	**Female**	**Male**	**Female**	**Male**
Completed school	3	6	49	97
Too far from school	1	5	4	7
Too expensive	1	2	6	20
Working	1	1	4	17
Useless/uninteresting	6	8	13	22
Illness	0	0	0	0
Pregnancy	0	0	0	0
Failed exams	0	0	2	5
Got married	0	0	36	0
Awaiting admission to school	0	2	7	12
Dismissed	0	0	1	0
Other	0	0	4	9
Total in age group	**2684**	**2839**	**1452**	**2045**

Source: CWIQ

Table A4.15: Responses of respondents to levels of satisfaction with schooling and problems among children in household attending school, 2005

	AGE 6-11				AGE 12-17			
	Female		**Male**		**Female**		**Male**	
	Yes	Total	Yes	Total	Yes	Total	Yes	Total
No problem/satisfied	559	47.4%	742	45%	324	657	598	1181
Lack of books	406		523		213		409	
Poor teaching	117		150		64		120	
Lack of teachers	86		118		50		83	
Poor facilities	244		295		124		207	
High fees	19		26		15		17	
Other	4		11		10		10	
Totals	876	1178	1123	1647	476	657	846	1181

Source: CWIQ

ANNEX TABLES SERIES A7

Table A7.1: Projected enrolments for primary and secondary schooling 2005/06-2015/16

			2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
Primary	Scenario 1	Female	598076	675900	740927	787201	823729	858616	878890	897234	920600	949060	981845
		Male	796649	869270	922512	804706	835648	864617	887469	911311	939423	1114261	1155663
		Total	1394725	1545170	1663439	1591907	1659377	1723232	1766359	1808545	1860023	2063321	2137508
JSS	Scenario 1	Female	55209	62323	87148	134208	200596	278494	337990	381638	402367	419727	431618
		Male	106852	123995	162590	226444	303365	384117	433105	465222	475212	347680	355952
		Total	162061	186318	249738	360653	503961	662611	771096	846860	877578	767407	787570
	Scenario 2	Female	55209	60465	79644	113644	158390	205402	246093	286452	324589	363774	402481
		Male	106852	121174	151711	199197	252627	302590	336571	369605	400281	302895	336602
		Total	162061	181639	231355	312840	411016	507992	582664	656057	724870	666669	739083
SSS	Scenario 1	Female	26526	33687	37184	40970	45051	61275	90162	127696	166883	191328	203551
		Male	68711	74385	79847	83653	92895	116296	153620	194736	231786	247224	250575
		Total	95237	108072	117030	124624	137946	177571	243782	322432	398669	438552	454127
	Scenario 2	Female	26526	33687	37184	40970	43755	56113	76579	101200	123540	139336	152276
		Male	68711	74385	79847	83653	90927	108842	135638	162806	183316	192291	198547
		Total	95237	108072	117030	124624	134682	164956	212217	264006	306855	331627	350823
Scen 1 JSS													
Female													
JS1			19472	26442	41661	66685	93078	119777	126660	136823	140067	143525	148138
JS2			16723	19431	26370	41538	66513	92905	119393	126356	136604	139955	143525
JS3			19014	16450	19118	25985	41006	65812	91937	118459	125696	136247	139955
JSSTOTAL			55209	62323	87148	134208	200596	278494	337990	381638	402367	419727	431618
SECTOT			81735	96010	124332	175179	245647	339768	428152	509334	569250	611055	635169
SSSTOTAL			26526	33687	37184	40970	45051	61275	90162	127696	166883	191328	203551
Male													
JS1			39199	50457	74176	103506	127892	155062	153530	160213	163987	24966	167361
JS2			35116	38882	50011	73524	102751	127204	153696	152514	159506	163625	24966
JS3			32537	34656	38403	49414	72722	101851	125879	152494	151718	159089	163625
JSSTOTAL			106852	123995	162590	226444	303365	384117	433105	465222	475212	347680	355952
SECTOT			175563	198380	242437	310098	396260	500414	586725	659957	706997	594905	606527
SSSTOTAL			68711	74385	79847	83653	92895	116296	153620	194736	231786	247224	250575

Table A7.1 (cont.): Projected enrolments for primary and secondary schooling 2005/06-2015/16

SCEN 2	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
Female											
JS1	19472	24584	36002	53567	69500	83135	94564	109894	121026	133413	148138
JS2	16723	19431	24523	35904	53438	69383	82869	94337	109718	120929	133413
JS3	19014	16450	19118	24172	35452	52885	68660	82221	93845	109431	120929
JSSTOTAL	55209	60465	79644	113644	158390	205402	246093	286452	324589	363774	402481
SECTOT	81735	94152	116827	154614	202145	261516	322672	387652	448128	503110	554757
SSSTOTAL	26526	33687	37184	40970	43755	56113	76579	101200	123540	139336	152276
Male											
JS1	39199	47636	66070	86991	101422	116026	121707	134598	146006	23558	167361
JS2	35116	38882	47238	65514	86386	100911	115004	120902	134004	145683	23558
JS3	32537	34656	38403	46691	64819	85652	99860	114105	120271	133654	145683
JSSTOTAL	106852	121174	151711	199197	252627	302590	336571	369605	400281	302895	336602
SECTOT	175563	195559	231558	282850	343553	411432	472209	532411	583596	495186	535149
SSSTOTAL	68711	74385	79847	83653	90927	108842	135638	162806	183316	192291	198547

Table A7.2: Projected salary and learning materials expenditures for primary and secondary schooling 2005/06-2015/16 (N million rounded)

PROJECTED ENROLMENTS

		2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
Primary		1395	1545	1663	1591	1659	1723	1766	1808	1860	2063	2137
JSS	Scenario 1	162	186	250	361	504	663	771	847	878	767	788
	Scenario 2	162	182	231	313	410	508	583	656	725	667	739
SSS	Scenario 1	95	108	117	125	138	178	244	322	399	439	454
	Scenario 2	95	108	117	125	135	165	212	264	307	332	351

Public enrolments

		2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
Primary		1256	1391	1497	1432	1493	1551	1589	1627	1674	1857	1923
JSS	Scenario 1	146	167	225	325	454	597	694	762	790	690	709
	Scenario 2	146	164	208	282	369	457	525	590	653	600	665
SSS	Scenario 1	81	92	99	106	117	151	207	274	339	373	386
	Scenario 2	81	92	99	106	115	140	180	224	261	282	298

PROJECTED PUPIL-TEACHER RATIOS

NO CHANGE PTRs	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
Primary	40	40	40	40	40	40	40	40	40	40	40
JSS	47	47	47	47	47	47	47	47	47	47	47
SSS	41	41	41	41	41	41	41	41	41	41	41

Target PTRs	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
Primary	40	40	40	40	40	41	40	40	40	39	39
JSS	47	45	43	41	39	38	38	38	39	39	39
SSS	41	40	39	38	37	35	33	29	28	27	26

PROJECTED TEACHER REQUIREMENTS

No change PTRs ('000)

		2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
Primary		31.39	34.76	37.42	35.80	37.33	38.77	39.74	40.68	41.85	46.42	48.08
JSS	Scenario 1	3.10	3.56	4.79	6.91	9.65	12.70	14.76	16.22	16.81	14.69	15.09
	Scenario 2	3.10	3.49	4.42	5.99	7.85	9.73	11.16	12.56	13.88	12.77	14.15
SSS	Scenario 1	1.97	2.24	2.43	2.59	2.86	3.69	5.06	6.68	8.27	9.10	9.41
	Scenario 2	1.97	2.24	2.43	2.59	2.80	3.42	4.40	5.47	6.36	6.88	7.28

Table A7.2 (cont.): Projected salary and learning materials expenditures for primary and secondary schooling 2005/06-2015/16 (N million rounded)

Target PTRs ('000)

		2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
Primary		31.39	34.76	37.42	35.80	37.33	37.82	39.74	40.68	41.85	47.61	49.32
JSS	Scenario 1	3.10	3.72	5.23	7.92	11.63	15.70	18.26	20.06	20.26	17.70	18.18
	Scenario 2	3.10	3.64	4.83	6.87	9.46	12.03	13.81	15.54	16.73	15.39	17.05
SSS	Scenario 1	1.97	2.30	2.55	2.80	3.17	4.32	6.28	9.44	12.11	13.82	14.84
	Scenario 2	1.97	2.30	2.55	2.80	3.10	4.01	5.46	7.74	9.32	10.45	11.48

Projected average annual teacher salary with increase of 2 percent pa (N'000)

	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
Primary	153	156	159	162	166	169	172	176	179	183	187
Secondary	284	290	295	301	307	314	320	326	333	339	346

PROJECTED TEACHER COSTS

No change PTRs

		2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
Primary		4.80	5.42	5.95	5.80	6.20	6.55	6.83	7.16	7.49	8.49	8.99
JSS	Scenario 1	0.88	1.03	1.41	2.08	2.96	3.99	4.72	5.29	5.60	4.98	5.22
	Scenario 2	0.88	1.01	1.30	1.80	2.41	3.05	3.57	4.10	4.62	4.33	4.90
SSS	Scenario 1	0.56	0.65	0.72	0.78	0.88	1.16	1.62	2.18	2.75	3.09	3.26
	Scenario 2	0.56	0.65	0.72	0.78	0.86	1.07	1.41	1.78	2.12	2.33	2.52

Target PTRs

		2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
Primary		4.80	5.42	5.95	5.80	6.20	6.39	6.83	7.16	7.49	8.71	9.22
JSS	Scenario 1	0.88	1.08	1.54	2.39	3.57	4.93	5.84	6.54	6.75	6.00	6.29
	Scenario 2	0.88	1.06	1.43	2.07	2.90	3.78	4.42	5.07	5.57	5.22	5.90
SSS	Scenario 1	0.56	0.67	0.75	0.84	0.97	1.36	2.01	3.08	4.03	4.69	5.14
	Scenario 2	0.56	0.67	0.75	0.84	0.95	1.26	1.75	2.52	3.10	3.54	3.97

PROJECTED LEARNING MATERIALS COSTS

Learning materials

		2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
Primary		3.33	3.68	3.97	3.79	3.96	4.11	4.21	4.31	4.44	4.92	5.10
JSS	Scenario 1	0.39	0.44	0.60	0.86	1.20	1.58	1.84	2.02	2.09	1.83	1.88
	Scenario 2	0.39	0.43	0.55	0.75	0.98	1.21	1.39	1.56	1.73	1.59	1.76
SSS	Scenario 1	0.65	0.73	0.80	0.85	0.94	1.21	1.66	2.19	2.71	2.99	3.09
	Scenario 2	0.65	0.73	0.80	0.85	0.92	1.12	1.44	1.80	2.09	2.26	2.39

Table A7.3: Expenditure projections for construction and furniture to accommodate additional enrolments, 2006/07-2015/16, Kano State (N billion)

ANNUAL ENROLMENT INCREASE (rounded '000)											
		2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
Primary		28	20	16	14	6	10	13	16	19	21
JSS	Scenario 1	13	23	35	48	68	45	26	-4	3	4
	Scenario 2	11	18	28	35	50	34	26	9	18	21
SSS	Scenario 1	0	-1	2	8	15	22	28	35	20	8
	Scenario 2	0	-1	2	7	12	17	20	25	15	8
NEW CLASSROOMS											
		2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
Primary		1.00	0.70	0.56	0.50	0.20	0.37	0.47	0.56	0.66	0.73
JSS	Scenario 1	0.45	0.79	1.24	1.66	2.38	1.56	0.89	-0.15	0.10	0.12
	Scenario 2	0.40	0.65	0.99	1.24	1.74	1.19	0.89	0.32	0.65	0.74
SSS	Scenario 1	0.00	-0.03	0.05	0.26	0.53	0.76	0.97	1.24	0.68	0.26
	Scenario 2	0.00	-0.03	0.05	0.24	0.42	0.61	0.68	0.87	0.53	0.26
TOILETS											
		2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
Primary		0.11	0.08	0.06	0.06	0.02	0.04	0.05	0.06	0.08	0.08
JSS	Scenario 1	0.05	0.09	0.14	0.19	0.27	0.18	0.10	-0.02	0.01	0.01
	Scenario 2	0.05	0.07	0.11	0.14	0.20	0.14	0.10	0.04	0.07	0.09
SSS	Scenario 1	0.00	0.00	0.01	0.03	0.06	0.09	0.11	0.14	0.08	0.03
	Scenario 2	0.00	0.00	0.01	0.03	0.05	0.07	0.08	0.10	0.06	0.03
STUDENT FURNITURE											
		2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
Primary		0.11	0.08	0.06	0.06	0.02	0.04	0.05	0.06	0.08	0.08
JSS	Scenario 1	0.05	0.09	0.14	0.19	0.27	0.18	0.10	-0.02	0.01	0.01
	Scenario 2	0.05	0.07	0.11	0.14	0.20	0.14	0.10	0.04	0.07	0.09
SSS	Scenario 1	0.00	0.00	0.01	0.03	0.06	0.09	0.11	0.14	0.08	0.03
	Scenario 2	0.00	0.00	0.01	0.03	0.05	0.07	0.08	0.10	0.06	0.03
TEACHER FURNITURE											
		2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
Primary		0.01	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
JSS	Scenario 1	0.00	0.00	0.01	0.01	0.01	0.01	0.01	0.00	0.00	0.00
	Scenario 2	0.00	0.00	0.01	0.01	0.01	0.01	0.01	0.00	0.00	0.00
SSS	Scenario 1	0.00	0.00	0.00	0.00	0.00	0.00	0.01	0.01	0.00	0.00
	Scenario 2	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00

Table A7.3 (cont.): Expenditure projections for construction and furniture to accommodate additional enrolments, 2006/07-2015/16, Kano State (N billion)

LIBRARY

		2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
Primary		0.2847	0.19929	0.16133	0.14235	0.05694	0.10439	0.13286	0.16133	0.1898	0.20878
JSS	Scenario 1	0.12762	0.22688	0.3545	0.47503	0.68064	0.44667	0.25524	-0.04254	0.02836	0.03545
	Scenario 2	0.11344	0.18434	0.2836	0.3545	0.4963	0.34032	0.25524	0.09217	0.18434	0.2127
SSS	Scenario 1	0	-0.00752	0.01504	0.0752	0.1504	0.21808	0.27824	0.35344	0.19552	0.0752
	Scenario 2	0	-0.00752	0.01504	0.06768	0.12032	0.17296	0.19552	0.24816	0.1504	0.0752

TOTAL

		2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
Primary	Scenario 1	1.51	1.06	0.86	0.76	0.30	0.56	0.71	0.86	1.01	1.11
JSS	Scenario 1	0.68	1.21	1.89	2.53	3.62	2.38	1.36	-0.23	0.15	0.19
	Scenario 2	0.60	0.98	1.51	1.89	2.64	1.81	1.36	0.49	0.98	1.13
SSS	Scenario 1	0.00	-0.04	0.08	0.40	0.80	1.16	1.48	1.88	1.04	0.40
	Scenario 2	0.00	-0.04	0.08	0.36	0.64	0.92	1.04	1.32	0.80	0.40