Education Strategic Plan (ESP) 2009 – 2018

Kwara State

Federal Republic of Nigeria

(Revised Draft May 2008)

Preface

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Honourable Commissioner
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May 2008.

Contents

Acknowledgements

A great many people and organisations have contributed to the preparation of this ESP. While help and support was received from many quarters, it is literally true to say that the work could not have been completed without the constant practical assistance of the Technical Working Group. Membership of this Group varied, but the core members were:

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The support of Mr A.F. Imam and Mr M.A.Yusuf went far beyond their role in the Working Group. Their constant readiness to search for better data and help with its interpretation has made this a better ESP. The Kwara State Universal Education Board (SUBEB) is doing excellent working in collecting confirmed data on enrolments, teachers and finance in primary schools, and made all these data available to the study. Ms Lillian Breakell, State International Team Leader for SESP Kwara, operates in physical conditions that would try the patience of the most tolerant, but still managed to provide a desk, a corner, and generous hospitality. Samer Al_Samarrai and Mathias Rwehera provided constant advice based on their work preparing ESPs in Kano and Kaduna. Dr Gwang-Chol Chang, also a member of the Kaduna team and principal author of the EPSSIM projection model, was always ready to help with many queries about application of the model to Kwara.

Abbreviations

ECCE	Early Child Care Education
EMIS	Educational Management Information System
ESOP	Education Sector Operational Plan
ESP	Education Strategic Plan
EFA	Education For All
GER	Gross Enrolment Ratio
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
ICT	Information and Communication Technology
IQTE	Islamic, Qur'anic and Tsangaya Education
JSS	Junior Secondary School
KWA-SEEDS	Kwarao State Economic Empowerment Development Strategy
LGA	Local Government Authority
LGEA	Local Government Education Authority
MDG	Millennium Development Goal
MTEF	Medium Term Expenditure Framework
NER	Net Enrolment Ratio
PTR	Pupil Teacher Ratio
SMOE	State Ministry of Education
SMOH	State Ministry of Health
SSS	Senior Secondary School
SSSCE	Senior Secondary School Certificate Examination
SUBEB	State Universal Basic Education Board
SWAP	Sector Wide Approach
TSC	Teaching Service Commission
TTC	Teacher Training College
TVET	Technical and Vocational Education and Training
UBE	Universal Basic Education

1. Introduction

1.1 Rationale for the ESP

The first drafts of the Kwara State Education Strategic Plan (ESP) were prepared during 2006. The intention of the ESP was that it would support the approach of the State Ministry of Education Science and Technology in developing education as a whole, through a sector wide approach (SWAP). The ESP drew substantially on the State Economic Empowerment Strategy (KWA-SEEDS) for the targets and policies that would assist the state's reform agenda for social development and poverty reduction through enhanced activities in the education sector. Those initial drafts were successful in fostering an awareness that a strategic view of education should be set in an economic and social context and based on an appraisal of the sector as a whole.

Despite the value of those preliminary drafts, it became clear that additional sector evaluation and costing would considerably strengthen the ESP. There was no disagreement that Universal Basic Education (UBE) and Education for All (EFA) should figure prominently in the ESP, but it was vital that these targets should explicitly take into account the flows and linkages between all the sub-sectors of education. Similarly, a meaningful sector-wide approach must ensure that the policy targets were fully costed within meaningful projections of the resources likely to be available.

The key principles of a SWAP are i) establishing a comprehensive whole sector plan, ii) prioritising resources, iii) building capacity for effective and efficient service delivery, and iv) facilitating improved coordination and use of all resources (including external assistance). The most important issue in reviewing issues of external assistance is to ensure that all support is consistent with Kwara State education policy and strategy priorities as outlined in the ESP. This will not only facilitate increased levels of external assistance in support of the ESP, but will assist optimum use and targeting of that assistance.

For these reasons a further education sector analysis was carried out, supplemented by extensive projections of enrolments, teachers and finance using UNESCO's EPSSIM[1] simulation/projection model. This model allows a systematic exploration of how the education system at all levels might develop in future years based on assumptions of change in the key education parameters. This revised draft ESP builds upon that substantial additional work. The education system in Kwara is changing very fast under the impact of both rapid enrolment growth in school and major organisational and structural reforms of higher education. The Kwara State Charter of *Every Child Counts* continues to be refined and implemented. In these circumstances no long-term projection (the ESP projection period is 2008-2018) will turn out to be precisely accurate, but it is

[1] EPSSIM is the acronym for Education Policy and Strategy Simulation Model.

hoped that the new work will strengthen the ESP and provide a meaningful basis for progress in planning Kwara's educational future.

1.2 Structure of the ESP

The ESP is structured around six key focal areas, identified as priorities, as follows:

1. Equitable access
2. College of Education Turnaround
3. Teacher Quality Improvement
4. Strengthening Inspectorate Capacity
5. Institution building
6. Funding

A new program of reform --- "Every Child Counts" --- is currently being developed as the unifying theme for the Kwara State education reform. *Every Child Counts* seeks to position the child as the central motivation of the reform efforts, and it represents a pact between Kwara State and the people so that mutual responsibilities are acknowledged. *Every Child Counts* is designed to establish the strategic and policy framework by setting out *strategic actions* of the reform program, providing an overview of key components, and doing so in a way that will garner public support. As a strategic document, its purpose is not to describe in detail the sum total of required policy interventions. These more detailed tasks are the job of the ESP.

In drawing up the ESP attempts have been made to cover the full range of detailed policies required, but to do so by using the objectives and components of *Every Child Counts* as the driving force of the ESP. The reform program summarised as *Every Child Counts* is at the heart of the ESP and provides its central core, with the issues of equitable access and adequate funding providing the "bookends" --- the economic and educational context --- within which the ESP can be implemented.

2. Overview of the Education Sector in Kwara State

The objective of this section is to provide a brief overview of the Kwara education system and highlight the main challenges it currently faces. The overview provided here is a summary of the information provided in the Kwara Education Sector Analysis. More detail on the topics covered in this section can be found in the ESA.[2]

Before looking at the education sector in detail it is important to provide the context within which education services are delivered. Kwara has a favourable climate, a substantial cultivable area, and good soil to support agriculture, livestock and inland fishing. In addition to subsistence farming, the economy is based on small-scale manufacture and government-driven economic activity. It is now widely accepted in Kwara that few parts of this economic structure have performed well. Performance in the largely state-owned manufacturing sector has been poor, with little capital investment and few revenues accruing to the state. There are now plans to privatise the government-owned enterprises. There are extensive mineral deposits in Kwara, but at present there is no commercial exploitation. Critical infrastructure such as sealed roads, water supply and electricity generation are all inadequate. Almost exactly half of employment is derived from self-employment or household activity.

As a result of its poorly-performing economy Kwara is among the poorest states in Nigeria. On a simple headcount of the incidence of poverty, Kwara is among the six poorest States. It is also characterised by a substantial poverty gap (that is, depth of poverty), again being among the six worst States; and it is among the few States to experience a worsening incidence of poverty between 1996 and 2004 at a time when the overall national average fell from 65.6 to 54.4.[3]

On the more positive side there is also a recognition that Kwara has not made the best of its circumstances. The current State Government has been forthright in identifying a legacy of economic decline, social neglect and policy mismanagement.[4] The Kwara State Economic Empowerment and Development Strategy (KWA-SEEDS) set ambitious targets for economic and social transformation. Education has been given strong policy support, with the abolition of school fees, a reform of higher education, and the development of a charter or pact --- "Every Child Counts" --- between government and people.

2.1 Education coverage – enrolments and patterns of student flows

(i) Access to primary and secondary schooling

In common with all the 36 states of the Federal Republic of Nigeria, Kwara follows a system of six years of primary school, three years of junior secondary, three years of senior secondary and then 3-4 years of post-secondary education. This conventional

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[2] K. Gannicott, *Kwara State Education Sector Analysis*, 2nd draft March 2008.

[3] National Bureau of Statistics, *Nigerian Living Standards Survey*, Abuja, 2006

[4] KWA-SEEDS 2000, Foreword by Executive Governor, Kwara State.

structure is in the process of being transformed in order to create a stronger nine-year basic education cycle followed by a three-year secondary cycle. The overall goal (to be achieved over the next three years) is to create integrated nine-grade basic education schools. A wide variety of religious education is also available in Kwara (Box 1).

Box 1: Types of religious education

There are, first, what might be termed conventional religious schools managed by the various Christian denominations. Such schools offer much the same syllabus as secular government schools but within a religious framework. More complex are the different types of Islamic schools. *Tsangta/Qur'anic* schools provide children with the opportunity to learn and recite the Qur'an and in the process learn to speak and read Arabic. Learning is generally self-paced and there is no formal grade structure. Students attending these schools often combine this form of religious education with some other type of formal or non-formal schooling. *Islamiyya* schools are community-based schools which provide a broader Islamic education and generally have age-based classroom teaching and whole group instruction. It is common for these schools also to include conventional/academic subjects as part of the syllabus. Because Islamiyya schools include some government/secular subjects and may well take government examinations in these subjects, they are eligible to apply for registration with the State Universal Basic Education Board. This potentially gives them access to government resources such as teachers, assistance with infrastructure and the provision of learning materials. *Ilmi* schools denote an informal type of usually one-on-one religious instruction and guidance conducted in Arabic. While not necessarily providing religious education, mention should also be made of *Nomadic* schools which target nomadic pastoralist populations as well as migrant fishermen.

Problems with the accuracy of enrolment statistics in Nigeria are well recognized by state and federal ministries of education, but despite great efforts there remain substantial discrepancies between the various data sources. Comparison between the (generally reliable) CWIQ household survey and the school-based EMIS[5] suggest two critical features of enrolments in Kwara. On the one hand it seems likely that private schools are being under-counted, and private enrolments (especially at secondary level) are much greater than previously thought. On the other, over-reporting by EMIS of enrolments in public school remains a continuing concern, although SUBEB is now vigorously pursuing methods of checking implausible school returns. Enrolments in public primary school are linked with financial allocations, so there is an incentive to inflate student numbers. More benignly, but with equally problematic outcomes, the practice (widespread among Muslim families) of attending public school in the morning as well as a private school for religious instruction later in the day can result in the double counting of enrolments.

Combining the most reliable elements of these sources, Table 1 shows basic enrolment information for Kwara's schools. Table 2 shows the distribution between public and private schools.

[5] CWIQ refers to National Bureau of Statistics, *Core Welfare Indicator Questionnaire Survey*, Abuja, 2006; EMIS is the acronym for Education Management Information system, which in Kwara is based upon data collected from an annual census of each school.

Table 1: School enrolments in Kwara, 2005-06

	Enrolments			Gross enrolment rates			Net enrolment rates		
	Male	**Female**	**Total**	**Males**	**Female**	**Total**	**Male**	**Female**	**Total**
Primary	260,679	246,365	507,043	114.6	116.7	115.6	77.8	79.6	78.6
Junior secondary	83,559	66,064	149,623	80.9	68.9	75.0	n.a.		
Senior secondary	69,405	62,271	131,676	80.0	65.5	72.8			
Total Secondary	152,964	128,335	281,299	77.3	69.8	74.0	50.2	45.4	48.1

Source: All enrolments and enrolment rates for Primary and Total Secondary are calculated from the CWIQ Household Survey for 2005-06. CWIQ does not report separate data for junior and senior secondary. Enrolments and rates for junior and senior secondary are estimated by applying the JSS/SSS and male/female proportions from EMIS 2006 to the aggregate CWIQ data. While EMIS is under-counting aggregate enrolments, there is no evidence of systematic bias between levels of schooling or between genders. This means that the entries for junior and senior secondary in the Table are not precise, but they are consistent with the overall CWIQ data and are likely to be more accurate than using EMIS alone.

Table 2: Public and private school enrolments

	Primary	**Junior secondary**	**Senior secondary**
Public	398,056	72,345	65,226
Private	108,987	77,278	66,450
Total	507,043	149,623	131,676

Source: As for Table 1.

Gross and net enrolment rates offer a useful overview of student numbers, but by themselves do not provide two critical pieces of information. The first of these is that the key indicator is not so much the total number enrolled in school as the proportion of children who start primary or junior secondary. The second key indicator is that students must not just start school: they must also complete the education cycle.

While the evidence is limited, it is possible to put together a generally optimistic story of dropout, repetition, and survival. First, while there is uncertainty about the exact numbers, the very high enrolments in Primary 1 (corresponding to an intake rate of 157% for boys and girls) is likely to be an accurate reflection of what is happening with the cohort starting primary school. Kwara takes very seriously the task of getting everyone into primary school. Parents are actively encouraged to enrol their children, and tuition fees are no longer payable for primary or secondary school. As elsewhere in the developing world, fee removal has led to a surge of enrolments.

Second, it seems likely that Kwara is not just enrolling very high numbers in PRY1 but is also keeping them in school. Grade repetition is no longer an issue, because automatic grade progression has been introduced. The educational outcomes of this policy are debatable, but the result in terms of student flow is unmistakeable: once enrolled, students will generally flow through the system. Dropout rates in public school are low, with only marginally higher rates for females than for males. Fragmentary evidence from the

Nigeria DHS EdData Survey of 2004 supports the argument that dropout rates at all levels are no greater than 1%.

With zero rates of repetition and near-zero rates of dropout the effect is that those substantial numbers of children who are now starting primary school are also completing PRY6, girls at about the same rate as boys. Even allowing a dropout rate of 1.5% and a notional repetition rate (because even with automatic progression there is generally a small number of students who perhaps through extended illness are required to repeat a grade), approaching 90% of today's PRY1 students will survive to complete PRY6 and do so in minimum time.

Moreover, it seems likely that an increasing proportion of those completing PRY6 now move on to junior secondary. There is strong (although mostly anecdotal) evidence that the abolition of school fees has led to an influx of returning students who had earlier dropped out of junior or senior secondary school. The number of such returning students is likely to decline relatively quickly, but with precise numbers unknown the underlying trend of secondary registrations is highly problematic. The limited evidence suggests that some 87% of boys (80% of girls) move on to junior secondary, and some 80% of boys (75% of girls) progress to senior secondary. The removal of fees and automatic grade progression have lowered the direct costs of remaining in school. While there are other costs which a family incurs from keeping its children in school (transport, uniforms, etc), many parents are well aware that a primary leaving certificate is no longer a passport to any sort of wage job. The Kwara economy has performed poorly, and only those with increasing amounts of schooling stand a chance of wage employment.

(ii) Access to post-secondary education in Kwara

Until 2007-08 the state government had overall responsibility for eight higher education institutions. Five of these were the responsibility of the Ministry of Education:

- Kwara State Polytechnic, Ilorin
- College of Education, Ilorin
- College of Education, Oro
- College of Education, Lafiagi
- College of Arabic and Islamic Legal Studies, Ilorin

Three come under the responsibility of the Ministry of Health:

- Kwara State Nursing School, Ilorin
- Kwara State School of Midwifery, Ilorin
- Kwara State School of Health Technology, Offa

In addition, the University of Ilorin, situated in the state capital, is funded by the Federal Government.[6]

The State Government is undertaking a major re-organisation of the post-secondary system in Kwara. First, Kwara intends to remedy the situation of being one of the few states in Nigeria without its own State University. The proposed Kwara State University will start life in two ways. It will have a pre-degree programme (School of Remedial Studies) located at the existing College of Education, Ilorin; and the main degree activities will commence at the present site of the polytechnic.

Second, it is not clear at present how the Polytechnic activities and awards will change, either remaining as a free-standing institution oriented to engineering and management or alternatively continuing to offer those programmes but within the new State University. What is clear is that it is being relocated from its main campus, because that campus will be used for the new university. The polytechnic is being relocated to the old mini-campus of the federally-funded University of Ilorin.

Third, the three Colleges of Education are being amalgamated into one institution based at Oro. In principle the existing departments and functions of the colleges at Ilorin and Lafiagi will move to Oro, but a major emphasis of the reform program (to be discussed later in this ESP) is that some rationalisation of teacher education programmes will take place.

Table 3 (over) shows the pattern of enrolments at the various institutions just prior to the onset of the reform program.

Women are very well represented in higher education in Kwara. It may not be surprising that they form 68.3 percent of enrolments in the traditional roles of nursing and midwifery training, nor perhaps that they comprise 60.1 percent of students in the teacher training colleges. What is interesting is that women also make up 54.9 percent of enrolments in the College of Arabic and Islamic Legal Studies and 38.1 percent in the engineering- and management-oriented Polytechnic.

A total of 49,106 full and part-time students were enrolled in Kwara's higher education colleges in 2005/06. Part-time students are concentrated in the College of Education in Oro and the Polytechnic. If each part-time student is counted as half, the full-time equivalent total enrolment is 45,217. Using the age group 18-21 as the denominator, this gives a gross enrolment rate of 25 percent. Inclusion of the 14,000 students (2004) in the University of Ilorin raises the gross enrolment rate to 33 percent. Given the wide age range of post-secondary students, an alternative measure is to relate enrolments to population. This gives a result of 1,984 per 100,000 Kwara inhabitants. This is high by both Nigerian and international standards. In Nigeria as a whole tertiary enrolments amount to 1,024 per 100,000 inhabitants. This itself is far higher than the average for

[6] Because this ESP focuses on educational institutions which are a Kwara responsibility, only passing references are made to the University of Ilorin.

Sub-Saharan Africa, which stands at 708 students per 100,000 inhabitants (UNESCO 2006).

Table 3: Enrolments in higher education, Kwara

	2005			2006		
Institution	Male	Female	Total	Male	Female	Total
State Ministry of Education						
Kwara State Polytechnic						
Full-time	4,795	2,956	7,751	*5,382*	*3,318*	*8,700*
Part-time	3,077	1,898	4,975	*3,454*	*2,130*	*5,584*
Total	7,872	4,854	12,726	*8,836*	*5,448*	*14,284*
College of Education, Ilorin						
Full-time	3,952	6,079	10,031	2,744	4,221	6,965
Part-time	218	333	551	102	280	382
Total	4,070	6,512	10,582	2,846	4,501	7,347
College of Education, Oro				*Figures below for Oro are for March 2008*		
Full-time	7,312	11,231	18,543	4,357	6693	11,050
Part-time	889	1,366	2,255	986	1,514	2,500
Total	8,201	12,597	20,798	5,343	8,207	13,550
College of Education, Lafiagi						
Total	838	624	1,462	897	566	1,463
College of Islamic & Legal Studies						
Total	853	271	1,124	351	217	568
State Ministry of Health						
Nursing School, Ilorin	70	430	500	30	380	410
School of Midwifery, Ilorin	0	174	174	0	174	174
School of Health Technology, Offa	354	1,386	1,740	384	1,584	1,968

Source: Bennell et al, 2007 and information supplied directly from the institutions.

2.2 Education financing and costs

The Nigerian pattern of centralised funding but decentralised provision and responsibility is common in countries with a federal structure, but the situation is complicated not only by lack of data but because the Federal and State Governments and Local Government Authorities (LGAs) all have responsibilities for providing and funding education, but often with overlapping responsibilities for the different levels of education.

Table 4 summarises the main funding categories. Kwara is now spending some 21.6% of its combined State and LGA expenditure on education, which compares favourably with the share of the Nigerian federal budget that is devoted to education and is close to the average of the nine states for which there is evidence.

Table 4: Public Educational Expenditure in Kwara, 2006

Source/spending unit	2006
Recurrent education expenditure	
(i) by Kwara State Government	2,524,848,000
of which Ministry of Education	2,486,485,871
of which Ministry of Health	38,362,129
(ii) by LGA/SUBEB	4,819,452,000
Total public recurrent expenditure on education	**7,344,300,000**
Capital education expenditure	
(i) by Kwara State Government	1,147,953,960
of which Ministry of Education	1,145,553,960
of which Ministry of Health	2,400,000
(ii) by LGA/SUBEB	1,191,163,836
Total public capital expenditure on education	**2,339,117,796**
Total public expenditure on education	**9,686,211,000**
Total public expenditure, all activities	**44,914,002,114**
of which Kwara State Government	31,012,498,590
of which Kwara LGAs	13,901,503,524
Education expenditure as % of all public expenditure in Kwara (State Govt +LGAs)	**21.6%**

Source: All data for Ministry of Education comes from Kwara State Government, *Report of the Accountant General for the years ended 31st December 2005 and 2005,* adjusted to ensure consistency of treatment between the years for the amounts for State Universal Basic Education.

An alternative perspective is to measure education expenditure per head of state population. Table 5 shows these data. Table 5 needs to be interpreted cautiously because we cannot be certain that education expenditure is measured identically in each state, but the comparison supports the notion that education in Kwara is relatively well-supported from public resources.

Table 5: State and LGA education expenditure per capita, 2005

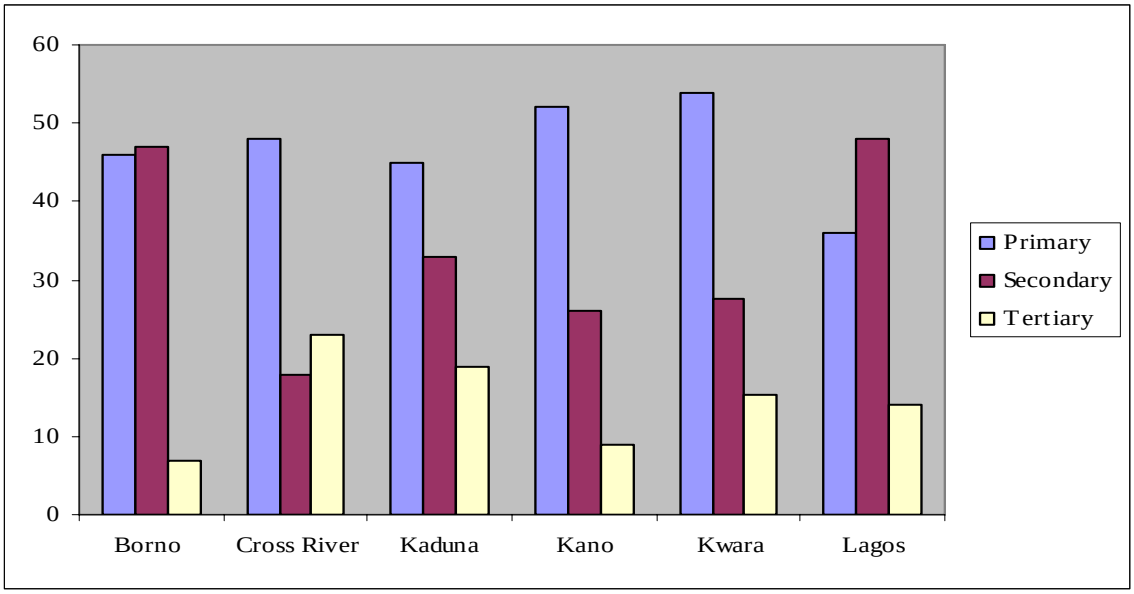
Borno	1,680
Cross River	2,322
Enugu	2,698
FCT	4,618
Jigawa	1,755
Kaduna	1,902
Kano	1,406
Kwara	**4,085**
Lagos	3,945

Source: Data for Kwara calculated from Table 10 and population total of 2.371 million. Data for other states from Bennell et al (2007) p.48.

The evidence of Tables 4 and 5 is that Kwara is not out of line by Nigerian and indeed by international standards in the proportion of its overall state expenditure which goes to education. But that satisfactory total amount tells as nothing about whether it is being

allocated effectively within education. At least as important as overall spending is the way that expenditure is distributed between the different levels of education. Chart 1 compares Kwara with five other states for which evidence exists.

Chart 1: Public educational expenditure shares by type of education



Source: Calculated from Bennell et al (2007) Table A5.4 and Table 12.

There is no uniquely correct intra-sectoral allocation: it depends upon the existing structure and the policy objectives. The evidence of Chart 1 suggests that Kwara allocates a higher proportion of its public spending to primary (55 percent) than other states, with a slightly below average allocation to secondary (30 percent). Its allocation to higher education of 17 percent in recent years is average for the six states shown, but, like those states, is low by the standards of other Sub-Saharan countries.

Table 6 gives a quantitative perspective on what can be directly observed in many Kwara schools. With salaries accounting for more than 95 percent of expenditure, very little money is available for textbooks, teachers' guides and other essential learning materials. All these items are in very short supply. It is Kwara State policy that every 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. In practice, the overall ratio is 3.4:1, nearly 20 times higher than this norm. The textbook situation is even worse in junior and senior secondary schools. According to the EMIS school census, the student-textbook ratios average 5.5:1 in junior secondary and 7.4:1 in senior school.

Table 6: Functional distribution of recurrent expenditure (%)

	Salaries	Other recurrent items	Total
Primary	95	5	100
Junior secondary	96	4	100
Senior secondary	96	4	100
Tertiary	93	7	100

Source: Calculated from Bennell et al 2007, Tables 2.7 and 5.7

Finally, Table 7 displays summary information on the unit costs of education in Kwara. The Table is characterised by two key, related findings: secondary and tertiary unit costs are low, and they highly compressed relative to benchmark primary costs. Primary unit cost falls within the normal range of international experience. The ratio of primary unit cost to GDP per head in Kwara is 12 percent, which compares with the average for Sub-Saharan Africa of 14 percent of GDP per head (UNESCO, Institute of Statistics, 2007, Table 19).

Table 7: Unit costs in education, Kwara 2006

	Recurrent public expenditure (Naira)	Enrolments in public schools	Unit costs (Naira)	Unit costs $US at N110
Primary	4,566,156,000	398,056	11,471	104
Secondary	2,476,917,000	137,571	18,005	164
Tertiary	1,439,000,000	45,217	31,824	289

Sources: Calculated from enrolment and expenditure data and calculations in EPSSIM projection model.

Given that primary benchmark, it would be expected on the basis of international experience that secondary costs would be 2.0-2.5 as large, the average for SSA countries. In Kwara, however, cost per student in secondary school is barely 60% higher than in primary school. Secondary school should be offering more highly skilled (and therefore better paid) teachers, more teachers per class to cope with the specialised subject teaching typical of secondary school, and laboratories, libraries and computers, and the implication from Table 7 is that Kwara's secondary schools are not supplied with these things.

Similarly, even if it is acknowledged that Kwara's polytechnic, teacher training and health colleges are not research-oriented but predominantly teaching institutions, unit costs in Kwara's higher education colleges are extremely low. Even in a mainly teaching college, well-qualified staff and small classes would be expected, with the result that tertiary unit costs may well amount to 10-20 times larger than primary costs. In Kwara the ratio is barely 3:1.

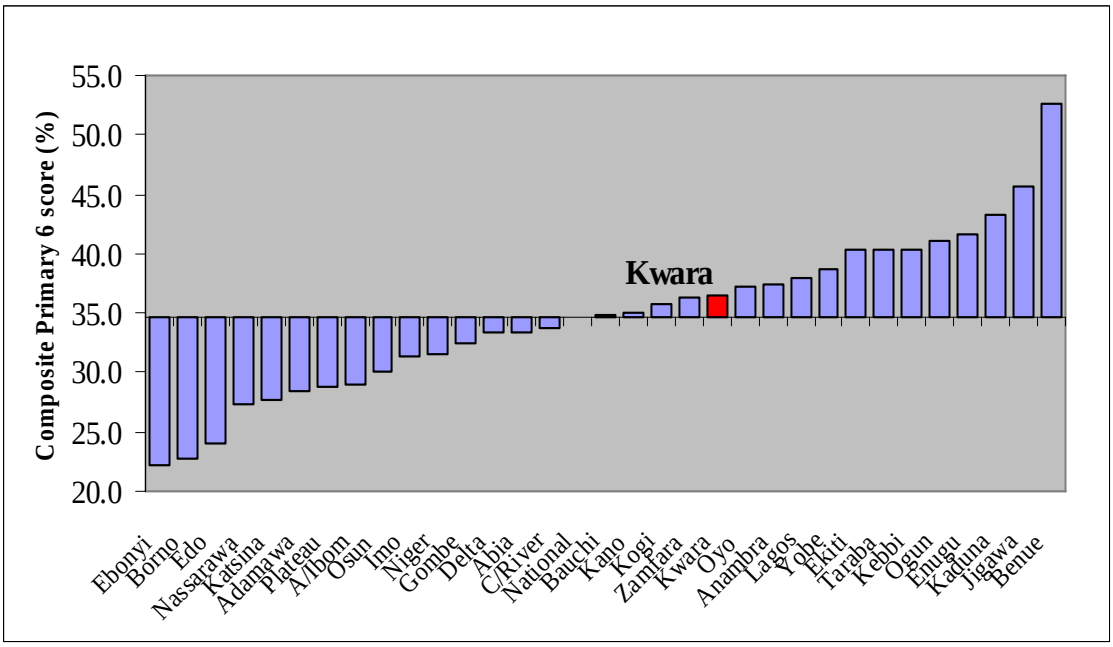
2.3 The quality of education

The measurement of educational quality is one of the most difficult and contentious issues in education planning. In any country schools try to achieve a wide range of social, personal and cultural objectives and these objectives (all very difficult to measure) are part of what is meant by "educational quality". These problems do not mean that attempts to define and measure quality are fruitless. *Student academic achievement* is by far the most important and fundamental issue in schooling. Whatever the variety of objectives they pursue, all schools have as their central purpose the academic development of their students. This still leaves many conceptual and measurement problems, but much progress has been made in recent years in designing sophisticated tests of problem-solving ability as well as numeracy and literacy. Today's tests can do so in a format that permits genuine comparability between school systems.

Nigeria does not yet participate in the major international testing exercises, but has made strong progress in its own testing, mostly within the Dakar 2000 framework for action of *Education for All*, which encouraged governments to enhance education quality at all levels. The first national test was limited to Primary 4 students in 1996[7], but subsequent testing has been extended to Primary 6 and to junior and senior secondary students.[8] A series of tests with coverage limited to Kaduna, Kano and Kwara was undertaken in 2007.[9]

Chart 2 shows the ranking by states for Primary 6 and measures overall performance in numeracy, literacy and life skills, properly adjusted for the sample size in each category. Little needs to be said about the result for Kwara, except that (like the P4 results for 2003) the Primary 6 scores are just above national average.

Chart 2: Academic performance in Primary 6, 2003



Source: Calculated from Makoju et al 2006

Chart 3 displays the results of the secondary tests, with the quadrants being demarcated by the national average scores for JSS and SSS. The secondary tests assessed achievement in mathematics, English language, social studies and integrated science for

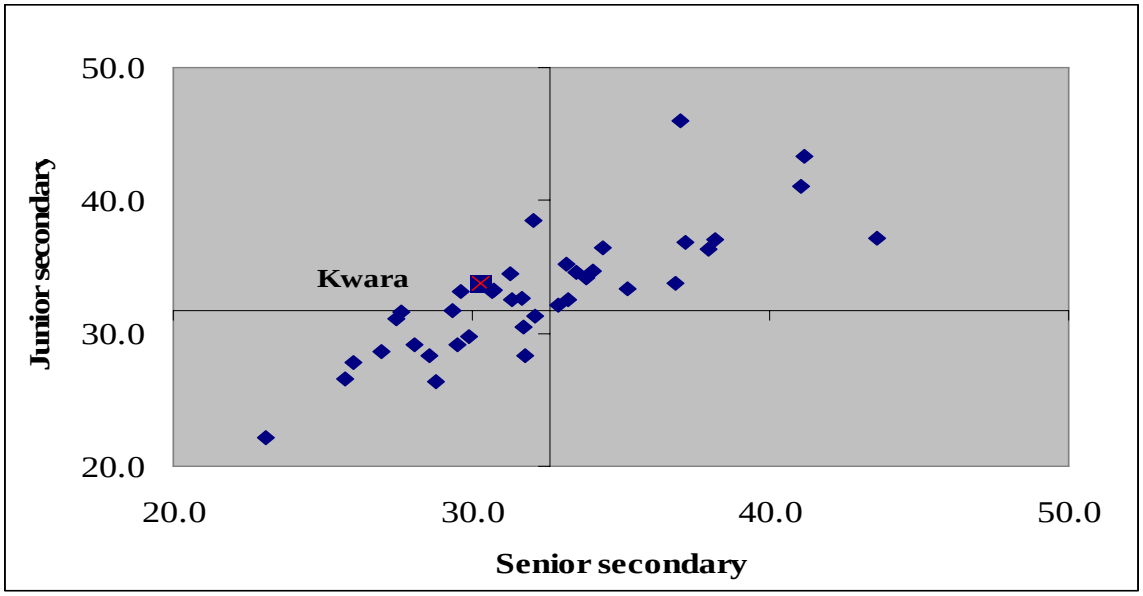
[7] Reported in *The EFA 2000 Assessment: Country Reports, Nigeria*, World Education Forum, 2003

[8] Makoju et al., *Nigerian Education Sector Analysis, Assessment of Learning Achievement of Primary Four and Six Pupils in Nigerian Schools*, draft report 2005; Makoju et el., *Nigerian Education Sector Analysis, Monitoring of Learning Achievement Project 2003, Assessment of Learning Achievements of JS2 and SS2 Students*, Federal Ministry of Education 2006.

[9] Johnson, D., J. Hseish, et al. (2007). *CUBE baseline study: final draft report*.

JS2 students, and mathematics and English language for SS2 students. Chart 3 shows that Kwara scored just above average in the junior secondary assessments but below average in the senior secondary tests.

Chart 3: Achievement in Secondary School, average percentage scores, 2003



Two principal conclusions can be drawn from these Charts The first is that Kwara is consistently located around the average score for Nigeria as a whole. Sometimes, as in the P4 tests of 1996 or the senior secondary assessments of 2003, the overall result for Kwara is below the national average. Sometimes, as in P4, P6, and junior secondary for 2003, Kwara lies just above national average. But in no case is the Kwara result dramatically high or low. In terms of educational quality, it is fair to describe the quality of education in Kwara as being entirely typical of quality in the country as a whole.

The second conclusion to be drawn is that there is no cause for complacency just because quality in Kwara is about the same as the rest of Nigeria. Kwara's students --- whether P4, P6, JS2 or SS2 --- are not acquiring sufficient academic skills in school. This conclusion is supported by the latest evidence. In 2007, a study was conducted as part of the Capacity for Universal Basic Education (CUBE) project to measure primary learning achievements in Primary 4 and 6 (Johnson, Hseish et al. 2007). In general Kwara performed well compared to Kana and Kaduna, especially in all tested aspects of literacy. But if the *absolute* level of achievement is considered, the results have to be described as very poor. In no case could students get even 10% of the numeracy questions correct, despite the tests being based on the national primary school curriculum. The level of reading accuracy is low, and unsurprisingly the result is that students are reading without understanding. Even in Kwara, the best-scoring state, the score for reading comprehension was well below 10%.

Table 8: P4 Literacy and Numeracy in 3 states, 2007 (%)

	Literacy			Numeracy		
	Reading accuracy	Reading comprehension	Listening comprehension	Male	Female	Total
Kaduna	26.4	1.4	35.7	10.0	7.6	8.8
Kano	7.3	0.6	25.0	8.2	6.5	5.6
Kwara	29.7	6.9	47.9	8.2	8.8	8.2

Source: Johnson, Hseish *et al* (2007).

2.4 Equity

(i) Gender equity

The evidence on *gender disparities* is mixed, and the lack of time series means that it is impossible to review trends. The CWIQ results presented earlier present an optimistic picture, suggesting only the most minor differences between males and females in primary enrolments, either gross or net, and a gender parity index of 90 percent at secondary level. These results are consistent with those from the National Living Standards Survey, which for Nigeria as a whole showed no gender difference in enrolment in primary school and only a small difference in secondary school.

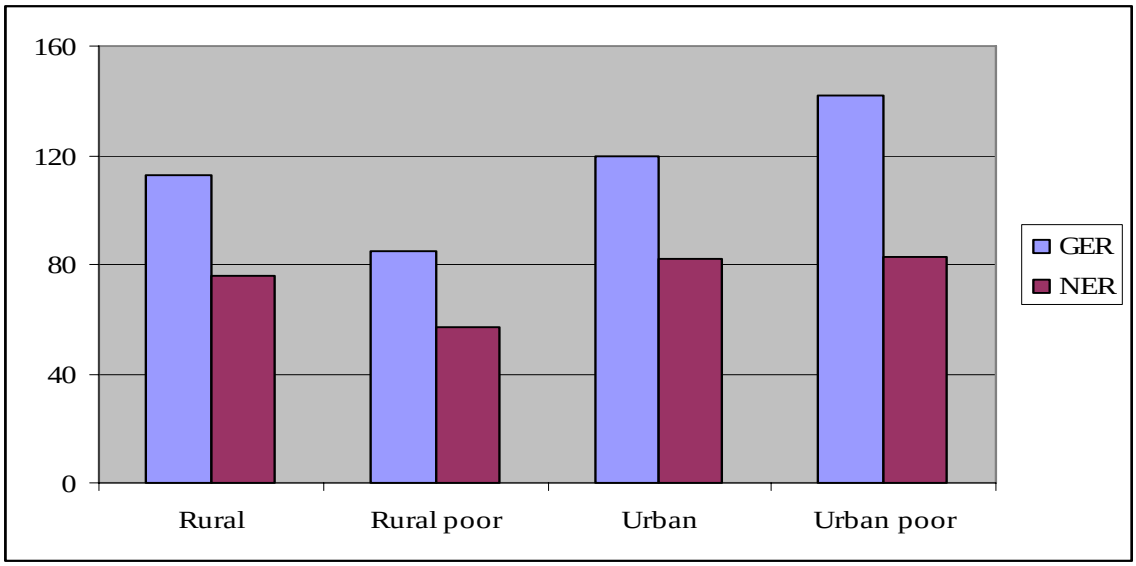
EMIS suggests a less favourable picture of female participation in primary school, but on balance gender disparities in Kwara are relatively minor. Boys and girls are entering primary school at about the same proportion of the starting age, and there are no significant differences in repetition or dropout. If Kwara is doing well with gender equality at primary level, the data suggest that it still has some way to go at secondary level. Fewer girls make the transition from primary to junior secondary. While some 87% of boys move on to JS1, the proportion of girls is around 80%. The evidence for Nigeria as a whole is consistent with what is known of other developing countries: the most common reason for non-enrolment is the need for children's labour in the household.[10] Both boys and girls participate in household and farming duties, but females spend substantially more time on these duties. Distance to school and safety is an important reason for non-enrolment as girls reach puberty, and early marriage, pregnancy or betrothal are additional factors in not continuing school beyond primary.

(ii) Disparity in education by poverty/income category

Data limitations mean that educational disparities by income level cannot be measured for Kwara, but it is possible to tabulate more limited information on the differences between urban and rural residents. Charts 4 and 5 show gross and net enrolment rates for these categories for primary and secondary respectively.

[10] World Bank, *Nigeria, Poverty Assessment*, 2006 (draft report); National Bureau of Statistics, *Nigeria National Living Standards Survey*, 2006.

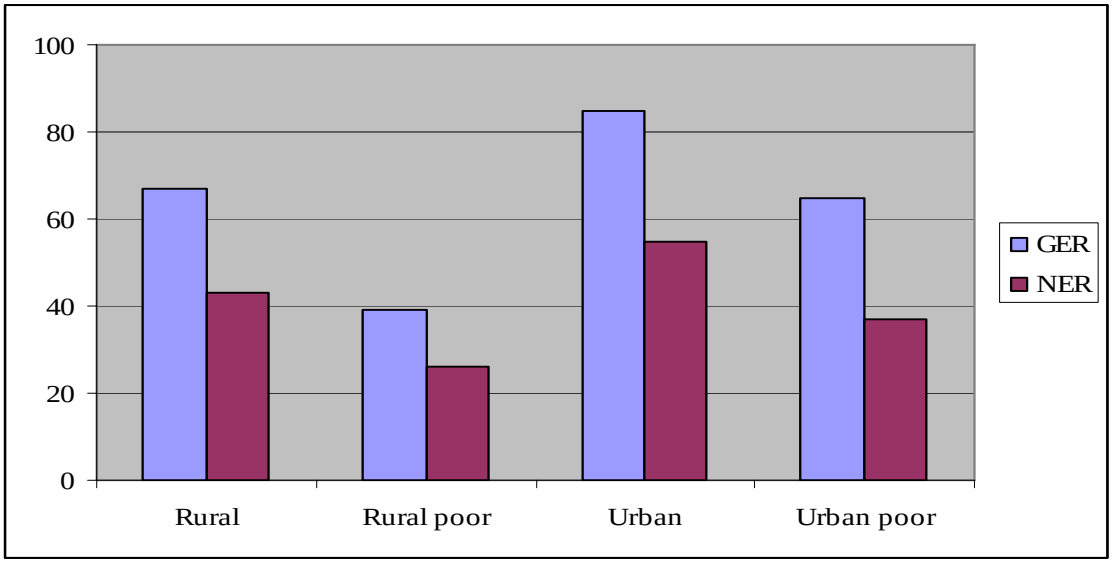
Chart 4: Primary enrolment rates by location and income category, Kwara 2006



Source: CWIQ, page 88

For primary schooling, the rural poor demonstrably fare worst. Gross enrolment rates reach only 85 percent, and the net enrolment rate (57 percent) is well below the NER in urban areas (83 percent). The combination of a very high GER but slightly better-than-average NER for the urban poor indicates that many children from this category start their education late. The story for secondary enrolments is broadly similar, with large disparities between urban and rural areas. The rural poor do especially badly at secondary level, and unlike primary education where there are no perceptible differences in net enrolments in urban areas, the urban poor have substantially lower net secondary enrolments than richer urban residents.

Chart 5: Secondary enrolment rates by location and income category, Kwara 2006



Source: CWIQ, page 88

(iii) Disparity by administrative area

The third aspect of enrolment disparities is that of locational disparity within Kwara. Table 9 needs to be interpreted very cautiously because of data limitations, but there is much in the Table to suggest that there are many equity (and efficiency!) improvements to be gained from a radical investigation into LGA disparities.

Even if the GERs for each LGA need to be seen as an approximation, it is clear that there is very substantial variation between the LGAs in the proportion of their children attending primary school. Some of this is explicable by the urban-rural distinction noted above, but this does not account for the difference between, for example, Asa and Baruten. The LGAs vary widely in the share of their federal revenue which they devote to education. The average for the 16 LGAs is 36%, but Baruten and Kaiama spend only 14-15% of their allocation, whereas some LGAs spend half or more. The range of expenditures is even greater (38:5 or more than 7:1) when we calculate expenditure per student in the final column.

Education is costly to provide in rural areas with their high transport and construction costs and their small and scattered schools. The very low expenditure per student in Ilorin West (Naira 7,109) with its large schools may therefore tell us more about the economies of an average school size of 1,410 than about any apparent inequity. While there are certainly real differences between the LGAs in the cost of educational provision, there is enough evidence in Table 9 to indicate that there is considerable room for improvement in the allocation of resources --- and a more equitable outcome. Offa has almost as many teachers as Edu, despite having only one-quarter of Edu's primary enrolment. Ekiti employs almost as many teachers as Patigi, but has only 27% of Patigi's students and spends only half as much per student. Asa and Irepodun have near-identical numbers of teachers, but the latter LGA has only 73% of Asa's enrolments and spends 60% more per student.

The number of classes is not reliably known at LGA level, but in primary school, where the general rule is one teacher equals one class, the number of pupils per teacher is a reasonable proxy for class size. Relative to the Kwara average, Oyun is spending large amounts of money both as a share of its federal allocation and as expenditure per student to fund only 9 students per teacher (and few students enrolled overall). Ekiti, Irepodun, Offa and Oke Ero all spend relatively large amounts of money per student but have wastefully small classes. The reasons for this pattern of teacher and financial allocation are not known, but with the exception of Baruten, all the LGAs with a large number of teachers and very small classes were those whose enrolments were reduced substantially after SUBEB's check of the implausibly high student numbers. It seems likely that these LGAs were over-staffed, and the pattern of teacher allocations has not yet been corrected for the lower student numbers. Even if this explanation is only part of the story, the numbers in Table 9 confirm the anecdotal impression when visiting some LGAs of near-empty classrooms and low rates of teacher utilisation.

Table 9: Primary education indicators by LGA, Kwara 2006 (public schools)

	Primary enrolment	Population Age 6-11	GER	No. of Schools	Average school size	No. of Teachers	Teachers per school	Pupils per teacher	Federal allocation (000s)	Expenditure on education (000s)	Expend as share of federal allocation	Expend per student
Asa	22,102	22,422	99	123	180	1,073	9	21	719,243	327,645	46	14,824
Baruten	20,177	37,150	54	108	187	686	6	29	1,127,434	170,198	15	8,435
Edu	47,392	35,736	133	109	435	892	8	53	832,905	260,442	31	5,495
Ekiti	3,840	9,724	39	38	101	444	12	9	600,151	142,350	24	37,070
Ifelodun	45,831	36,543	125	142	323	1,533	11	30	978,287	506,467	52	11,051
Ilorin East	50,071	36,235	138	75	668	1,246	17	40	828,905	429,794	52	8,584
Ilorin South	22,300	37,005	60	51	437	912	18	24	839,365	303,810	36	13,624
Ilorin West	81,756	64,664	126	58	1,410	1,723	30	47	1,161,539	581,224	50	7,109
Irepodun	16,065	26,352	61	69	233	1,044	15	15	758,967	379,775	50	23,640
Isin	9,013	10,590	85	25	361	396	16	23	624,532	142,463	23	15,806
Kaiama	19,206	22,032	87	65	295	529	8	36	948,696	129,144	14	6,724
Moro	22,820	19,292	118	122	187	1,297	11	18	824,860	382,338	46	16,755
Offa	12,064	15,903	76	43	281	869	20	14	671,859	309,182	46	25,628
Oke Ero	4,023	10,214	39	28	144	360	13	11	600,703	134,999	22	33,557
Oyun	7,245	16,715	43	78	93	818	10	9	649,601	274,662	42	37,911
Patigi	14,140	19,932	71	68	208	474	7	30	701,868	144,582	21	10,225
Total	**398,045**	**420,509**	**95**	**1,202**	**331**	**14,296**	**12**	**28**	**12,868,916**	**4,619,075**	**36**	**11,604**

2.5 Management of education service delivery

Effective support from and to the education system is a key factor in determining good quality outcomes at the school level. The institutions and their responsibilities for education provision in Kwara have been mentioned in a number of places throughout this educational summary and the dominant impression is one of substantial overlap in roles across levels of government. The Constitution and Federal Law enable a wide range of stakeholders to be engaged in education but the lack of specificity regarding particular roles and responsibilities at the different tiers of government gives rise to overlaps and tensions in the execution of policies. This has been particularly evident in recent years in relation to where the responsibility should lie for the financing and payment of primary teacher's salaries and in the creation of State universities. A second example is that instructional materials are potentially provided by all levels of government, a duplication which makes effective provision of instructional materials more difficult. Still further examples of substantial overlap and shared responsibility for education across levels of government can be found, most notably in planning, standard setting and monitoring.

The ESA questioned the effectiveness of current inspection arrangements. With an emphasis on quality schooling, the notion of what inspection should mean needs redefinition. Inspection should be about school improvement, school planning, and greater control over resources, not merely adherence to administrative standards and procedures.

A further critical aspect of monitoring and evaluation is the Education Management Information System (EMIS) in Kwara. This could be a key resource for monitoring progress in the education sector, but it is not at present adequately performing that role. The absence of accurate information on the education system in Kwara seriously hampers the effective monitoring and management of the system. If current policy targets are to be effectively implemented and monitored, serious efforts are needed in improving information systems.

3. Policy and Strategic Priorities

3.1 Likely developments in education

Even the brief summary of educational developments described in Section 2 makes it clear that events in Kwara's education system are moving very rapidly. Kwara appears to have virtually all children in primary school, and through low dropout and repeater rates is keeping them enrolled until almost every child completes the primary cycle. Moreover, most boys now enrol in junior secondary, and although girls' transition to JSS is some seven percentage points lower than boys it is now becoming possible to talk of achieving nine-year basic education for everyone in Kwara within the foreseeable future.

This is a considerable achievement, and a useful starting point to reviewing policy priorities is to note that even in the absence of major policy interventions education in Kwara will continue to evolve rapidly at all levels. Some examples are:

(i) Pre-primary schooling, especially when financed and supplied by government, is relatively new for Kwara. While the EMIS data on pre-primary are not fully reliable, the indications are that public pre-primary has grown rapidly. It seems likely that parental expectations for pre-primary are changing under the impact of government-financed programs, and enrolments will continue to rise.

(ii) At present the gross intake rate into primary school is very high (157%). This high rate of intake is a consequence of the fact that substantial numbers of under- and over-age children are now enrolling in primary school. Almost by definition, that process cannot continue indefinitely. If, as seems likely in Kwara, universal attendance at primary school becomes socially established, the "arrears" of over-age children now making their way into Primary 1 will steadily diminish. The intake rate will fall to nearer 100%, but everyone will enrol in primary school.

(iii) Similarly, there are indications that the abolition of school fees has led to an influx of returning students who had earlier dropped out of junior or senior secondary school. Just like the high primary intake, this inflates the current intake (or registration) rates into secondary school. It is likely that the *underlying* registration rates for junior secondary will reach 100% for males within 5-6 years and 100% for females in 9-10 years, and the rates for senior secondary will be 80% for both males and females within 6-8 years.

(iv) The Kwara State Government is currently making ambitious plans to restructure higher education in the state, but even without such policy changes the tertiary sector is likely to grow under the pressure of student demand. Those increased numbers of students now completing primary and moving into junior secondary will, in ten years time, be looking at increased competition for jobs and they will seek to improve their chances by obtaining a tertiary qualification.

(v) One consequence of even modest continued growth in higher education is that, in the absence of major policy change, the proportion of qualified teachers in Kwara's schools will steadily increase as more school-leavers seek a post-secondary qualification, many of them in the pre-service teachers' colleges.

3.2 What are the key policy priorities?

The conclusion to be drawn is that enrolments will continue to grow rapidly and within 10 years Kwara will have achieved universal basic education. This is a significant achievement, but before declaring "mission accomplished" it should be emphasised that the outcomes are not all benign and those existing trends will have to be supplemented by policy interventions in critical areas of educational development. Among the critical policy priorities are:

- It is widely accepted that *the average quality of Kwara's teachers is low.* It is common when assessing the standard of teachers to cite the proportion of teachers who have had adequate pre-service training, but the proportion of qualified teachers is not a serious issue for Kwara. Grade II and unqualified teachers now account for only 20 percent of all teachers employed at government primary schools. The percentage of qualified teachers varies considerably from one LGEA to another, but on state average there is nothing in the pattern of teacher qualifications to suggest that a lack of qualified teachers is a major contribution to poor-quality student outcomes.

The problem seems to be not so much the standard of pedagogical preparation but the fact that students enter the colleges with very low levels of subject mastery. The colleges are forced to spend large amounts of time teaching material that should have been acquired in school. In practice this remedial work does not make sufficient improvement because so many students are emerging from the schools with standards of subject knowledge and cognitive outcomes that do not even approach the right foundation for tertiary study.

- The downside of the anticipated enrolment expansion is *the over-supply of teachers*. It has been known for some time that Kwara has been training too many teachers. Later sections of this ESP will review supply and demand in greater detail, but even simple calculations establish the scale of the problem. In the 2005-06 data baseline, 31,440 students were enrolled in the three colleges of education. Some 9,400 graduated in that year, but hiring requirements for new teachers in basic education amounted to only 2,600. This gives a surplus supply of nearly 7,000 new teachers. On existing enrolment trends this could rise to a surplus of nearly 12,000 by 2017-18.

Correction of such an intimidatingly large surplus of teachers is a major policy challenge. Kwara has now embarked on a program of tertiary reform. The restructuring of the colleges of education is a major aspect of this reform, but many related issues remain. Part of the reform is to establish a State university. Decisions have already been made to set up a faculty of basic or remedial studies and a faculty specialising in agricultural studies, but the composition of other faculties is still to be settled. A further issue is the

type of tertiary future that might be available for those students who would otherwise have enrolled in the drastically slimmed-down colleges of education.

It is acknowledged in Kwara that teacher training is often a decision of last resort for students of limited academic attainment and few other options. Rather than compromising the quality of the new university by enrolling students who generally are not of university quality, other options need to be examined. Among these are expanding the OND/HND programs of the Polytechnic, setting up other forms of post-secondary institution, or perhaps even offering partial scholarships to enrol in out-of-state institutions.

- There is more to teacher college restructuring than reducing enrolments. If the quality of school teaching is to improve, the smaller numbers being trained need better staff and facilities in the remaining college at Oro. On the numbers supplied by the colleges themselves, the staff: student ratio in teacher education is around 84, and there are over 600 students per classroom. Numbers such as this add weight to the anecdotal stories of students unable to cram into lecture rooms and being forced outside to listen to lectures through the open windows. With over 31,000 student teachers and only 1,202 primary schools, simple arithmetic suggests that it is logistically impossible to arrange any meaningful form of school-based teaching practice during their training.

- A further key aspect of quality improvement is that there is overwhelming international evidence on *the importance of instructional materials*, including core textbooks, teachers' guides, library books and laboratory materials. Kwara's record in supplying such essential items is very poor, with spending on non-salary recurrent items (around 5%) far below the Fast Track Initiative (FTI) benchmark of 33%. Without explicit policy intervention there will be no improvement in this critical area. There is overwhelming international evidence that what really counts for improved quality is the combination of ample learning and teaching materials, teachers who have sufficient mastery of the curriculum subjects to make good use of those materials, and plenty of time on task. Kwara meets the third of these, since its primary students are in school for an adequate number of hours, but it performs very poorly with the supply of learning and teaching materials and although it has large numbers of teachers, it is very doubtful (see above) if teachers on average have sufficient mastery of the curriculum subjects to make good use of those materials.

- *Kwara's average ratio of 33 students per primary teacher is low by developing country standards, and is well below the FTI benchmark of 40:1.* More seriously, this average low rate conceals substantial variation between LGAs. As Table 9 indicated, some of the LGAs have teacher: pupil ratios which can hardly be explained by the particular problems of school provision in remote or rural areas but which are strongly suggestive of misallocation of both teaching and financial resources. LGAs which spend relatively large amounts of money only to have tiny classes of 9 or 10 students per teacher are spending money neither efficiently nor equitably. This critical requirement for policy intervention needs to be seen in the context that there is nothing in the

international evidence to support the idea that (even leaving aside the very high costs) such small classes lead to improved student performance.[11]

With SUBEB now getting to grips with the accurate measurement of primary enrolments, Kwara urgently needs a school mapping exercise, combined with a review of the system of hiring and deployment of teachers to primary schools. Redeploying teachers is never a comfortable or straightforward exercise, but the number of teachers and the pattern of deployment in Kwara is inhibiting expenditure on other essential inputs.

- With an emphasis on quality schooling, it is important to ensure that there is *appropriate institutional back-up to enable effective delivery of policy interventions*. One critical aspect is that the notion of what inspection should mean needs redefinition. Inspection should be about school improvement, school planning, and greater control over resources, not merely adherence to administrative standards and procedures. In short, the inspectorate capabilities of the Ministry of Education should be based on an intention to shift from "Inspection" to "Quality Assurance", perhaps by harmonizing the various inspectorate organs into a Quality Assurance Unit.

- Finally, it is important not to lose sight of the fact that *the amount of public funding for education is a genuine policy variable*. State finances in Kwara are operated in a transparent manner and on the issues of good housekeeping and stewardship the quality of its public financial administration (including the education sector) cannot be faulted. The problem is that public budgets should be prepared in relation to specific objectives, indicators of performance of those objectives, and the likely 3-5 year resource envelope derived from a medium term expenditure framework. None of these elements exists in Kwara's financial management and planning. Instead, *incremental budgeting* characterises the budgetary process in Kwara and this has led to poor linkages between sector priorities and budget allocations. Budgeting is not driven by particular sector objectives or performance related outcomes but by adjustments to previous levels of funding of particular inputs, primarily for personnel.

The risk, therefore, is that a budget set on incremental principles without regard to educational objectives will not be adequate for the continued enrolment growth and

[11] Writing 40 years ago, one commentator noted that "over the years we have had hundreds of experiments testing the effectiveness of teaching in small and large classes. Despite the fact that in the vast majority of instances these tests show either that the advantage (as shown by the tests) lies with the large class or that there is no significant difference, the folklore of the small class persists" (Harris 1962). There have been many more experiments in the years since then. Indeed, the relationship between class size and student performance is probably the most researched topic in education. This more recent work has not produced any reason to modify the conclusions reached by Harris so many years ago. While much of the evidence on class size comes from richer countries, evidence from developing countries supports the argument that learning can be improved, not weakened, by using fewer teachers where classes are small and reallocating the money saved to other items such as textbooks and libraries (Psacharopoulos and Woodhall 1985; World Bank 1995). In a compilation of the evidence for developing countries, Fuller (1987) found that only 5 out of 21 studies supported the idea that smaller class size improves student performance. The balance of opinion today is that student performance is more or less unaffected by class size within the range of 25-50 students.

quality improvement that are required. Financial economies may have to be made. Under tight budget constraints the budget for the supply of books and other instructional materials may be further limited. Critical maintenance of classrooms and facilities may be curtailed. New buildings will be postponed. Classes will get larger. Funds will not be available for the in-service upgrading of teachers. Teachers will find it hard to get a pay raise, and there may even be delay in the payment of salaries. Enrolments will continue to grow but there may be no scope for improvement in critical areas of instructional resources and teacher quality.

3.3 The policy and strategic framework

Kwara has an enviable record of commitment to education reform. KWA-SEEDS set out ambitious targets for enrolment growth, practical measures such as the abolition of school fees have been implemented, and a new program of reform --- "Every Child Counts" --- is currently being developed as the unifying theme for the Kwara State education reform. *Every Child Counts* seeks to position the child as the central motivation of the reform efforts, and it represents a pact between Kwara State and the people so that mutual responsibilities are acknowledged. *Every Child Counts* is built around four key components. The components represent strategic actions focused on improving the quality of basic education on a sustainable basis. These are:

- Teacher quality improvement (TQI)
  through quality evaluation, development of mentor teachers, and a new incentives and reward system for high-calibre teachers;
- Strengthening inspectorate capacity
  through harmonizing the various inspectorate units, moving from "inspection" to "quality assurance" and with an enhanced monitoring and valuation of quality standards;
- College of Education turnaround
  by reducing the over-supply of pre-service students, strengthening college management and funding, developing best practice methods and harmonizing the curriculum with that in schools;
- Institution building
  to strengthen the capacity to deliver reform of "supply institutions" such as SMOE, SUBEB and TSC.

These four components appropriately tackle major issues in Kwara; they provide a mechanism for sustained progress towards EFA; they confront issues at all levels of the education spectrum, from the quality of basic education to the chronic over-supply and low quality of pre-service teaching; and they are presented in a form well-suited for public understanding and support.

It will also be clear that they do not explicitly cover all the policy issues reviewed in the previous section and it is therefore useful to clarify the distinction between the policy framework represented by *Every Child Counts* and the requirements of an ESP. *Every Child Counts* is designed to establish the strategic and policy framework by setting out

strategic actions of the reform program, providing an overview of key components, and doing so in a way that will garner public support. As a strategic document, its purpose is not to describe in detail the sum total of required policy interventions. These latter more detailed tasks are the job of the ESP.

Second, *Every Child Counts* is a statement of *cross-cutting themes* rather than a compilation of the full range of complementary reforms and policy interventions necessary to ensure the success of Kwara's educational development. For example, "Teacher Quality Improvement" in Kwara is not a simple matter of increasing the proportion of teachers with pre-service qualifications: with the proportion of qualified teachers already high by Nigerian standards, TQI is also a matter of (i) improving the underlying educational background of teachers, perhaps through appropriate in-service courses and (ii) ensuring that better teachers have better resources to work with. On this interpretation, the TQI component of *Every Child Counts* can be understood as a reform which places teachers at the centre of efforts to improve educational quality, but which also includes other vital ingredients of educational quality such as improvements in students' instructional materials and books.

In drawing up the ESP attempts have been made to cover the full range of detailed policies required, but to do so by placing the objectives and components of *Every Child Counts* at the heart of the ESP. These detailed targets are tabulated in the next section, with a structure as follows:

Equitable access, including plans for continued growth in school enrolments, gender equity, and efficiency and equity in the provision of schools and teachers in remote and rural LGAs;

College of Education Turnaround, including quantitative reductions in intake in pre-service programs, a re-orientation of the remaining college at Oro to undertake more in-service teacher development, and other restructuring of higher education required;

Teacher Quality Improvement (TQI) including skills development, recruitment policy, incentives and rewards, and better provision of instructional materials in schools;

Strengthening inspectorate capacity;

Institution building to strengthen capacity of "supply institutions" such as SMOE, SUBEB and TSC. In school systems with very low levels of resources it might be appropriate to emphasise the *proximate* (or intermediate) determinants of success, such as curriculum design, textbooks, teacher training, or school construction. No school system can function well without minimum levels of these resources. There is, however, much international evidence that improvements in proximate determinants do not by themselves bring educational success. It is not enough to pay teachers more or lengthen the period of teacher training. What really matters is that there must be institutional reform so that the pieces fit together as a *system*, with resources being provided in a

framework of accountability, performance, motivation and responsiveness to clients at all levels.

Funding, including options for increased State, LGA and private expenditure to ensure that the proposed ESP is adequately supported with financial resources.

On this structure, the reform program summarised as *Every Child Counts* is at the heart of the ESP and provides its central core, with the issues of equitable access and adequate funding providing the "bookends" --- the economic and educational context --- within which the ESP can be implemented.

4. Policy and Strategic Priorities: the detailed targets and interventions

4.1 Equitable Access

Policy Objectives & Main strategies	TARGETS	RESPONSIBILITY
Access 1: **Policy objective: Consolidate access to basic education**		
Continue fee-free basic education and public awareness programs on importance of school enrolment, but implement within 5 years firm policy on enrolment at correct age, especially making clear administrative separation between pre-primary and primary enrolments. Maintain automatic grade progression, but institute bi-annual review of educational outcomes.	Reduce gross intake rate into primary from 157% to 105% by 2017-18 as all children enrol but backlog of early- and over-age enrolments is reduced. Primary gross enrolment rate to decline from 116% to 103% by 2017-18 as all children attend but at the correct 6-11 age group. Increase primary education survival rate from 79% (males) in 2006 to 89% by 2018 and from 72% (females) to 88% through detailed family follow-up by SUBEB of children who dropout.	SMOE/ SUBEB
In light of substantial LGA disparities in schools, class size and location, conduct review of school mapping, teacher deployment and LGA funding of primary schools to determine equitable and efficient allocation of teachers and infrastructure for each LGA. Focus of review is to identify poorly served LGAs and explore options for consolidation	Review and detailed plans to be available for public discussion by mid-2009. Specific target is to develop operational plan to remedy existing gross inequities in provision of schools, teachers and facilities in remote and	SMOE/SUBEB/LGAs, with SUBEB taking the lead on analysis of existing situation and proposed redeployment of teachers and

Policy Objectives & Main strategies	TARGETS	RESPONSIBILITY
and more effective teacher deployment for very small and remote schools	rural areas.	consolidation/addition of schools
Conduct by mid-2009 needs assessment survey to determine extent and demand for ECCE. Encourage provision of pre-school education by communities and the private sector through dissemination activities outlining the importance of ECCE. Gradual expansion of access to ECCE through increased private government, and community based provision. Provide dedicated classroom, one primary school teacher and one nanny for 60 children in all government primary schools by end of 2018 to replace existing shared and mixed facilities.	Publish State policy on pre-school education including guidelines on public provision, and circulate to schools, communities and LGEA by end of 2009. 37% GER at ECCE (ages 3-5) level by 2018, compared to 2005-06 baseline GER of 17%. 43% of ECCE to be provided through private and community based provision, compared to 34% in 2005-06 baseline.	SMOE/SUBEB
Underpin access to basic education through provision of adequate classrooms. Explore cost effective ways of expanding the number of classrooms in partnership with communities. Potential strategies include community designed and built classrooms, cheaper construction of current designs and using available land in primary schools to support and build JSS school/classes. Maintain State average private sector provision of JSS education at 51%.	Additional 2,644 primary classrooms and related infrastructure need to be built over period to 2017-18 to cope with projected enrolment growth Additional 2,022 junior secondary classrooms and related infrastructure need to be built over period to 2017-18. Increase the gross registration rate in junior secondary from 87% (males) in 2006 to 100% by 2011-12 and from 80% (females) to 100% by 2017-18. Junior secondary gross enrolment rate to reach 96% (males and females) by 2018.	SUBEB and LGAs

Policy Objectives & Main strategies	TARGETS	RESPONSIBILITY
Access 2 **Policy objective: Eliminate gender disparities in basic education and narrow gender gaps in senior secondary access** Design and implement a public awareness programme on rights to free basic education, including a specific focus on girls, by mid 2009. Design and implement public program to raise awareness of the importance of girls education. Ensure school infrastructure plans include adequate facilities for girls (e.g. toilets/sanitation facilities) Undertake a feasibility study of a targeted in-kind/cash transfer program to encourage girls, poor boys and disadvantaged groups to enrol in JSS, targeted to rural LGAs and to 20% of JSS secondary school students. Equal number of boys and girls to receive transfer.	Enrolment and wastage rates of boys and girls at near-parity in public primary schools by 2018 (8.5% and 10% respectively). Near-parity in public JSS enrolment rates by 2018 99% boys, 96% girls). Registration rates into senior secondary school to equalise at 80% by 2018. Maintain the proportion of female teachers in primary (57%) junior secondary schools (51%) and senior secondary (46%) to preserve favourable gender distribution.	SUBEB/ LGAs
Access 3 **Policy objective: Provide equitable educational opportunities for disadvantaged and vulnerable children and increase the enrolment, retention and completion of children with special needs** In partnership with NGOs and local community, develop and implement new programs for excluded children during 2009 (out-of-school, hard to reach, drop-outs, nomadic). Undertake	Systems for screening and identifying children with special needs, including teacher sensitization, and strengthening	SMOE to take leadership role, but strategies require active involvement of

Policy Objectives & Main strategies	TARGETS	RESPONSIBILITY
feasibility study and introduce targeted in-kind/cash transfer scheme for disadvantaged pupils by end 2009 and implement as appropriate. Undertake study on orphaned, marginalised and vulnerable children (including as a result of HIV/AIDS) including the feasibility of material support/cash transfers to assist children in completing education – by end of 2009. Ensure school infrastructure plans include designs to accommodate pupils/students with special needs by mid-2009.	special education assessment capacity in all LGEA's to be developed and implemented by end of 2012. Increase attendance of those with special needs in schools Integrate all children with non-severe special educational needs in mainstream schools by 2018	

4.2 College of Education Turnaround (CET)

Policy Objectives & Main Strategies	TARGETS	RESPONSIBILITY
CET 1 **Policy objective: SMOE will publish a clear vision, with strategic and tactical plans, for teacher education to support the broader framework of EFA and SSS education.**	Establish strategic plan setting framework for all those involved in delivery of teacher education Set out how teacher education will be delivered, in both quantitative and qualitative terms, over next 10 years	SMOE
CET 2 **Policy objective: Rapid reduction in intake to pre-service programs to bring supply of and demand for teachers into equilibrium within 3 years.** Key strategy will be to implement reorganisation and restructuring of teacher education, concentrating all pre-service training at the Oro campus	Existing colleges at Lafiagi and Ilorin will cease to offer pre-service teacher training from 2009. Total enrolment at Oro will fall to 7,000 by 2011-12	SMOE in close association with college of education at Oro.
CET 3 **Policy objective: All pre-service teacher education programs and courses to be revised and reformed, with emphasis on bringing curriculum into line with practical demands of teaching in primary and junior secondary schools**	Within 3 years teacher education college will revise programmes and curricula so that teacher education at all levels is closely related to the practice of teaching in schools. Programmes and curricula will need to be regularly reviewed and modified to meet the needs of changes in the school curriculum that reflect social issues and economic development.	College of Education at Oro in association with SMOE and SUBEB

CET 4 **Policy objective: A sustained improvement in the quality of teaching staff at Oro** Selection criteria for Oro staff will be reviewed and clear criteria related to qualifications and school experience will be established. All staff will be required to maintain close liaison with schools and to renew periodically their school classroom practice	Within 5 years all new teaching staff at Oro will conform to new hiring standards, with strong emphasis on practical experience in schools. All staff will be required to undertake annual performance review, including plans for the coming year, and staff success in building practical and active relationships with schools and practising teachers will figure prominently in the review, with appropriate implications for tenure and promotion	College of Education at Oro
CET 5 **Policy objective: Students applying for teacher education courses will be selected on the basis of exam results and interview**	The objective is to move away from students viewing teacher education as an all-purpose method of gaining a qualification they never intend to use, and target is to select only those who are genuinely seeking a professional qualification as a practising teacher	College of Education at Oro

4.3 Teacher Quality Improvement (TQI)

Policy Objectives & Main strategies	TARGETS	RESPONSIBILITY
TQI 1 **Policy objective: Pre-service training will include well-supported periods of practical training in schools.** Periods of practical training will be supported by trained mentors in schools. These mentors will need prior training to perform this task. Having somebody in every school or cluster that has responsibility for professional development coordination will be important. There will be a person identified in each school who will be responsible for co-ordinating professional development within the school and for linking the school into professional development activities external to the school. These professional development coordinators will be appointed from existing experienced teachers working in the schools. All professional development coordinators will be trained.	Within 5 years all graduates emerge from Oro will have carried out substantial periods of in-school training and experience in schools. Teacher trainees will only be awarded graduation certificates if they have successfully completed practical in-school training	College of Education at Oro
TQI 2 **Policy objective: Improve the practical skills of teacher graduates.** At the end of their formal course, a passing student will be designated as a Probation Teacher. At the end of one year those who have successfully completed Probation will be given the title of Licensed Qualified Teacher. The newly certificated teachers	International evidence suggests that pre-service training alone in not effective in bringing about educational improvement. It is more effective through training teachers in schools. The 1-year induction period will help young teachers build upon their pre-service work. The specific target is that within 5 years all newly graduating teachers will undergo the period	College of Education at Oro

Policy Objectives & Main strategies	TARGETS	RESPONSIBILITY
will be supported by trained mentors in schools and by a programme designed and delivered by teacher education at Oro.	of mentored induction before becoming registered as a qualified teacher.	
TQI 3 **Policy objective: Develop costed plan for enlarged program of in-service upgrading for all teachers in basic education on a rolling basis over 5 years. In-service guidelines will be developed and appropriate in-service training will be certificated, given credits and treated as upgrading.** Teachers will receive credit points when they complete courses and programmes. These points can be accumulated until teachers complete an upgrading programme. Upgrading will be comprised of programmes of professional development, with commitment to bringing together theory and practice.	In addition to its pre-service activities, College of Education at Oro should move within 10 years to structure where 50% of its courses and programs consist of in-service activities, some offered at the college, others offered in-situ in the schools or clusters of schools. Teachers will realise, no matter which form of training they are engaged in, that training is centrally about improving practice. Integrating pre-service and in-service will be assisted by certificating in-service training with the award of credit points. An appropriate total of such points will count towards increased grade of teacher and ill be reflected in the scale/step on which teachers are paid.	SMOE
TQI 4 **Policy objective: Improve incentives through recognition of performance, professional development and incentives including salaries.** Incentives will be related to performance. Internal management structures for schools and career pathways for teachers will be developed. Teachers will be eligible to apply for places on upgrading and in-service programs and courses.	Different categories of skilled teacher will be developed within 5 years. These categories will cut across the existing classification of teacher qualification. For example, based upon evaluation of teacher performance, teachers can be designated as Leading Teacher, Skilled Teacher or Exemplary Teacher. These grades will be linked to the salary scale so there is recognition of enhanced teaching skills.	SMOE and College of Education, Oro

Policy Objectives & Main strategies	TARGETS	RESPONSIBILITY
TQI 5 **Policy objective: Increase the provision of basic education textbooks and other teaching and learning materials so that all teachers are provided with the "tools of trade"**	Provide a set of core (5) subject textbooks for every pupil by 2017-18 in all government supported primary and junior secondary schools. Provide a set of teacher guides for each primary school teacher and subject guides for JSS teachers in all government supported basic education schools by 2017-18.	SMOE/SUBEB/LGA

4.4 Strengthening Inspectorate Capacity (SIC)

Policy Objectives and Main Strategies	Targets	Responsibility
SIC 1: **Policy objective: Improve the scale, organisation and effectiveness of school inspection in Kwara** The strategy is to co-ordinate the presently fragmented inspection units and redefine the notion of what inspection should mean. Inspection should be about school improvement, school planning, and greater control over resources, not merely adherence to administrative standards and procedures. In short, the inspectorate capabilities of the Ministry of Education should be based on an intention to shift from "Inspection" to "Quality Assurance".	Establish within 2 years the Kwara State Education Quality Assurance Unit, make available for public discussion its principles of operation and evaluation, and set up a program with the cooperation of the schools so that the Unit plays a mentoring as well as inspection role. Following the practice established in other countries, the Unit should consider the option of making its key findings public after visits to schools. In this way the Unit can help schools to improve their practice and also help parents play an informed participation in school improvement.	SOME/SUBEB/TSC

4.5 Institution building (IB)

Policy Objectives and Main Strategies	Targets	RESPONSIBILITY
IB 1 **Policy objective: To deliver appropriate institutional back-up to enable effective delivery of policy intervention.** Strategies will be (i) where possible within the Constitution and Federal Law, will be greater specificity regarding particular roles and responsibilities at the different tiers of government, to overcome severe duplication in, for example, provision of instructional materials are by all levels of government; (ii) review and reform of Education Management Information System (EMIS) to overcome major inconsistencies and weak data management systems; and (iii) establish program of public communication and advocacy to broaden the scope for accountability at all levels.	No school system can function well without a minimum level of resources. There is, however, much international evidence that improvements in individual components (teachers, classrooms, etc) do not by themselves bring educational success. What really matters is that there must be institutional reform so that the pieces fit together as a *system*, with resources being provided in a framework of accountability, performance, motivation and responsiveness to clients at all levels.	SMOE/SUBEB/LGA

4.6 Education funding (EF)

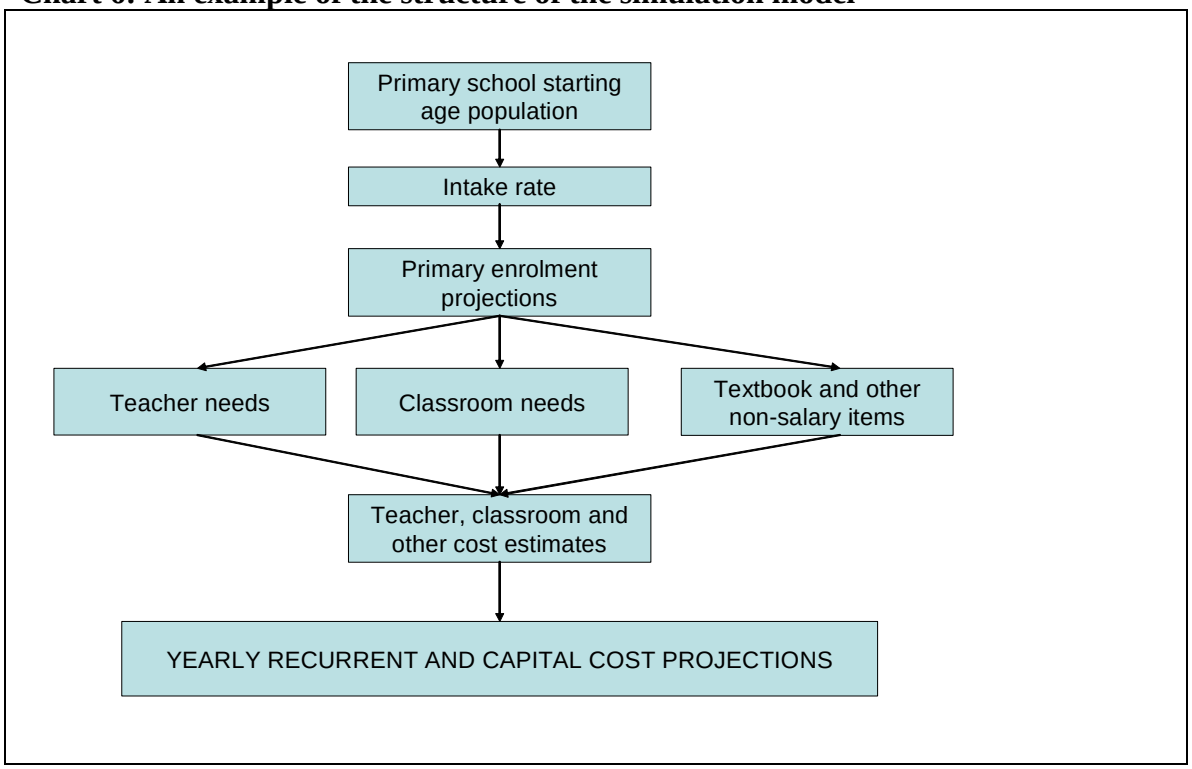
Policy Objectives and Main Strategies	Targets	Responsibility
EF 1 **Policy objective: Increase and sustain education resource allocation to facilitate achievement of objectives and targets in ESP**	Kwara State and LGA total budgets grows in real terms by 5% per annum. Education share of State budget to increase from 12.5% to 13.4% in 5 years. Share of fees in tertiary education expenditure continues at existing proportion of tertiary education expenditure. ,	SMOE/SUBEB, SMOF,
EF 2 **Policy objective: Improve the efficiency and effectiveness resource utilisation** The key strategy will be to develop a Medium Term Expenditure Framework (MTEF) a financial tool for explicitly incorporating strategic policy priorities into the budgetary system. In this way the efficiency of budget inputs in achieving the desired policy outcomes can be checked through performance indicators and performance monitoring.	Critical target is to have a Financial Management Capacity Development Strategy in place by end of 2009. This will require undertaking financial management capacity needs assessment and developing a strategy by mid 2009, and implement from accordingly, to include strengthening of budget preparation, budget management, financial monitoring and reporting, procurement and audit. This Strategy will be judged by the extent to which it replaces current system of incremental budgeting with contemporary scheme of performance budgeting.	

5. Bringing trends, policies and actions together: ESP Outcomes and Costs

5.1 An introduction to the simulations

The final stage of the ESP uses a simulation/projection model to explore in quantitative terms how the education system at all levels might develop in future years based on the assumptions that are made. For example, given the policy target of improved pupil: teacher ratios, the simulation model estimates for each projection year the number of primary school teachers that are required and compares this with the projected intake of students into the college of education. Similar estimates are made for all levels of schooling, incorporating the flows and linkages between the different levels. Using estimated costs of teachers, non-teaching staff, and classrooms and other facilities the model then estimates the total annual recurrent and capital costs of the education system based on its projections. These can be compared with the resources that are likely to be available to the education system over the projection period. Chart 6 shows the process of simulation in illustrative form.

Chart 6: An example of the structure of the simulation model



Two issues need to be kept in mind. First, the paradox of any simulation/projection model is that although it is designed to provide information about likely future developments, its most critical component is the *baseline* or current year information.

Data is never perfect, and factors such as differences between the school and financial years or the need to combine enrolment statistics from different years or sources will produce inconsistencies and some margin of error must be accepted.[12]

Second, projecting the outcomes and costs of the ESP raises the question of the basis for comparison. The ESP and its parent document *Every Child Counts* necessarily imply substantial expenditure, but this spending has to be viewed in relation to the next best alternative. It is not a question of substantial ESP costs versus no costs at all: it is a question of ESP costs compared with trend development of the education system in the absence of the ESP.

The projection work has therefore been done in two stages, following the same order of argument as in Section 3. As noted in Section 3.1, Kwara's education system is moving very rapidly and even in the absence of major policy interventions education in Kwara will continue to evolve rapidly at all levels. The projection work therefore starts by estimating the likely outcomes and costs of those existing trends. This establishes a useful baseline against which the net additional costs (and different outcomes) incurred by the ESP can be appraised. The costs and outcomes of the ESP are then estimated, building upon the baseline results.

5.2 Costing educational developments under existing trends

This simulation projects enrolments and costs of the system based on their levels in the baseline year of 2005-06. But an "existing trends" scenario does not mean a simple extrapolation of all the baseline variables. Education in Kwara is evolving rapidly at all levels and this simulation incorporates the likely main developments in the absence of any major policy changes or interventions. In short, it sets a baseline trend projection against which the cost of policy interventions can be compared. Table 10 does not attempt to capture all the educational developments which are likely to take place in Kwara over the next ten years: it summarises only the key quantitative changes in enrolments which are likely under the assumption of "existing trends". There is scope for reasonable disagreement about the precise pace and size of any of these changes. For this reason the assumptions and outcomes are a guide to the likely path of education development rather than a detailed forecast. Even with this qualification the main results are clear.

Driven partly by growth in the school-age population and partly by rising educational aspirations, enrolments will continue to growth strongly. Primary enrolments will grow quickly in the early years under the influence of population and the high (but then moderating) intake rate; the surge in JSS will come a little later; and in turn SSS enrolments will grow quickly near the end of the period.

[12] Kwara Simulation Model: baseline data and definitions, March 2008 describes all the data that was used to construct a reliable and consistent set of baseline numbers.

Table 10: Projections of key indicators under assumption of development of present trends

	Baseline 2005/06	Changes in key indicators assuming development of present trends	Outcome 2017-18
Pre primary/early childhood care education	Variables		
Gross enrolment rate, public (%)	11%	GER increases by 1% per year	21%
Primary			
Gross intake rate	157%	Gross intake declines to 105% in 10 years	105%
Gross enrolment rate (%)	91%		112%
% of qualified teachers	73%	Proportion of qualified teachers increases by 0.5% per year	78%
Junior secondary			
Registration rate - male	95%	Registration rate increases to 97% for both men and women	97%
Registration rate - female	85%		97%
% qualified	83%	Percent of qualified teachers increases by 0.5% per year	87%
Senior secondary			
Registration rate - male	93%	Small increase for both men and women to allow for increased pressure from JSS	94%
Registration rate - female	90%		92%
% qualified of qualified teachers	84%	Ratio of qualified increases to 90%	90%
Colleges of Education			
Gross enrolment ratio	17.4	Increase by 5% over 10 years	18.3
Higher education (other SMOE and SMOH institutions)			
Gross enrolment ratio	7.6	Increase by 5% over 10 years	8.5%
Total Recurrent Expenditure	8,883,084		20,146,408
Total Capital Expenditure	1,707,164		6,502,135
Total Expenditure	10,590.248		26,648,543
Total Projected Resources	10,431.409		16,827,466
Shortfall	158,839		9,821,077
Shortfall as % of total expenditure (Funding Gap)	1.5%		1%

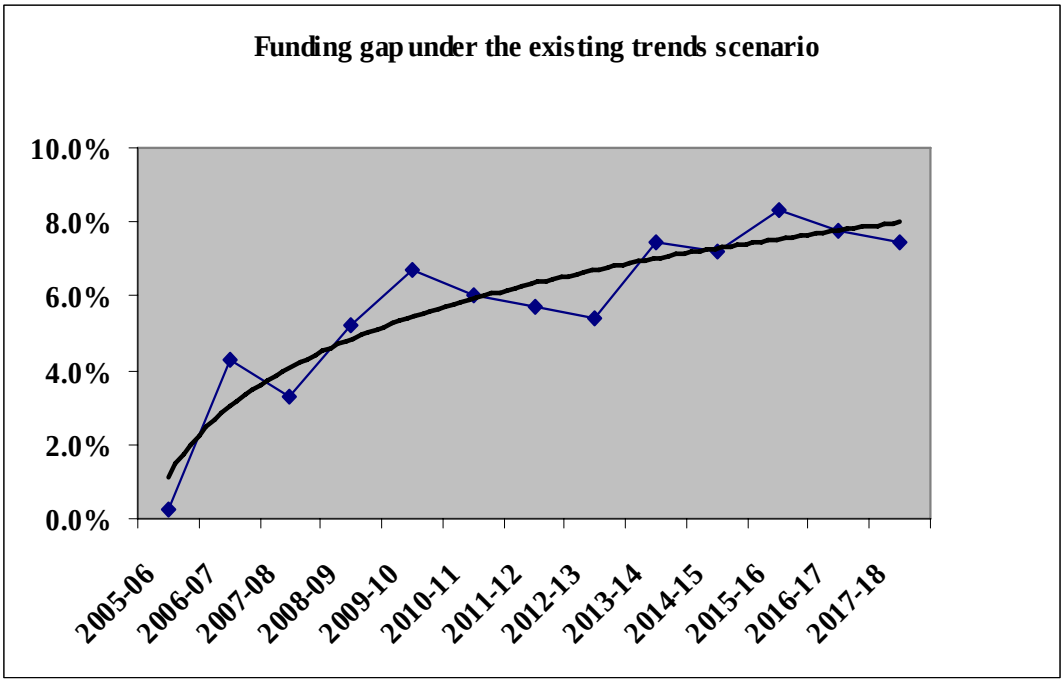
By 2017-18 virtually all children will start school and will do so at approximately the right entry age. Nearly all of them, boys and girls, will go on to complete junior secondary school. Kwara will have achieved universal basic education. The majority of students will move on to senior secondary, and enrolments for higher education will increase from today's 47,000 to nearly 70,000. A spin-off from this increased tertiary enrolment is that the proportion of qualified teachers will increase.

There is no uniquely correct way of constructing a scenario that represents likely change in the main education indicators in the absence of any major policy shifts. But the assumptions of the existing trends scenario, plausible as they are, make it clear that Kwara will experience continuing enrolment growth.

The outcomes are not all benign. Without major policy intervention there will be very little progress in critical areas of educational development. There will be no significant improvements in the quality of education. There is no provision for improvement in the supply of critical instructional materials. Given the existing number of teachers and the primary and secondary pupil: teacher ratios specified under existing trends, the mathematical consequence of continued high enrolment in the colleges of education is that Kwara will face a worsening problem of too many teachers. There will, in short, be quantitative development without improvement in quality.

And, not least, although the pattern of educational development projected under existing trends suggests that Kwara will achieve universal basic education by 2017-18, it will only do so under increasing financial pressure. This pressure is measured by the *funding gap*, which is defined as the percentage by which the expenditure required exceeds the likely availability of resources (Chart 7).

Chart 7: The funding gap in Kwara



Note: The funding gap is defined as total projected public educational expenditure minus total projected public resources for education, expressed as a percentage of projected public resources. The gap measured in the Chart is calculated after taking into account the financial contribution of households, predominantly the payment of fees in tertiary institutions. The trend line is calculated as the mathematically best-fitting least squares equation for the observations in the Chart. The equation is $y = 0.0115 + 0.0267\text{Ln}(x)$ which is significant at the 0.01 level with an R^2 of 0.86.

The gap is an indicator of financial pressure, rather than an estimate of actual financial shortfall. There is a margin of error in these projections, and a funding gap (or surplus) of up to 5% can be regarded as within the margin of error of the model. Nonetheless, even allowing for this margin of error, Chart 7 is striking in showing from 2010 onwards a trend of increasing pressure on the availability of public resources. The smoothed trend line which has been added to Chart 7 makes it easier to judge the overall pattern of the funding gap by evening out the "blips" which arise because projected yearly expenditure fluctuates not just in response to enrolment changes but because capital expenditure tends to take place in large, discontinuous amounts

What is likely to happen in practice is that under pressure of enrolment growth, financial economies will have to be made. The budget for the supply of books and other instructional materials will be further limited. Critical maintenance of classrooms and facilities will not take place. New buildings will be postponed. Classes will get larger. Funds will not be available for the in-service upgrading of teachers. Teachers will find it hard to get a pay raise, and there may even be delay in the payment of salaries. Enrolments will grow at the rates foreseen in the existing trends scenario, but there will be no scope for improvement in the critical reform areas highlighted in *Every Child Counts.*

5.3 Costing the ESP*:* towards an optimum scenario for Kwara

The next stage is to build upon the results of the previous section by incorporating in the simulation not just existing quantitative trends but also the wider range of policies and targets described earlier in this ESP. This simulation in effect tests the main quantitative components of "*Every Child Counts*", the unifying theme for the Kwara State education reforms whose details are now being developed. The simulation consists of the following assumptions:

(i) The patterns of enrolment growth characterised in the previous section as plausible under "existing trends" are retained for all levels.

(ii) The supply of books, instructional materials and teachers' guides is increased at all levels of schooling. The working assumption is that the supply steadily improves to the point where by 2015-16 all public pupils at all school levels each have the full 5 core textbooks and each teacher has a teacher's guide for each textbook.

(iii) Additional amounts of money will be available for *Teacher Quality Improvement* (TQI). It was argued earlier that the problem with Kwara's teachers is not so much a lack of formal teacher qualifications: the issue is the low level of cognitive achievement of many teachers. The UNESCO-EPSSIM projection model used for calculating these ESP outcomes is not itself a tool for designing particular programs of in-service upgrading or teacher quality improvement. That must be a separate and specialist investigation. But EPSSIM is well-suited to explore the financial implications of allocating increased expenditure to TQI as a broad policy. The ESP target financial allocation has been set at 5%. That is to say, at all levels of education an amount equivalent to 5% of teachers' salary expenditures will be allocated to TQI.

(iv) Provision is made for enhanced inspectorate capabilities. With an emphasis on quality schooling, the notion of what inspection should mean needs redefinition and this is a central feature of *Every Child Counts*. Inspection should be about school improvement, school planning, and greater control over resources, not merely adherence to administrative standards and procedures. In short, the inspectorate capabilities of the Ministry of Education should be based on an intention to shift from "Inspection" to "Quality Assurance", perhaps by harmonizing the various inspectorate organs into a Quality Assurance Unit. As with TQI, the projection model is not designed to address these particular organisational matters, but it is possible to incorporate the likely costs. This has been done by increasing the rate of growth of cross-cutting expenditure from 3% to 4% a year for the State Ministry of Education and from 3% to 5% a year for SUBEB.

(v) The ESP simulation incorporates the effects of moving towards a state-wide ratio of 40 students per teacher in public primary schools. The current ratio is 33:1, and a policy of 40:1 would bring Kwara into line with the *Fast Track Initiative* benchmarks. It needs to be acknowledged frankly that this objective will be easier to state than to implement. The big city LGAs of Ilorin East and Ilorin West already meet the 40:1 target, but Table 9 set out the very wide disparities across the 16 LGAs, with some teacher ratios as low as 9:1. Genuine problems of scattered rural populations, small schools and low enrolments underlie some of these variations, as well as possible misallocation of teachers. If it is to be achieved, therefore, the overall target of 40:1 will have to be supported by a plan of further evaluation, school mapping, and an implementation plan for teacher redistribution.

(vi) It has been known for some time that Kwara has been training too many teachers. The ESP takes as a policy target the correction of the teacher surplus as part of the program of higher education restructuring and reform. One possibility is to have a phased reduction in teacher college enrolments over the next 10 years. The other possibility, more reflective of the tertiary changes already underway, is to implement a faster rate of college restructuring. This latter assumption has been adopted for the ESP by setting a target of 3 years for teacher demand and supply to come into approximate balance. This period of time allows for the graduation of an entering cohort of teacher students.

(vii) Kwara has now embarked on a program of tertiary reform. The restructuring of the colleges of education is a major aspect of this reform and this has been incorporated into the ESP as described above. Many other issues remain. Part of the reform is to establish a State university. Decisions have already been made to set up a faculty of basic or remedial studies and a faculty specialising in agricultural studies, but the composition of other faculties is still to be settled. A further issue is the type of tertiary future that might be available for those students who would otherwise have enrolled in the drastically slimmed-down colleges of education. As noted earlier, it is acknowledged in Kwara that enrolment in the colleges of education has often been a decision of last resort for students of limited academic attainment and few other options. Rather than compromising the quality of the new university by enrolling such students, other options need to be examined, such as expanding the OND/HND programs of the

Polytechnic, setting up other forms of post-secondary institution, or perhaps even offering partial scholarships to enrol in out-of-state institutions. And, as a further issue, there is more to college restructuring than reduced enrolments. If the quality of school teaching is to improve, the smaller numbers being trained need better staff and facilities in the remaining college at Oro.

With these institutional and organisational matters still to be resolved, it is not feasible to cost a specific and finalised policy of tertiary reform. What can be done, however, is to follow the practice established with other assumptions in this ESP and make an allowance for expenditure sufficient to cover a generic program of tertiary reform whatever the final institutional arrangements. This allowance has been calculated as follows:

- Existing unit costs at the Colleges of Education have been increased by 10% from 2008-09 so that the sharply reduced numbers of student teachers will benefit from better teacher training;

- By 2017-18 approximately 38,000 students (see outcomes in the next section) will be seeking tertiary places but will be unable to train as teachers if the drastic pre-service reductions of the ESP are implemented. The financial implications can be tackled by assuming that (i) total enrolments into higher education will remain as described under the existing trends scenario; (ii) pre-service training is reduced to the point of approximate supply and demand balance for teachers and (iii) the students who cannot enter a pre-service college will instead be absorbed elsewhere in higher education;

- In conformity with the KWA-SEEDS targets of a stronger bias to science and technology, these students will be absorbed in the ratio of 70:30 for science/technology: humanities. This assumption has the advantage of incorporating into the ESP both the desirable pre-service restructuring and the policy target of a stronger technical emphasis, but the cost implications cannot be avoided. If we use the Polytechnic as a guide to science and technology costs and the existing colleges of education as a rough guide to humanities costs, the cost ratio is 2:1. On present recurrent expenditure and enrolment, the unit cost of a Poly student is N51,341, compared to N26,485 for a student in a college of education.

- The timing of this shift to a stronger technical focus is problematic. There is no evidence that the very small Kwara industrial and service sectors can absorb the large numbers of technically-trained graduates postulated by KWA-SEEDS, and the secondary schools are currently severely constrained in the amount of science teaching they can perform. There are only 65 physics teachers in Kwara's schools, and current planning is that only 50 out of 237 secondary schools will develop a science and technology focus. For these reasons the ESP adopts a phased approach, assuming that the 70:30 ratio will only be fully achieved in ten years.

(viii) The final policy target to incorporate into the ESP some increase in the resources made available by the Kwara State government and by the LGAs/SUBEB. One

way to improve the flow of resources to high-priority items would be to seek some relaxation in the conditions of the UBEC Intervention Fund. The Fund comprises equal matching grants by the Federal government and State Governments. 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). If it is judged that (for example) instructional materials and staff development should have much higher priority than construction in Kwara, it might be possible to re-allocate the distribution of the Fund. High priority items would then benefit from the multiplier effect of the increased matching amounts that would have to be provided.

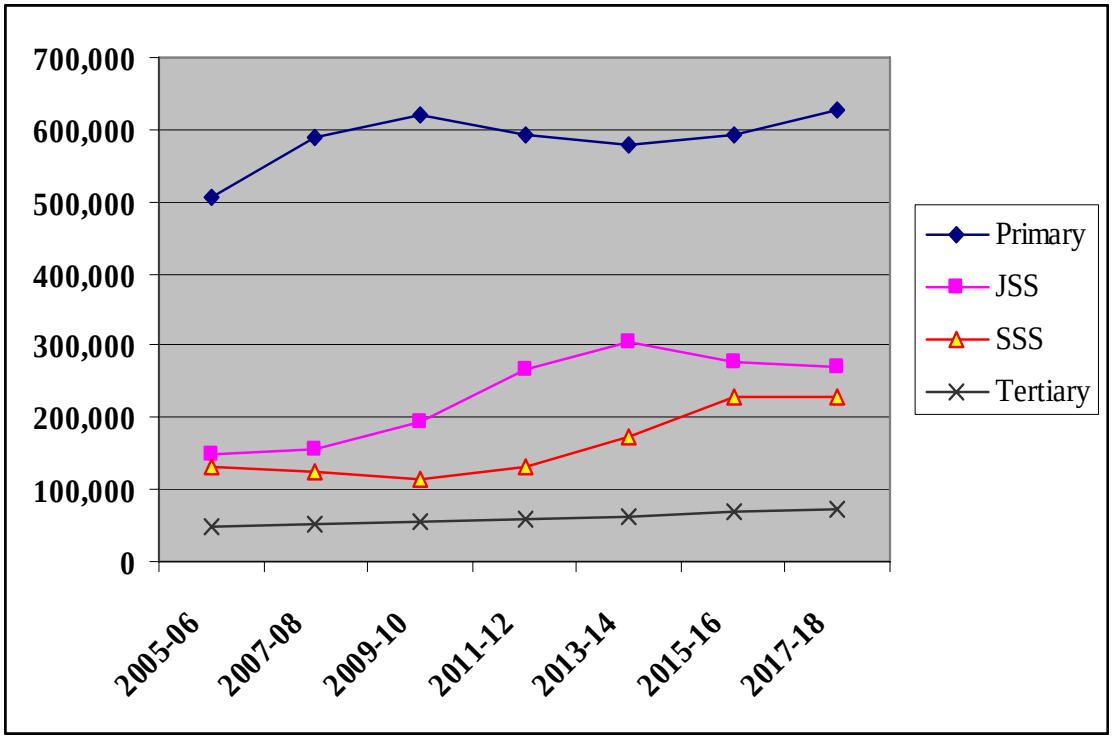
A more direct way to generate a net increase in available resources is to increase the amounts made available by the Kwara State Government and the LGAs/SUBEB. As noted in the ESA, the total amount of public funding (State Government plus LGAs) allocated to education in Kwara is not out of line with international experience. There is, however, a powerful argument for an explicit policy decision to increase public funding of education. An increased allocation of public funds is a sign to both the public and to donors that the State Government is dedicated to its reform program to the extent of committing its own funds.

At present Kwara State Government allocates some 12.4% of its revenue to education, and the LGAs allocate 43.3% of revenue from their Federal allocation. On baseline assumptions the EPSSIM projection model is structured so that State and LGA revenues will increase by 5% per year, but the shares they allocate to education out of that increased revenue will remain constant at 12.4% and 43.4% respectively. One possibility is that State and LGA revenues will increase more quickly than 5% per year. With the current surge in oil prices that cannot be excluded, but it would be brave to make an education plan contingent on oil prices ten years ahead. A further possibility is to increase the share of revenues allocated to education. If State and LGA revenues continue to grow at 5%, but the allocations to education also increase, that would provide a signal of financial commitment by Kwara State. This assumption has been incorporated into the ESP by allowing a one percentage point increase for both Kwara State Government and LGA/SUBEB i.e. to 13.4% and 44.4% respectively to be reached 5 years from now.

5.4: ESP Outcomes and Costs

All these assumptions have been computed for the ESP, and Annex Table 1 shows the detailed results. Three key findings are worth highlighting. First, because the ESP simulation uses the same assumptions for enrolments as the previous “existing trends” simulation, the outcomes for enrolment growth are now seen in the wider context and there is the tantalising prospect of achieving UBE within the next 10 years. The primary GER will be 103%, with all children starting school and doing so at the correct age; the junior secondary GER will reach 98%, with virtual parity between males (99%) and females (96%); and senior secondary GER will reach 86%, although at this level girls (78%) will continue to lag behind boys (94%).

Chart 8: Enrolments under the ESP



Second, the implication of the ESP target of bringing supply and demand for teachers into approximate balance within years is dramatic, and will present a major test of the ESP and the "College of Education Turnaround" component of *Every Child Counts*. Table 11 sets out the numbers.

The upper section of the Table ("Kwara existing trends") quantifies the intimidatingly large surplus of teachers (close to 12,000 ten years from now) likely to emerge in the absence of any restructuring of the colleges of education. The lower section ("Kwara ESP") shows the dramatic scale of adjustment necessary to bring the pre-service training system into equilibrium, with only 8,253 pre-service enrolments in 2017-18 compared to the existing trends situation of 46,081 in that year.[13]

[13] The bottom row of Table 11 suggests there is some volatility in the surplus or deficit, but this is largely due to limitations in the model. For the *supply* of teachers the EPSSIM projection model uses a combination of target gross enrolment rates in the teacher colleges together with a target period of years. The result is a relatively smooth ten-year trend. *Demand* for teachers, however, fluctuates from year to year depending on population changes and the ebb and flow of primary and junior secondary enrolments. As a long-term projection model EPSSIM is not designed to iron out these short-term variations. A more precise year-to-year match between teacher supply and demand requires detailed micro planning to adjust annual pre-service intakes to variations in the number of new teacher requirements, but over the ten-year period to 2017-18 EPSSIM gives an accurate picture, with a notional average annual surplus of 215 teachers. This is well within the margin of error of the model, and we can therefore conclude that the assumptions used in the ESP to generate a 3-year turnaround do indeed produce equilibrium in the demand for, and supply of, new teachers as set out in the Table.

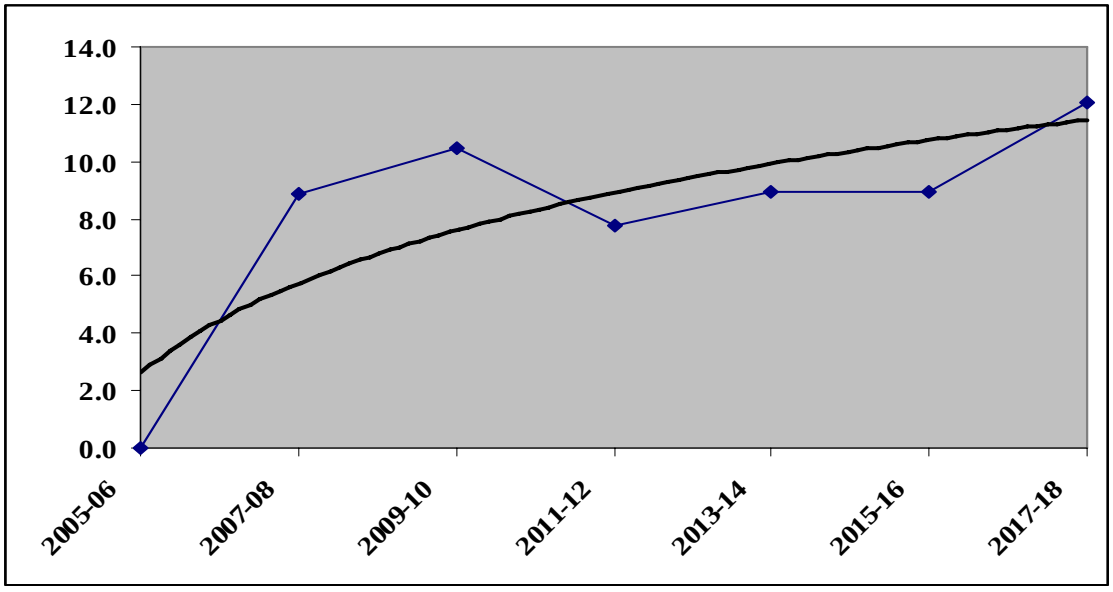
Table 11: Restructuring the Colleges of Education

	2005-06	2007-08	2009-10	2011-12	2013-14	2015-16	2017-18
1. Kwara "existing trends"							
Enrolments at Colleges of Education		33,587	35,851	38,269	40,850	43,605	46,081
Graduates from Colleges of Education	9,432	10,076	10,755	11,481	12,255	13,081	13,824
New Teacher requirements							
For Primary	2,348	1,533	1,322	1,142	1,023	1,322	1,396
For Junior Secondary	283	1,134	1,837	2,073	1,104	24	666
Surplus	6,800	7,409	7,596	8,266	10,128	11,735	11,762
2. Kwara ESP							
Enrolments at Colleges of Education	31,440	10,643	6,617	6,993	7,390	7,809	8,253
Graduates from Colleges of Education	9,432	3,193	1,985	2,092	2,217	2,343	2,476
New Teacher requirements							
For Primary	2,077	1,245	1,322	1,142	996	1,222	1,288
For Junior Secondary	283	1,134	1,837	2,073	1,104	24	666
Surplus + or deficit -	+7,072	+814	-1,174	-1,117	+117	+1,097	+552

Note: "New teacher requirements" are smaller under the ESP simulation because that scenario allows for the increase from 33:1 teacher ratio under "existing trends" to 40:1 under the ESP.

The third key finding for the ESP is that even allowing for the margin of error in the model, the likely outcome is that there will be persistent difficulty in funding, with a funding gap rising to 12% a year near the end of the forecast period (Chart 9). This result for the ESP compares with a funding gap ten years from now of 7%-8% that was seen in Chart 7 for the "existing trends" projection. The *net* additional cost of the ESP and implementing *Every Child Counts* is therefore of the order of 4%-5%.

Chart 9: Funding gap under the ESP

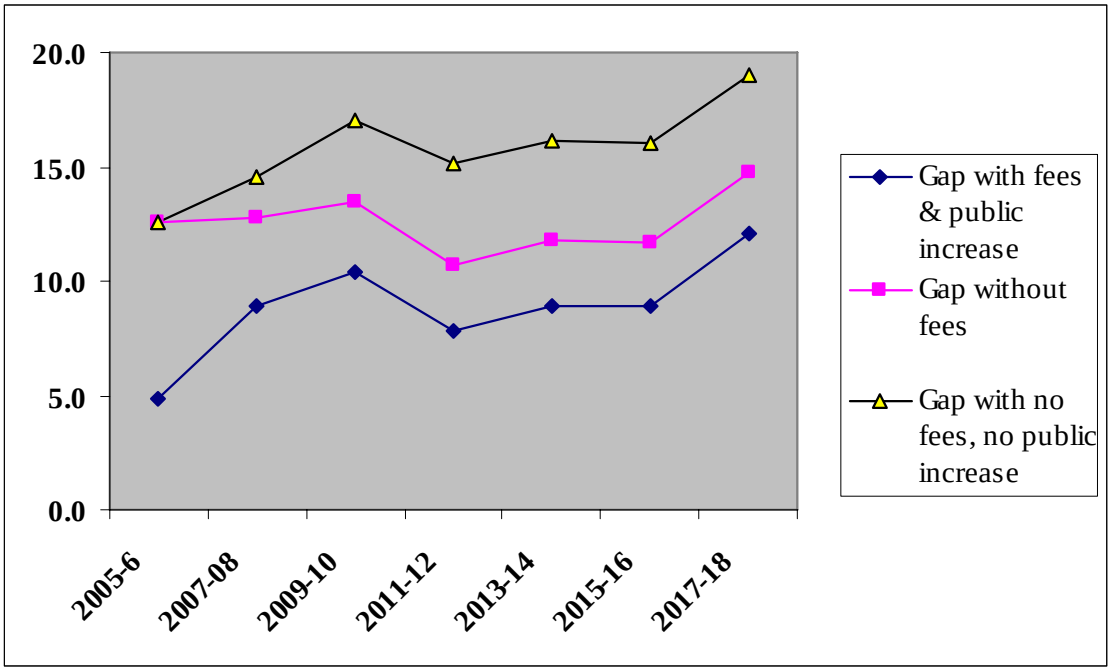


Note: The gap measured in the Chart is calculated after taking into account the financial contribution of households, predominantly the payment of fees in tertiary institutions.

There are some omissions from this estimate of the funding gap. Recurrent costs for higher education reform have been measured with some accuracy, but no capital costs for the new university have been included. These could dramatically increase the funding gap if current plans to use existing campuses for the new university resulted in inadequate facilities. The funding gap would also increase if higher education enrolments rose more quickly than the modest annual rate incorporated in both scenarios. Kwara already enrols a large proportion of the age group in tertiary education (26%). There is no perceptible economic case for that to increase more than marginally, but rapid enrolment increase in secondary schooling will increase pressure to expand tertiary enrolments more quickly.

One further issue of funding the ESP is worth emphasis. Chart 9 calculated the funding gap after taking into account the payment of tertiary tuition fees. Chart 10 shows the important contribution that tuition fees will make to funding the ESP, contributing a 3-4 percentage point reduction in the funding gap.

Chart 10: Kwara optimum scenario under different funding options



There is a strong climate of thinking in Kwara that *all* levels of education should be available at public expense for *all* those willing and qualified to enrol. Tertiary fees have been seen more as a regrettable revenue-raising measure than an intellectually justified component of higher education funding. The prevailing view in Kwara does not accord with contemporary international approaches to tertiary funding. While basic education generates widespread social benefits and therefore warrants substantial public funding, the benefits from tertiary education accrue more to the student in terms of increased earnings, better employment and enhanced life opportunities. Such private benefits justify the payment of at least partial tuition fees by tertiary students, perhaps with scholarships for the truly needy and perhaps with a suitable loan scheme.

The bottom line of the Chart in effect repeats the information already shown in Chart 9 and therefore captures the joint effect of the continuation of tertiary fees and the ESP target that the Kwara State Government and LGA/SUBEB will each increase the share of expenditure they allocate to education by one percentage point i.e. to 13.4% and 44.4% respectively to be reached 5 years from now. If tertiary fees were removed, the funding gap jumps by 3-4 percentage points (middle line of Chart 10), hovering persistently around 10-12% and reaching almost 15% by 2017-18. In that event either some components of the ESP would have to be abandoned or the amount of public funding would have to increase beyond what has been assumed for the ESP.

Also shown in Chart 10 (top line) is the combined effect of removing tertiary fees and *not* increasing the current allocation to education of the Kwara State Government and the LGAs. Now the funding gap exceeds 15% for most of the ESP period and approaches 20% towards 2017-18. There is little doubt that an important element in funding the ESP is increased funding from the State Government and the LGAs. The increased allocation to education of State Government and LGA/SUBEB funds brings a significant reduction in the funding gap. Without that increased allocation, Kwara would face great difficulties in implementing its reform program, with a shortfall in funding that could not be credibly met from donors.