

STATE EDUCATION SECTOR PROJECT

INSTITUTIONAL ASSESSMENT

KANO STATE

FINAL DRAFT

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October 2006

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ACKNOWLEDGEMENTS

Thanks are due primarily to those in the State of Kano who gave of their time, their knowledge and their insights. Particular appreciation is extended to the Permanent Secretary and the members of the ESP Project Preparation Team and to those in schools who found time to talk to the team during the school vacation. Back up from the British Council CUBE team ensured that we were more efficient than would otherwise have been the case

ACRONYMS AND ABBREVIATIONS

ABC _o A	Audu Bako College of Agriculture
AIED	Arabic and Islamic Education Department
AGSD	Administration and General Services Department
AKCILS	Aminu Kano College of Islamic and Legal Studies
BEA	Basic Education Association
CBO	Community Based Organisation
CDA	Community Development Association
COA	Chart of Accounts
COASRS	College of Arts, Science and Remedial Studies
CRF	Consolidated Revenue Fund
CSACEFA	Civil Society Action Coalition on Education for All
CSO	Civil Society Organisation
CUBE	Capacity for Universal Basic Education
DAGS	Department of Administration and General Services
DEC	District Education Committee
DESS	Department of Educational Support Services
DFID	Department for International Development
ECCD	Early Childhood Care and Development
EDP	Education Development Plan
EFA	Education for All
EMIS	Education Management Information System
EPC	Economic Planning Committee
ESOP	Education Sector Operational Plan
ESP	Education Strategic Plan
EXCO	State Executive Council
FAAC	Federation Accounts and Audit Committee
FIS	Federal Inspectorate
FME	Federal Ministry of Education
GER	Gross Enrolment Ratio
GPI	Gender Parity Index
HE	Higher Education
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
ICT	Information and Communication Technology
IMF	International Monetary Fund
IQTE	Islamiyya, Qur'anic and Tsangaya Education
JCCE	Joint Consultative Committee on Education
JETS	Junior Engineers, Technicians and Scientists
JSS	Junior Secondary Schools
KERD	Kano Educational Resources Department
KSCoE	Kano State College of Education
K-SEEDS Strategy	Kano State Economic Empowerment and Development Strategy
KSP	Kano State Polytechnic
KUST	Kano State University of Science and Technology
LGA	Local Government Authority
LGEA	Local Government Education Authority
MoE	Ministry of Education
MTEF	Medium Term Expenditure Framework
NAPPS	National Association of Proprietors of Private Schools
NCE	National Council on Education
NCE	National Certificat of Education
NECO	National Examinations Council

NEEDS	National Economic Empowerment and Development Strategy
NER	Net Enrolment Ratio
NFE	Non Formal Education
NGO	Non Governmental Organisation
NPE	National Policy on Education
NUT	National Union of Teachers
PC	Personal Computer
PFS	Planning Finance and Supplies
PID	Private Institutions Department
PPD	Physical Planning Department
PPT	Project Preparation Team
PRS	Planning, Research and Statistics
PSMB	Primary Schools Management Board
PTA	Parent Teacher Association
SAME	State Agency for Mass Education
SCCE	State Consultative Committee on Education
SESP	State Education Sector Project
SCE	State Council on Education
SLB	State Library Board
SMD	Schools Management Department
SPEB	State Primary Education Board
SSCE	Senior Secondary Certificate of Education
SSS	Senior Secondary Schools
STSB	Science and Technical Schools Board
SUBEB	State Universal Basic Education Board
TORS	Terms of Reference
TSB	Teachers' Service Board
TVET	Technical and Vocational Education and Training
UBE	Universal Basic Education
UBEC	Universal Basic Education Council
UNICEF	United Nations Children's Fund
WAEC	West Africa Examinations Council

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INTRODUCTION

Report Objectives

1 This report appraises capacities within Kano State, Nigeria to develop and implement the State's draft education sector plan. It responds to Terms of Reference (TORS: **Annex 1**) provided by the World Bank and the United Kingdom's Department for International Development (DFID). It includes initial recommendations on activities that might be a part of the proposed State Education Sector Project (SESP) that is to be funded by the World Bank and DFID¹ as well as a broader set of findings for the consideration of the Ministry of Education (MOE) in Kano.

2 The report focuses on how the education sector works at State, Local Government - and to the extent possible - school levels. In assessing the ability of the organisations charged with defining policy and implementing programmes in the education sector in Kano particular attention is paid to:

- The Federal and State legal frameworks which govern their work. Potential and real tensions arising from conflicting mandates are highlighted.
- The organisation, management, supervision and monitoring of education, especially primary and secondary schooling.
- The allocation, management and use of financial resources from Federal, State and other sources.
- The capacities and the motivation of people working for education.
- The current and potential use of information technology to improve performance in the education sector.

3 These issues are set within an assessment of the scale and the complexity of the challenge of UBE in Kano and the institutional and organisational implications of the new and ambitious draft Education Strategic Plan 2007-2015 (ESP).

4 Proposals for change - whether these are supported by external technical assistance and financing or not - are conceived within existing structural frameworks. This does not mean that in the medium to longer term more radical institutional and organisational change will not be required. Some initial propositions are put forward in this regard.

5 The degree to which there has been full compliance with the TORS is assessed in **Annex 2**. A copy of the inception report submitted to the British Council CUBE team on 11 August is reproduced as **Annex 3**. An interim progress report compiled on 24 August is attached as **Annex 4**.

The Assessment Process

6 The report has been prepared by Steve Packer (Team Leader), Pius Elumeze (National Consultant) and Dr M B Shitu (State Consultant). Kayode Sanni (National Consultant) conducted a situational analysis of education in Kano State while the institutional assessment team was at work in Kano. This report draws on this analysis.² Jim Shoobridge (EMIS Adviser Capacity for Universal Basic Education {CUBE}) provided helpful advice on information technology.

7 The team leader paid a four day planning visit to Nigeria at the end of July

¹ As described in the Federal Republic of Nigeria State Education Sector Project Concept Note. World Bank 17 July 2006.

² Sanni, K., August 2006. *Kano Education Situational Analysis*. First Draft.

2006; to Abuja (World Bank and the British Council CUBE team) and to Kaduna where the institutional assessment in that State was well advanced.³ At a meeting organised by the World Bank on 28 July it was agreed that the assessment in Kano should overlap with a parallel study in Kwara. As a result, the team leader shuttled backwards and forwards; making two short visits to Ilorin and to Kano between 7 August and 1 September.

8 Following a planning meeting of national and local consultants on 7 August in Abuja, work commenced in Kano on 14 August. The absence of senior members of the Kano Project Preparation Team (PPT)⁴ meant that it was not possible to hold an inception workshop but a schedule of meetings was agreed for the first week of the mission and a note was circulated by MOE on the team's behalf to all members of the PPT for information (**Annex 5**). This included a set of indicative questions used by the assessment team in its meetings in Kano.

9 At the end of the field mission, preliminary findings were discussed at a PPT workshop on 30 August attended by the Permanent Secretary (MOE).

10 The team appreciated greatly the willingness of many people in Kano State to discuss their work, often at short notice. The schedule of meetings is at **Annex 6**; the list of key stakeholders who gave of their time is at **Annex 7**.

11 Key documents were collected (**Annex 8**) and their analysis forms a significant part of this report. It was unfortunate however that the only other CUBE/SESP backed studies available to the team were on infrastructure.

12 Ideally, the institutional assessment would have contributed to the process by which the Kano Education Strategic Plan (ESP) is being developed. Hopefully, it can still play its part as the operational plan (ESOP) is finalised and then translated into programme activities.

Underlying Assumptions

13 The team approached its work in Kano (as it did in Kwara) with three underlying assumptions which are not explicitly set out in the TORs:

14 **First**, it believes that the key organisation in delivering UBE is the school (or the literacy class or the training centre). Unless the primary focus of institutional or organisational change is on the point of delivery of learning activities the educational benefits will be limited. If the school is seen as being at the lowest level of the educational system rather than that at its heart, UBE will not be achieved.

15 **Second**, the team agrees with the distinction made in the draft Kaduna Institutional Assessment that institutions although often equated with organisations are not one and the same thing. The focus in this Report is on organisations, discrete bodies such as the Ministry of Education (MoE) and the State Universal Basic Education Board (SUBEB). At the same time the workings of these and other bodies cannot be understood without reference to the wider institutional environment in which they operate. This can be technical and procedural as for example in budget practice, political in terms of the weight and influence which may be exerted by way

³ This report has learnt from the process and the draft report from the Kaduna institutional assessment.

⁴ This is the technical team drawn from across MOE and from other ministries and bodies that has responsibility for developing the State's Education Strategic Plan (ESP). There had been in an intensive externally facilitated workshop to develop the Plan in the weeks preceding the visit of the institutional team.

of patronage and the endorsement of particular priorities at local and State level, or religious, cultural and social with regard to people's understandings and behaviours towards education. It is not within the compass of this report to give detailed attention to these wider institutional factors but any proposals for organisational strengthening and change cannot be divorced from these considerations.

16 **Third**, the report places weight on the first draft of the Kano State Education Strategic Plan (ESP) and the implications that this has for all of the organisations working for education in the State along with its many stakeholders. There are a number of reasons for this emphasis:

- The ESP is ambitious in setting objectives and targets (although this work is incomplete) for the next ten years. It is right to do so if UBE (and other education objectives) is to be attained but the scale of the challenges that are being addressed in terms of access, equity and quality are considerable. If these objectives are to be the real focus of State efforts, then educational outcomes will need to become the main measure of the effectiveness and performance of educational organisations and not inputs, important those these are in both their quantity and their quality.
- Secondly, any attempt to improve the performance of education organisations in Kano to deliver UBE and other sector objectives must recognize the very considerable difficulties that the existing system has in providing quality education, as the situational analysis demonstrates only too clearly. How can a State system move with some urgency from low performance to a much higher level of service provision in an expanded, quality oriented system?
- Thirdly, any consideration of basic education in Kano must take account of and accommodate Islamic education in its various forms and demonstrate how there can be a productive alliance between Universal Basic Education (UBE) and Islamiyya, Qur'anic and Tsangaya Education (IQTE). This has significant implications for the organisation and management of education.
- Finally, education is not an island to itself. Aside from education organisations operating within the wider institutional environment to which reference has already been made, the development of education in Kano should be set within the broad development framework provided by the Kano State Economic Empowerment and Development Strategy 2005 (K-SEEDS). This makes clear that the State accords importance to formal, informal and religious education in its overall human development mission and that *basic education remains the cornerstone of the State's policy on education*. It follows that no institutional assessment can ignore the wider development imperatives, plans and programmes of Kano State, including the discipline that K-SEEDS is seeking to bring to setting realistic objectives and targets that lie at the heart of well conceived, broadly owned plans and strategies: Plans that are realistic in their use of financial and human resources, that are defined within agreed budget ceilings and that are implemented and monitored in a well organised and transparent manner. In essence, this is the discipline of the project cycle applied to all State development activities in Kano.

17 These assumptions and the considerations that flow from them are likely to influence the design of SESP activities, including the size of the investment that it can make in Kano State relative to the scale of the resources needed to achieve UBE. Kano with an estimated population of over 12 million people is bigger than many independent states in sub-Saharan Africa. It will play too on the emphasis that is given to discrete, topic specific projects (e.g. procuring textbooks) as distinct from investing more strategically in strengthening organisations and building capacity across the sector (e.g. the introduction of information technology).

Some Limitations

18 A study of organisations and institutions based on a quick analysis of Kano's complex education system is bound to have its limitations. For example, a highly procedural system with many rules and regulations and apparent checks and balances may also be characterised by numerous exceptions to these rules. Tracking the true extent of these deviations from the defined norm is impossible within two to three weeks beyond learning from anecdote and personal illustration.

19 There is a remarkable amount of data circulating within the education system in Kano and the PPT team and others were most helpful in making this material available to the report team. Enrolment figures by school, LGEA and college data, teacher numbers and profiles, condition of schools' surveys, school inspection reports, and budget estimates, proposals and expenditures over the past four or five years were all readily accessible.

20 But it was also clear that data are being compiled for different reasons by different organisations and departments, at different levels within the system. And in most cases this is collected and recorded on paper. Only slowly is this being brought together and coordinated through educational management information systems (EMIS).

21 The extent to which the school level data are reliable was not within the scope of the work of the report team but cross checking aggregate data across some recent State planning documents does highlight some inconsistencies. In addition, much of this data is for reporting purposes and not for performance analysis and thereafter for policy development and planning although recent work on the education sector plan has rectified this somewhat. This issue is analysed further at a later point in this report.

22 Clearly, the collection of data has much more meaning if it is known that it will be used to benefit performance, particularly so at the level of schools, where data goes out but is rarely analysed and its implications for greater access, equity and quality returned for school level action.

23 As noted above, the timing of this study relative to the timetable for sector planning in Kano, the roll out of all of the baseline studies and the short term imperatives left something to be desired. There may well be some advantage in revisiting this report after other studies have been completed, especially when the full situational analysis is done and the public expenditure review is finalized.

The Structure of the Report

24 The report that follows is in eight main sections:

- A. Basic Education in Kano - A Brief Situational Analysis
- B. Policies and Plans - Processes, Priorities and Prospects
- C. Kano's Education System - Organisations and Structures for Achieving UBE
- D. Human Resources - Profiles, Needs and Motivation
- E. Financing and Financial Management
- F. The Use of Technology
- G. Change Management
- H. The State Education Sector Project

25 **A Summary of Findings** precedes the nine main sections of the Report.

26 Sections A and B provide some of the context within which the institutional assessment is set. Sections C to G provide the substance of the report. They should be read as a whole. As the Kaduna Institutional Analysis puts it, *all areas of capacity (resources, skills and knowledge, motivation, and the clarity of performance targets which are the organisational objectives) need to be assessed and dealt with if performance is to be raised.* In other words, attention directed solely to the management of budgets or to the training of teachers or to the provision of financial incentives will not in themselves enhance performance and thereby improve learning opportunities and outcomes for every child in Kano. Action is required on all fronts, horizontally and vertically across the education sector.

27 It is encouraging to see that this approach is recognised in large measure in both K-SEEDS and the evolving Education Strategic Plan. That this is so is also a challenge for the way in which SESP defines its role in facilitating significant long-term improvements in educational performance in Kwara State.

SUMMARY FINDINGS

The findings that are set out below represent the conclusions drawn at the end of each section of this report. Together they constitute the overall findings and broad recommendations of the institutional assessment team. Specific project related proposals appear in Annex 10.

Basic Education - A Brief Situational Analysis

- **Educational indicators for access, equity, efficiency and quality in Kano's school system are poor despite evidence of some progress in increasing levels of enrolment. This presents a challenge of major proportions, the more so when the firm commitment of Kano State to UBE is allied to the clear intention to enable Islamic schools to benefit from a broader curriculum which gives children the chance to acquire core skills and knowledge of social and economic benefit.**
- **In further developing the Education Strategic Plan, it will be important to ensure a) that all of the ESP targets are derived from the most accurate data available, including for all types of school – State, private and Islamic ; b) that each target is consistent over time with every other target within each sub-sector; c) that realistic medium term objectives are set in line with medium term expenditure frameworks; and d) that careful thought is given to the sequencing of targets so, for example, expansion in the primary sub-sector is reflected in targets for Junior Secondary Schools (JSS) and Senior Secondary Schools (SSS) in subsequent years.**

Policies and Plans

- **For political, development and educational reasons the strongest possible relationships need to exist between the ongoing development of K-SEEDS and the further articulation and finalisation of the ESP and the ESOP.**
- **It should be recognised that the ESP and the ESOP are first and incomplete drafts. Good momentum and commitment has been generated. But it will be important to refine and complete work on the**

ESP as soon as possible and attain all necessary political backing.

- **In moving ESP forward some urgent attention is needed on how to manage the day to day oversight and coordination of the Plan. This may require a multi-skilled and dedicated task force with well defined areas of authority, including members from outside MoE.**

Kano's Education System - Organisations and Structures for Achieving UBE

- **Kano's education system is complex. This complexity reflects overlapping functions at different levels of government and the creation of separate parastatals and other bodies to fulfil particular functions and responsibilities. This is apparent in the provision of basic education where the recent and forthcoming transfer of functions between agencies and departments gives rise to some short- term inefficiencies and tensions.**
- **ESP will require a stronger central State ministry geared to fulfilling well defined policy, sector wide planning, budgeting and monitoring functions. A review of the organisation and management of the Ministry of Education in the context of ESP management and implementation is recommended.**
- **As a separate review or as part of a Ministry review there is a need to determine where it is possible to achieve savings and improve efficiency and effectiveness in the rationalisation of functions currently undertaken by different organisations and departments. In this regard particular attention should be given to data collection and analysis, monitoring and inspection of schools and policy related research.**
- **The review that is proposed for monitoring and inspection systems in the draft ESOP should take a fundamental look at how inspection and advisory support is organised and not restrict its terms of reference to strengthening existing capacities.**
- **The organisation and the management of LGEAs deserves urgent attention. As currently staffed, resourced and organised it is difficult to see how LGEAs can play a central UBE, school improvement role. Progress can be made through a capacity building programme but this in itself may be insufficient without more fundamental structural change. A review is proposed under the SESP project.**

Human Resources

- **The ESP rightly identifies a broad range of measures that are needed to strengthen the capacity of the State's education system to deliver a quality service for all its children.**
- **Its proposals for the development of teacher supply, deployment, development and welfare in 2007 should be endorsed and implemented without delay. This will require strong political backing in Kano State.**
- **There is considerable potential to look at rationalising and better coordinating in-service training and other professional development**

programmes and activities across the system. Consolidated training budgets and a core professional development unit should be considered within the wider teacher reviews that are being proposed under ESOP.

- Developing the capacity of LGEAS to play a frontline role in school improvement across the State needs urgent attention; the more so if LGEAs are to play a full role in the “integration” of IQTE schools.

Financing and Financial Management

- The levels of funding needed to meet the ambitious draft targets of the ESP are well in excess of the levels of funding that education might reasonably expect to receive over the next three financial years. This being so attention should be given to a multi-pronged approach to increasing finance for education in Kano State.
- It seems probable that the increase in the level of funding that will be required to implement ESP will have to come primarily from Federal sources given the limited prospects of raising additional internally generated revenue in Kano. Nevertheless all available options for increasing resources for education, especially basic education, should be explored and exploited as long as these are not to the detriment of the poorest and most disadvantaged in the State.
- The financial data that has been generated in the ESOP process should be used by the Ministry of Education and by SUBEB to argue for increased levels of financing within K-SEEDS and State budget negotiations.
- It is impossible in a short mission to determine the degree to which there is a large degree of deviation from financial rules and procedures and due process. If the general literature on Nigeria is to be believed it is widespread. And while the mission team received anecdotal and occasionally specific evidence it is not possible to conclude that deviation from the norm is common. What is possible to say is that there is considerable room for using what scarce resources there are more efficiently.
- K-SEEDS reforms designed to improve budgeting and financial management should provide a broad and appropriate framework within which to develop a sector wide approach to education in Kano State.
- To maximise these benefits requires early attention to the proposals in the ESP and the ESOP to a) cost the ESP on a sub-sector basis b) develop a medium term expenditure framework and c) and to initiate in 2008 the development of a sector budget based on ESP priorities and programmes, in a format that is consistent with new K-SEEDS and Ministry of Finance and Budgeting procedures.
- In conjunction with this work the proposal in the ESOP to undertake a financial management capacity needs assessment should be brought forward to the early part of 2007.

The Use of Technology

- **If technology is defined in the broadest sense then the most urgent need in Kano is to ensure that primary classrooms and schools have their minimum basic needs met in terms of infrastructure, furniture, toilets and essential learning materials. This is rightly being proposed in the ESP.**
- **Financial and educational management information systems are a necessary component and pre-requisite for the development and the implementation of ESP. The separate background studies on this subject provide specific ways forward in the context of a sector approach.**
- **ESP needs a communication strategy to ensure that it is understood and supported and as an important component of generating enhanced demand for education.**
- **The proposed ESP IT education strategy is an important contribution to the State's wider IT objectives.**

Change Management

- **ESP can contribute to organisational and institutional change through the very process of its own development. It will have to confront organisational and institutional issues if a programme driven approach to achieving sector objectives is adopted. While retaining existing departmental structures in the MoE in the short term may be wise, longer term current arrangements should be reviewed including the Ministry's relationships with its parastatals. Duplication of functions will not contribute to effective ESP delivery.**
- **The full management and operational implications of making ESP work have yet to be addressed. In the short term this may need a dedicated task force to make things happen relatively quickly. The task force will need clear authority and lines of accountability**
- **The SESP project and the technical assistance which is already being recruited should be both flexible and proactive in the next few months in helping to sustain ESP momentum and get year one activities underway without delay. If this requires some seed money and or specialist advice -national or international - this should be forthcoming.**

The State Education Sector Project

- **Budget support is not a short term option. There is a strong case for interventions in infrastructure, textbooks, management information systems and a medium-term teacher development strategy.**
- **SESP should give priority to supporting the many studies, reviews and plans that have been identified in the first draft of the ESOP.**
- **There is an urgent need to develop ways of improving what is happening in primary schools quickly with strong support from those**

bodies that are closest to them, notably LGEAs and community supported organisations. This is consistent with this report's suggested criteria for SESP supported projects and programmes:

- SESP should support development of an LGEA project designed to strengthen the capacity of LGEAs to bring about primary school improvement across the State (see Annex 10).

A BASIC EDUCATION - A BRIEF SITUATIONAL ANALYSIS⁵

28 The brief overview that follows is selective. It focuses on UBE and therefore primary and junior secondary education. The draft situation analysis for Kano that has been prepared separately gives broader coverage and should be read for a wider sector view.

Access to Primary and Junior Secondary School⁶

29 Data are contradictory and suffer from serious underestimation of the school age population but the draft ESP citing Federal EMIS figures points to enrolments of over 1.5 million children in State and private basic education schools (Grades 1-9). The draft ESP also suggests that there are one million children who are not enrolled. This does not tally with a net enrolment ratio of 73% for 2005 provided by Federal EMIS. The same source provides a gender parity index for basic education of 0.79 in favour of boys.

30 The Kano State EFA Action Plan states that primary enrolment increased by 15% annually from 2001 to 2003, including a steady increase in the enrolment of girls.⁷ These recent improvements are ascribed to the influence of major enrolment drives under the aegis of UBE.

31 These data have to be set alongside estimates for the number of children who attend Islamiyya, Qur'anic or Tsangaya schools.⁸ The draft ESP suggests that there are between 22,400 and 28,000 IQT schools (compared with just over 3,000 public primary and 400 public junior secondary schools) catering for in the order of three million children; some of whom attend both Islamiyya and secular schools at different times of the day. In addition, some children not enrolled in state or private secular schools attend IQTE schools. K-SEEDS notes girls in particular are enrolled in Qur'anic and Islamiyya schools.

32 The problem of providing sufficient school places in the State system is illustrated by the pupil classroom ratio for basic education of 112.9.⁹ As the ESP notes, *many children are unable to access school due to lack of facilities in their local areas*. One consequence of this in urban areas is double-shift schooling.

33 Enrolment in Junior Secondary Schooling is very low although again some of the figures are contradictory. The 2005 EMIS Report indicates a GER off just over 23% but officials in Kano (and as cited in the ESP) put the figure at 51%. Whatever the correct figure there is low transition from the primary level while many children of JSS age are still in primary school.

34 For UBE to be achieved sets a massive challenge for Kano State. The draft

⁵ A basic data sheet for Kano's education system is at **Annex 9**

⁶ Data reported in this section is derived from the draft situational analysis, K-SEEDS and the draft Education Strategic Plan .

⁷ The Kano State EFA Action Plan, 2003.

⁸ Islamiyya schools teach the basic principles of Islam and are relatively receptive to the teaching of secular subjects. Qur'anic schools focus on the teaching of the Quran and are less likely to welcome the integration of core subjects from the secular curriculum. Tsangaya schools – or camps – are much less formal and focus entirely on the rote learning of the Quaran. Ilmi education cannot be classified as schooling; it is informal and takes place through one-on-one religious instruction and guidance. This is not seen as a part of the integration policy and process.

⁹ Cited in the draft ESP from Basic and Secondary Education Statistics in Nigeria 2004 and 2005, Federal Ministry of Education 2006.

ESP proposes a target of 99% NER for basic education (taking this to mean the first six years of the basic cycle) by 2015. But because the plan also stipulates a completion rate of 99% by 2015 as well, it means that in theory all grade 1 school age children should be in school by 2009 at the latest.¹⁰

35 As the plan recognises (see below) this will require a combination of State, private, and community effort and partnerships with Islamic schools through a process of integration. It will also require, as the State Government recognises, the identification of those children who are specially disadvantaged in their access to education and specific programmes to meet their needs.

Equity

36 There are many inequities in the provision of basic education in Kano State which are acknowledged in a number of recent education policy papers.¹¹ For example, the Gross Gender gap recorded in the 2005 EMIS report for Kano is 21.1% in primary schools, 13.6% in JSS and 13.1% in senior secondary schools for the State and the private sector combined.¹²

37 A number of factors are at work here. There are parental concerns for the moral education of girls which mothers are said to feel is better served in Islamic schools. Education is seen as delaying marriage and lessening the respect that wives should give their husbands while the pressures of poverty may lessen the perceived immediate benefits of education.

38 Only in private schools is the gender parity index close to 1.00. Indeed there are more girls than boys in private primary schools and approximately equal numbers in junior secondary schools. This suggests that better educated parents in higher income brackets perceive private schools as offering the best learning environment for their daughters.

39 There is also a population of boys that is vulnerable, notably Almajiri boys in Tsangaya education camps who are more likely to seek or be driven to work and hawk on urban streets than to attend school.

40 Data on nomadic education is weak but some recent figures suggest that enrolments are falling in nomadic schools (by 36.6% between 2004 and 2005).¹³ Where children do enrol there are very high dropout rates.

41 The prevalence of HIV/AIDs is rising from a rate of 3.8% in 2001 to 4.1% in 2003. Unless the spread of HIV/AIDs is stemmed, including through education in basic schools, it will heighten inequity and lessen life chances for children, especially those who are orphaned. The emphasis on the draft ESP is on health facilities in schools with relatively little attention to the role of the curriculum and teaching and learning in lessening the impact and spread of HIV/AIDS.

42 Other types of inequity by income, geographical location, language and other

¹⁰ This assertion depends to some degree on how the term completion rate is being used in the draft ESP. If survival rate is a proxy for completion then the relationship between enrolment and completion is different from that described in the text above. If completion means completion for all grade 6 age children then the relationship between enrolment and completion is as described.

¹¹ See, for example, the paper by Dr Sabo. A Indabawa, presented at the State Education Summit in 2001.

¹² Most documents in Kano use gender gap rather than the gender parity index (GPI).

¹³ SUBEB Enrolment Figures for Nomadic Schools 2003-2005 cited in the draft Situational Analysis.

social and economic factors are less easy to map but must be analysed as the basis for a true UBE policy to be implemented. This is why the draft ESP places some emphasis on the need to design and implement targeted programmes for disadvantaged and vulnerable groups. This includes children with special needs where target attendance rates of 50% in 2008 and 99% in 2015 are being set.

43 The ESP also refers to adults who lack basic literacy skills. Although the data is suspect, Kano's literacy rate is recorded in the draft ESP as 47% although K-SEEDS puts it at 35% at the beginning of the current decade with a target of 45% by 2007. When the new census is published there should be some greater accuracy regarding literacy rates.

Efficiency

44 There is no accurate completion data but the proxy of gross enrolment at the beginning of the last grade of primary school is used but once again there are major differences depending on the data source that is used. For example, the 2005 EMIS Report (cited in the Situational Analysis by Sanni) estimates that primary school completion was 58% in 2005 (JSS 23% and SSS 15%). However the data used for 2004-2005 baseline purposes in the draft Education Strategic Operational Plan (ESOP) cites a much lower primary school completion rate of 23.4% (17.8% for girls) suggesting very high drop out and low retention rates and, overall, low levels of system efficiency.

45 Transition rates at different levels of the school system also point to low levels of efficiency. The EFA Action Plan put the transition rate to JSS from primary school at only 23.5% in 2003, although the 2005 EMIS report (and the draft ESOP) puts the figure at over 45%. This figure is likely to increase dramatically if and when automatic promotion from primary to JSS is introduced in 2007.

46 Figures for transition to senior secondary school are much higher at 85% albeit for a modest JSS school population of 162,000.

47 The draft Education Sector Operational Plan sets targets for completion and transition for the school year 2008-09. Primary completion is set to increase from 23.4% to 41% (17.8% to 38% for girls) and the transition rate from primary to JSS to rise to 70% from 45.3% (67% for girls from 38.7%).

Quality

48 Data on learning standards and outcomes was not readily available to the assessment team. The draft Kano Situational Analysis drawing on an assessment of primary four and primary six pupils in Nigerian schools notes that overall Kano is slightly below the national average at the upper primary level but is around average at the mid primary level. Private schools score more highly than State schools.

49 The situational analysis also highlights poor performance at the senior secondary level citing particularly weak achievement in English and mathematics. In WAEC SSCE examinations between 1.78% and 4.03% of students achieved five credits over the last three years while in the NAEC examinations there is a steady decline in performance with a low of 2.79% with five credits in 2005.¹⁴ The draft ESP wants to push the five credit score up to 20% by 2008-09.

¹⁴ The situational analysis draws on KERD: SSCE Results Analysis 2003-2005.

50 An examination of the proxy indicators of quality in Kano State highlights some of the problems associated with raising the quality of school education. A recent study suggests that currently, the number of available textbooks for all eight subjects on the primary curriculum represent only 17% of the target of a Pupil Core Textbook Ratio (PCTR) of 1.00.¹⁵ Nevertheless, primary schools with a PCTR of 2.8 are better placed than Junior Secondary Schools at 6.1.

51 Teachers are also in short supply especially in the core subject areas of English, mathematics and science. The pupil teacher ratio in primary is 46.7 which is an improvement on 76.2 in 2002. But only 22% of primary teachers held the minimum qualification of the NCE in 2005. If a qualified pupil teacher ratio of 40:1 is the target within an EFA/UBE framework, Kano SUBEB estimates that an additional 30,000 teachers will be required. This represents a doubling of the existing primary school teaching force (qualified and unqualified).

52 Because Nigerian schools recruit specialist subject teachers than primary generalist there are significant shortfalls in the numbers of teachers with the requisite subject qualifications. The situational analysis suggests that the adjusted pupil teacher ratio – for example – of qualified primary science teachers is 1,700:1. Similar though lower figures exist for mathematics, English and Social Science. These very scarce teaching resources are almost certainly concentrated in urban areas.

53 The qualified pupil teacher ratio is a good deal better at JSS (65.8%) and senior secondary level (64.2%).

54 Other factors impinging on quality need attention. Many schools are in poor repair or unusable.¹⁶ There are serious health and safety risks which detract from both attendance and learning. And as this report highlights later, there are issues of support and inspection, assessment, and training and professional development opportunities that all relate to quality.

55 The great merit of the draft ESP and ESOP is that the plans are open and honest about the scale and the complexity of the issues facing the State in respect of access, equity, efficiency and quality and have set ambitious medium and long term targets to rectify current low levels of performance. As later sections of this assessment show less attention has been given so far to the organisational and management implications of such a major programme of reform.

Summary Findings

Educational indicators for access, equity, efficiency and quality in Kano's school system are poor despite evidence of some progress in increasing levels of enrolment. This presents a challenge of major proportions, the more so when the firm commitment of Kano State to UBE is allied to the clear intention to enable Islamic schools to benefit from a broader curriculum which gives children the chance to acquire core skills and knowledge of social and economic benefit.

In further developing the Education Strategic Plan, it will be important to

¹⁵ SUBEB, 2005. *2004/05 Summary Report of EMIS* cited in the draft Situational Analysis.

¹⁶ Figures supplied by MoE showed that 291 classrooms had been rehabilitated in the three years 2003-2005. 282 duplex classrooms were built along with JSS complexes that resulted in 93 classrooms, 16 administration blocks, 30 laboratories and 30 5-seater pit toilets.

ensure a) that all of the ESP targets are derived from the most accurate data available, including for all types of school – State, private and Islamic ; b) that each target is consistent over time with every other target within each sub-sector; c) that realistic medium term objectives are set in line with medium term expenditure frameworks; and d) that careful thought is given to the sequencing of targets so, for example, expansion in the primary sub-sector is reflected in targets for Junior Secondary Schools (JSS) and Senior Secondary Schools (SSS) in subsequent years.

B POLICIES AND PLANS - PROCESSES, PRIORITIES AND PROSPECTS

56 Kano has given significant attention to education and to wider development policy and planning in the past five years.

K-SEEDS

57 In 2005, the Kano State Government published its State Economic Empowerment and Development Strategy or K-SEEDS. Strengths and weaknesses in current sector policies prefaced a three year policy framework (2005-2007) accompanied by a project portfolio. This work derived its authority and its approach from the Federal, National and Economic Empowerment and Development Strategy (NEEDS).

58 In K-SEEDS, the primary goal is to return to the path of sustainable growth in order to *make Kano State self-sufficient in food production and an advanced society that has self pride and practices good ethical conduct in all its affairs*. According to the K-SEEDS document, its findings and proposals were the result of a broad consultative process led by the State Economic Planning Committee. It identifies seven key policy areas for human development:

- Implementation of Shari'ah and Societal Re-orientation Programme
- Mass food production
- Water supply
- Better health
- Security
- Better education
- Development of the private business sector

59 A medium term rolling planning for 2005-2007 is provided based on planned finance from internally generated revenue, statutory Federal allocations, loans, grants and other receipts. For all of the sector projects identified in K-SEEDS a total three year budget of N113 billion is estimated of which the education sector is set to receive 18%.

60 Each sector is subject to a brief SWOT analysis. In the case of education, the analysis highlights two decades of neglect which has resulted in dilapidated infrastructure, insufficient and poorly motivated staff, and the inadequate provision of teaching and learning materials. It was clearly much easier to identify weaknesses and threats than to identify strengths and opportunities.

61 In the section on poverty alleviation, investment in education and raising levels of adult literacy are identified as key policy strands as well skills development

and youth development through non-formal education.

62 A programme schedule for education and training includes some very ambitious targets. These include, for example, the implementation of an integrated curriculum for traditional Islamic education in all organised Qua'ranic schools by 2007; a 35% increase (per annum) of new teachers; a 20% increase (per annum) and 25% improvements year on year in infrastructure and teaching and learning materials respectively. In retrospect this seems a bold but unattainable set of targets which have now been overtaken by the more detailed planning targets of the ESP.

63 In another section of K-SEEDS, 32 education projects are identified with notional financial allocations over the period 2005-2007. The genesis and criteria for identifying these projects is not made clear. It is assumed that they are derived from the existing and outstanding projects drawn from MOEs annual budget estimates. Eight of the projects are to do with new construction and refurbishment but by far the majority relate to the specific needs of individual institutions primarily at the tertiary level.

64 There is no immediate evidence to suggest that these projects have been developed, implemented and monitored (although there is reference in K-SEEDS to the creation of a new parastatal – the Projects Monitoring Bureau) and the emphasis that is given to an institutional focus is at odds with the topic and issue based approach adopted in the draft ESP (see below). In the review of K-SEEDS which is planned in the coming months there should be an opportunity to revisit the project approach in the current version of K-SEEDS in the light of the new ESP framework.

65 The Ministry of Budget and Planning is on the PPT for the ESP so is aware of the changes in the planning processes that have taken place. At the same time the finalisation of the ESP will require attention to proposed reforms in state wide planning and budget reforms indicated in K-SEEDS. This includes new budget preparation processes using software which will increasingly allow allocations and expenditures to be linked to programme objectives and outcomes.

66 Other injunctions in K-SEEDS will also need attention in the education sector: the introduction of a new streamlined budget calendar, new processes to ensure due process, the enforcement of strict tender procedures and the introduction of more systematic value for money checks.

67 Assuming that K-SEEDS continues to provide an important development framework for State planning following the review that is to be undertaken in 2006, it will be important for MoE to articulate plans within this wider planning environment and exploit the benefits which it offers.

Summary Finding

For political, development and educational reasons the strongest possible relationships need to exist between the ongoing development of K-SEEDS and the further articulation and finalisation of the ESP and the ESOP.

The Kano Education Strategic Plan, 2007-2015

68 In recent years there have been a number of important education policy and planning exercises in Kano State. These include:

- The State Education Summit May 2001 (and its resulting action plans)

- The Kano State Action Plan for Education for All Action Plan, 2004
- The Kano State UBE Board Law, 2005
- The Educational Development Plan (EDP), 2005-2015

69 These activities and documents fed into the processes of developing the first draft of the ESP developed by the PPT in an externally facilitated workshop in July and August 2006.

70 While there has been some duplication involved in this sequence of activities, it now appears that there is a real willingness to move from policy debate to a realistic plan of action. The intensive though unfinished work undertaken in 2006 offers a real basis for a medium to long term programme of work with clear objectives, underpinned by sound financing with well managed and coordinated programmes at all levels of the education system. The most recent planning documents do represent a real effort to be comprehensive and promote a sector wide approach.

71 **Six focal areas** or priorities have been identified in the first draft of the ESP. These are:

- Equitable access
- Quality of education
- Science, Technical and Vocational Education and Training
- Health, HIV/AIDS and environmental education
- Islamiyya, Qur'anic and Tsangaya Education
- Education planning and management

72 Compared with many education sector plans Kano is taking a bold and difficult approach. A more traditional way (exemplified in other Nigerian State plans) is to plan by sub-sector. By adopting an issue or topic based approach it means that these areas of focus – especially equitable access and quality – have to be worked through at all levels, throughout the system. This is true to a considerable extent too in science and TVET, health education and in Islamic education where there is also a requirement to address issues of access, equity, efficiency and quality throughout the integration programme.

73 The focus on science and technical education is consistent with the State's plans for economic growth with a strong technical knowledge base. The recognition of the importance of health, addressing HIV/AIDS and the need for good environmental awareness is a clear recognition of important cross sectoral links which education should exploit, although this section of the draft plan needs clearer and more comprehensive articulation.

74 The recognition given to IQTE is in many respects at the heart of the plan in as much as this is where the majority of children go to school. Enabling children to stay in Islamic schools and benefit from access to core skills from the secular curriculum is a challenge of major proportions the full implications of which have yet to be worked through – in both financing and organisational terms. It is an issue that dominates the draft ESP which states very clearly that *the IQTE system must be considered within the context of UBE if meaningful progress is to be made in achieving EFA in Kano State.*

75 In translating these focal areas into sets of policy objectives, targets, strategies, activities and responsibilities as laid out in the draft ESP and ESOP, there are significant organisational and institutional implications in each of the first five of

the areas that have been prioritised. In part these arise from the fact that the plan is highly ambitious and rightly so given the current state of education in Kano.

76 Although the work of setting specific targets is incomplete, indicators have or are being set for each of the first five of the focal areas, year by year from 2004-05 to 2014-15. These include, for example, 90% NER in early childhood care and development by 2015, an NER of 99% in basic education in the same year, gender enrolment and completion rates at parity by 2015, an adult literacy rate of 75% in ten years time and so on. Literacy and numeracy standards have been set as well as IT provision in all educational institutions. And time bound targets will be set for the rates of integration of Islamiyya, Qur'anic and Tsangaya schools.

77. This focus on targets and objectives gives strong weight to educational outputs and outcomes. It is performance oriented, enabling progress to be monitored and policy adjustments to be made as necessary. This means a very different approach to what might be described as the maintenance administration of a system.

78 It as an approach too that requires careful attention to sequencing. For example, the implementation of automatic promotion to Junior Secondary Schools scheduled for 2007 has implications for the readiness and the capacity of Junior Secondary Schools to cater for an increased number of pupils of all levels of ability. Similarly an expansion of primary education whether in State schools or through integration will put enormous pressures on the system if an additional 20% of school age children enter primary schools.

79 Over the ten year cycle of the ESP pressures will also build up on the upper levels of the secondary system as the primary and junior secondary sub-sectors expand. This will require additional system wide investment. In all of these contexts current levels of investment in infrastructure, teachers and learning materials will be totally inadequate in meeting ambitious State objectives.

80 The sixth focal area in the draft ESP is managing and implementing the plan. This places emphasis on a holistic approach to sector development, guided by the State Council on Education (SCE) with its multi-ministry and stakeholder representation and carried forward by a number of topic specific and representative working groups and committees. Whether this apparatus is sufficient in itself to plan and coordinate the way forward is open to question. A separate, full time coordinating task force (preferably from across key ministries) may be required to give the momentum and impetus which the Plan requires. Such a task force would need appropriate authority to act as well as to give advice.

81 The draft plan also highlights the importance of performance monitoring across the education sector and regular review of progress towards the targets. This is essential if the accountability to which the MoE (and K-SEEDS) is committed is to become real. An annual sector review is proposed to complement the budgetary cycle and is conceived as a major tool for reviewing and adjusting the ongoing development of the education sector rolling plan.

82 As yet there is no very clear expression as to how this review will be conducted. It is assigned to Planning, Research and Statistics (PRS) in MoE although whether the full implications of managing a sector review have been fully appreciated is not certain. Experience from elsewhere shows that this is a time intensive activity. EMIS will be crucial in this regard.

83 In the draft ESOP there is a substantial agenda of work in the coming three

years to a) clarify management roles and strengthen management capacity at all levels, b) increase and sustain education resources allocations, c) strengthen public finance management capacity at all levels and d) to strengthen the education management information system (EMIS). This body of work is not specifically assigned beyond the general work assigned to particular sub-committees. As noted above if this approach is to be followed it will require strong and purposeful direction and coordination.

84 Clearly a process of costing, prioritisation and sequencing is required as the next stage in plan development. But further and wider support will be required, including:

- **Strong Political Commitment and Public Support.** It is unwise to move on a programme of work of this complexity without very clear political support. This exists through the general level of priority accorded to education by K-SEEDS. But it now needs to be reinforced by gaining a central place in the next iteration of K-SEEDS after the forthcoming review. In this regard MoE should play a strong advocacy role in the review process.

The degree to which the latest proposals are understood beyond those who have been involved technically in their development is not known. Stakeholder workshops should be of some help in this regard. But when priorities have been agreed and programmes costed there would be considerable advantage in communicating widely the intentions of the Plan and its operational activities across government and more broadly throughout the State. An ambitious plan needs to be backed by strong demand as well improved service delivery.

In this regard the engagement of the private sector and NGOs will be important. Legislation and the State government support the engagement of civil society in many matters including education. Engaging private school proprietors, Civil Society Organisations (CSOs), Faith Based Organisations (FBOs) and the Civil Society Action Coalition on Education for All (CSACEFA) will be important in the further development and implementation of the ESP – in which they are keen to engage.¹⁷

- **Involvement of the Entire Education System:** In addition to strong political and public support, members of the educational community in Kano should be engaged in plan development and execution. The plan has implications for each and every teacher, literacy facilitator, school and LGA. The earlier the frontline players are involved the better.

¹⁷ Private and civil society involvement in education in Kano State encompasses school ownership and management, membership in the governing councils of State educational institutions and parastatals, collaboration with International Development Agencies (IDAs) and advocacy for greater government attention to education, improved quality and better service delivery in the sector. The major CSOs and NGOs on ground are school PTAs, the NUT, CSACEFA, and voluntary and Faith-based organisations (FBOs). FBOs are particularly active in the provision of IQTE and advocate for increased religious and moral instruction the formal school curriculum. They are influential in government education policies and programmes in the State. CSACEFA is the umbrella body of NGOs involved with the EFA initiative in Nigeria. The Kano State CSACEFA branch is well established and organized. It has a membership of nine NGOs with 48 community self-help organisations as associate members and the NUT, PTAs and NYCN as collaborative members. The NGOs plan and execute their own individual projects in addition to joint CSACEFA activities. They carry out advocacy and school enrolment drives, organize adult literacy and skills acquisition programmes and help IDAs execute projects. The State CSACEFA organizes training for members using external resource persons and through in-house training. It advocates for the integration of IQTE schools.

One of the strengths of the first draft of the operational plan is that some initial recognition has been given to the need for new planning frameworks, organisational structures and systemic ways of working. But these changes in practice cannot be achieved by technical work alone. It will be important that they should be defined and implemented with some urgency but without undue haste. Given the complex of horizontal and vertical relationships in the education sector in Kano (let alone Federal relationships) the implications for the changes that are proposed need to be worked through at all levels of the system.

- **The Exercise of Realism Regarding the Financing Implications:** Initial cost calculations for achieving Kano's basic education objectives and targets for the period 2006 to 2015 have been undertaken by an external consultant. These project a total basic education resource envelope from 2006 to 2015 of N147 billion (US\$1.5 billion) against projected basic education costs of N404 billion (US\$3.2 billion) giving a financing gap of N257 billion (US\$2 billion) over the period of the Plan. In other words nearly twice the projected resource envelope will be needed to fill the basic education gap. And these figures are for basic education alone. Other parts of the sector also require investment if ESP objectives are to be met. As later sections of this assessment will show, if these forward estimates are broadly right then some very careful prioritisation will be required.

85 After the finalisation of the plan – on which urgent work is needed – some more critical assessment will be required – regarding the organisational machinery needed to carry it forward, including the disposition of authority and the professional competencies needed to make it work.

86 There is real momentum to the work that has been done in 2006 in Kano which needs to be sustained in the coming months. And it is in this context that an analysis of current structures and organisations can play a useful part.

Summary Findings

It should be recognised that the ESP and the ESOP are first and incomplete drafts. Good momentum and commitment has been generated. But it will be important to refine and complete work on the ESP as soon as possible and attain all necessary political backing.

In moving ESP forward some urgent attention is needed on how to manage the day to day oversight and coordination of the Plan. This may require a multi-skilled and dedicated task force with well defined areas of authority, including members from outside MoE.

C KANO STATE'S EDUCATION SYSTEM - ORGANISATIONS AND STRUCTURES FOR ACHIEVING UBE

87 As noted above, the objectives of the draft ESP and the draft ESOP have significant organisational implications for Kano State. The current assumption is that the Plan can be delivered within existing structures.¹⁸ Given the ambition and the scope of the Plan this is open to question but in order to test this assumption, this section examines the ways in which public education services in Kano State are mandated, structured and organised with special reference to those agencies that work for basic education. It suggests where current practice and existing structures deserve some review if ESP objectives are to be attained. It starts with a brief

¹⁸ The Terms of Reference for this Report also place weight on improvements within existing structures.

contextual section on the Federal level of government before surveying the key organisations at State and Local levels of government.

The Federal Context

88 The Constitution of the Federal Republic of Nigeria (1999) sets out Nigeria's overarching educational objectives. It allocates the major responsibilities for attaining these goals across the three tiers of government - Federal, State (36 States) and Local (774 Local Government Areas).¹⁹ Item 30 of Part II of the Second Schedule of the Constitution sets out the areas in which both Federal and State governments can act concurrently in the delivery of education services at the primary, secondary and tertiary levels.

89 Item 2 (a) of the Fourth Schedule sets out the functions that are State responsibilities but in which Local Governments can participate - at the discretion of the State Government and through legislation. These areas include the provision and maintenance of primary, adult and vocational education. More recently, the UBE Act of 2004 and the Fourth Edition of the National Policy on Education (2004) stipulates that Local Government Education Authorities (LGEAs) shall have responsibility for the financing and management of primary education within their areas.

90 Furthermore, both Federal and State authorities are empowered to establish parastatal bodies through which some of their responsibilities can be discharged. And civil society is also given the right to play a role in education.²⁰

91 The Federal Ministry is responsible for national education policy working in liaison with State ministries through the Joint Consultative Committee on Education (JCCE) and the National Council on Education (NCE).²¹ It determines education norms and standards and monitors achievement at the national level including through the NCE. The implementation of these policies at the State level is presumed to be the responsibility of State governments. In turn State Governments determine the level of participation of Local Governments in the delivery of education services.

92 The Federal Government also has some direct implementation roles. It has direct control of many of the country's universities and other tertiary institutions and a small number of Federal Unity Colleges. But State governments control most secondary schools and a proportion of tertiary institutions.

93 A clear strength of the Constitution and Federal law is that a wide range of stakeholders are enabled to be engaged in education. But as many commentators have noted, 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 and practice. At worst this gives rise to excessive fragmentation and inter-agency tension. 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.²² These issues are well documented

¹⁹ These objectives include equal and adequate opportunities for all at all levels of education; the provision of free, compulsory and universal primary education; free university education; and free adult literacy programmes as soon as practicable.

²⁰ Chapter IV (Fundamental Rights) of the 1999 Constitution of the Federal Republic of Nigeria.

²¹ The National Council on Education (NCE) and the Joint Consultative Council on Education (JCCE) which make recommendations to the NCE are normally convened once in a year for up to five days each. Apparently, it is not unusual for the NCE to pass conflicting resolutions because of the volume of work with which the Council has to deal.

²² Several States have established State Universities (even when they have been unable to finance and maintain secondary schools) more as political statements than in response to real need. This diverts

and debated.²³

94 **Table 1** provides a summary overview of the responsibilities, roles and supporting legislation at each level of government. In relation to UBE, this shows that there are requirements and roles at all three levels of government, with shared responsibilities in areas such as planning, standard setting, management and the supervision and inspection of schools.

95 This three tier organisational map is complicated further by the existence of education parastatals. There are 20 such bodies at the Federal level, each with its own Governing Council, management staff and planning and research units.

96 At the State level there are rarely fewer than six education parastatals in each State. It seems to have become usual to allocate specific areas of practice to separate boards even where their functions overlap with existing government machinery.

97 Overall then, the Nigerian education system exhibits vertical tensions with overlaps between different tiers of government and horizontal pressures that arise from bodies working at the same level fulfilling similar functions. These tensions operate in Kano State as elsewhere.

Table 1 Educational responsibilities and functions of Federal, State and Local Governments

Government	Responsibilities	Functions	Supporting Legislation/ Implementing Structures.
Federal	<ul style="list-style-type: none"> National education policy formulation. Standard setting and quality control at all levels nationwide. Coordination for a balanced national educational development. Preparation and implementation of national education development plans and programmes. 	<ul style="list-style-type: none"> Issuance of national education policy guidelines and directives. Curriculum development and provision at all levels. Infrastructure provision at all levels. Instructional materials provision at all levels. Staff recruitment, welfare and development at the tertiary level, in Federal Unity Secondary schools and Primary schools through the UBE programme. Monitoring and schools inspection at all levels. 	<ul style="list-style-type: none"> Decree 16 of 1985. National Council on Education. National Policy on Education. UBE Act, 2004. National EFA Plan. Federal Ministry of Education and its parastatals.
State	<ul style="list-style-type: none"> State Education Policy formulation at all levels in line with Federal policy. Standard setting and quality control at primary and secondary level Coordination within the State for a balanced educational development. Preparation of State plans and programmes. Management and supervision of pre-primary, primary, secondary, adult 	<ul style="list-style-type: none"> Issuance of State education policy guidelines and directives. Infrastructure provision and maintenance at all levels. Instructional materials provision at all levels. Staff recruitment, welfare and professional development at all levels. (Except primary school Staff on Grades Levels 01 to 06). Monitoring and schools inspection at all levels. 	<ul style="list-style-type: none"> State Education Laws. UBE Act, 2004. State Universal Basic Education Board Law. State EFA Plans. State Ministries of Education, parastatals and agencies.

funds from basic education. Many of these universities can barely meet NUC accreditation requirements in some courses. Their sustainability remain an enormous challenge

²³ See for example World Bank, 2004. *The Capacity of Nigerian Government to Deliver Basic Education Services*. Africa Region Human Development Working Paper Series Number 61. Washington. World Bank

	and non-formal education.		
Local	<ul style="list-style-type: none"> Management and supervision of pre-primary, primary, adult and non-formal education. 	<ul style="list-style-type: none"> Infrastructure provision at primary level. Provision of teaching and learning materials in primary schools. Recruitment of primary school staff and teachers on Grade levels 01 to 06. In-service training for primary school teachers. Payment of emoluments of all categories of primary school staff. Day-to day supervision of primary schools. 	<ul style="list-style-type: none"> UBE Act, 2004. State Universal Basic Education Board Law. Local Government Education Authority Laws. Local Government Education Authorities and District Education Authorities.

Sources: (a) 1999 Constitution of the Federal Republic of Nigeria.
(b) National Policy on Education (2004 Edition).
(c) UBE Act 2004.
(c) KSUBEB Law 2005.

Working for UBE in Kano State

97 Understanding how education agencies and bodies function at the State level in Kano State needs to be prefaced by a brief consideration of the current situation of the key education organisation in any education system – the school.²⁴

The State of Schools

98 According to SUBEB data for 2006, there are 3,724 State-run primary schools and 329 State-run Junior Secondary Schools managed jointly by SUBEB and the 44 LGEAs.²⁵ There are over 1,500 primary and junior secondary schools that are privately owned. These are regulated by the Private Institutions Department of MoE but at present only 550 schools are registered.²⁶ The Science and Technical Schools Board manage 13 science and technical colleges that include Junior Secondary education.

99 Two hundred and sixty seven of the Junior Secondary Schools have been ‘disarticulated’ under the UBE programme (meaning that they have been separated from Senior Secondary Schools of which they were a part). This process – which is causing tension within the system – means that junior secondary schools will come under the auspices of SUBEB instead of the Teachers’ Service Board (TSB). Kano has established the State JSS Disarticulation Committee with membership from MOE, SUBEB, TSB, Science and Technical Schools Board (STSB) and the State College of Arts, Science and Remedial Studies. The Committee has recommended the full handover of Junior Secondary Education to SUBEB in January, 2007. LGEAS

²⁴ Pre-primary education is also a part of UBE and the prescribed basic education cycle. The National Policy on Education section 2(14a) states that “government shall establish pre primary sections in existing public schools...” In recent years, the NCE has been calling the attention of Federal, State and Local Governments attention to the need to accelerate ECCDE development by its provision in public schools but the competing demand for scarce resources has meant that very little priority has been accorded to this sub-sector. As a result, the service is almost entirely in the hands of private individuals and organisations that operate mainly in urban and semi-urban areas catering for parents with levels of income that can afford ECCD. The State Government acts as a regulator through inspection, registration and curriculum provision.

²⁵ SUBEB and TSB Statistics. The figures quoted here are difficult to reconcile with those given for 2005 in the draft ESP unless there has been a dramatic increase in the number of public primary schools.

²⁶ Director, Private Institutions Department, MoE.

appear to have had no voice in this process.

100 It is clear from brief sample visits to primary schools by the assessment team and from the data quoted earlier in this report that the condition of schools in Kano State is far from satisfactory. They can be characterised as being:

- Often unsafe and unhealthy learning environments as evidenced by LGEA school condition surveys;
- Overcrowded especially in urban areas;
- Short of school and teacher furniture and adequate learning materials;
- Susceptible to teacher absenteeism unless there is strong monitoring by the head teacher and the LGEA;
- Places where teacher motivation is often low with few opportunities for professional development;
- Places where there is shortage of specialist teachers especially but not exclusively in rural areas;
- Short of widespread community support apart from PTA assistance in kind provided by a small group of parents;
- Dependent in some instances on the support of NGOs and external agencies such as UNICEF.

101 In many places this can be described without undue exaggeration as an emergency situation. Accordingly, it is difficult to see how this can be turned around in line with the efficiency and quality targets of ESP unless school improvement becomes the focus of ESP implementation. Desirably, this should enable schools themselves to have some access to funds that they can use directly for the benefit of their own improvement. At present primary schools depend on resources from SUBEB and from the local LGEA for their running – and these resources in nearly all cases are inadequate for minimum standards of learning. While there are questions of accountability in how school based funds can be channelled and used for school improvement purposes, the present situation perpetuates a culture of dependence and influence rather than promoting school based innovation and dynamism.

102 Unsurprisingly, in circumstances of decline and limited support, the professionalism and commitment of the head teacher is often the make or break factor in determining whether even minimum standards of learning are attained. The assessment team witnessed examples of good and well organised school practice in the most hostile environments. Developing this cadre of staff is of paramount importance.

103 For the ambitious targets in the ESP on efficiency and quality to be met, a new focus on the school and school improvement will be needed which engages all the key agencies in a much more co-ordinated way than appears to be the case at present. MoE, SUBEB and LGEAs need to find ways of working together in support of school based planning, school based teacher development, a co-ordinated approach to monitoring, inspection and advice and a guarantee of minimum infrastructure, learning materials and teacher provision. The ESOP draft proposal to develop a strategy in each of these related areas is an essential first step and should be supported strongly.

Islamic Education

104 The preceding paragraphs refer to the needs of public schools. But UBE is also designed to embrace Islamic schools through the process of integration. And as shown earlier in the report this is where most children in Kano State – especially girls – receive some education (**Table 2**). Accordingly the State Government has

determined that IQTE schools can provide an avenue for providing basic education to the large population of children who are out of school altogether or who currently have no access to core subjects in the secular curriculum.

Table 2 Data on voluntary Qur’anic and Islamiyya Schools²⁷

Type	Location	No. of schools	No. of Teachers	No. of Students
Tsangaya and Qur’anic	Urban	3,219	12,969	537,562
	Rural	19,416	32,475	735,282
Islamiyya Schools	Urban	2,080	19,355	927,498
	Rural	2,543	10,996	590,345
Total		27,258	75,795	2,790,687

Source: Research and Documentation Unit, Office of the Special Adviser on Education and ICT.

105 The main approach to utilising IQTE as a sustainable vehicle for the delivery of basic education is through a process of “Integration” designed to upgrade and improve the conditions of IQTE schools for the effective and sustainable delivery of quality basic education. This process involves:

- sensitisation and advocacy to gain the confidence, acceptance and cooperation of IQTE school owners;
- improving the physical conditions of the schools;
- providing qualified teachers;
- introducing the core secular subjects of English, Mathematics, Science, Social Studies and Hausa language in their curriculum;
- formalizing the school operations and time-table; and
- integrating the schools into the formal school system.

106 This is a complex and difficult process. Besides the investment of time, money and expertise a major obstacle to faster integration is the suspicion and sometimes overt resistance of IQT school owners and religious purists that the learning of secular subjects will dilute and undermine religious training and diminish the morality of children and society at large. Though not openly stated, the fear of losing leadership and of large numbers of followers/learners is a significant disincentive for IQT owners. Additionally, political leaders and policy makers may risk losing important political patronage and support by openly or constructively challenging these interest groups.

107 Nevertheless a well-planned and sustainable IQTE integration programme should be an important component of the ESP if UBE targets are to be met. In this regard LGEAs have a critical role to play given that they are best placed to negotiate the integration process. It is a process that requires:

²⁷ These does not include registered integrated schools

- an accurate and reliable database on IQTE for effective planning and integration programme development;
- development of a strong communication strategy for sensitisation and advocacy in support of IQTE integration;
- identifying institutional capacity gaps and strengthening the capability of relevant organisations to facilitate IQTE integration;
- developing school-level capabilities for the sustainability of integration.

108 This then is the backdrop against which State and Local Government bodies need to be assessed.

Changing Roles for the Ministry of Education

109 The Kano State Ministry of Education (MoE) has overall responsibility for the delivery of education services in the State. It operates within the framework of the National Policy on Education and follows guidelines from the Federal Ministry of Education and from the Universal Basic Education Council (UBEC). Headed by a Commissioner, the Ministry derives its authority from the State Education Law (originally NN, Cap. 36 of 1963; revised to NN 17 of 1966, to KSLN 22 of 1983 and now KS 10 of 1990).²⁸

110 The Ministry has a broad canvas of functions and roles. It is responsible for defining and implementing State education policies; for sector planning, management and monitoring; and for the overall control and coordination of the activities of Kano's 44 LGEAs, School Boards and education NGOs. It supervises SUBEB (and five other parastatals) and regulates the private education sector. Currently, it has direct responsibility for the management of public Junior Secondary Schools and Senior Secondary Schools (**Table 1**).

111 The Ministry operates through eight headquarters departments and ten zone offices and indirectly through six parastatals (**Figure 1**) which have their own enabling legislation and mandates as shown in **Table 3**.

112 The creation of SUBEB, the Teachers' Service Board and of the Office of the Special Adviser on IT (with certain responsibilities for IQTE) has meant some diminution in the powers, scope and authority of some MoE departments. This is part of a wider if uneven trend towards consolidating the Ministry as a central policy, coordination, regulatory and monitoring body, leaving specific areas of implementation to the parastatals and LGEAs.

113 The extent to which this is resulting in greater levels of efficiency is difficult to gauge in a short visit. Certainly some Ministry departments have lost some functions and some authority. This was noticeable in the MoE departments responsible for schools management (with new teacher management powers residing at the secondary level with the Teachers' Service Board) and in Islamiyya and Arabic Education where only secondary school functions remain following the transfer of responsibilities to the Special Adviser IT.

114 The converse of this trend is to see a heightened level of responsibility in the Planning, Research and Statistics department which will be intensified with the work that is required to carry ESP forward for that is where technical responsibility lies for the Plan lies, in part through co-ordinating the ESP Project Preparation Team (PPT).

²⁸ This provides for the establishment of a Board of Education 'to advise and report to the Commissioner on questions of policy affecting education and other matters of educational significance'.²⁸ It empowers the Commissioner to 'from time to time establish Government institutions'

115 As noted elsewhere in this report, whether the current structure of MoE is fit for purpose in carrying forward the ESP deserves some further attention in the State. As the differentiation between policy and coordination and that of implementation becomes more pronounced with the rise in the authority of parastatals and, ideally some greater measure of devolution of responsibility to schools and the LGEAs, so the current structure and functions of different departments in MoE are likely to require greater scrutiny. An early examination of the organisation and the management of MoE would be appropriate.

Figure 1: Organogram of the Kano State Education Ministry & Parastatals.

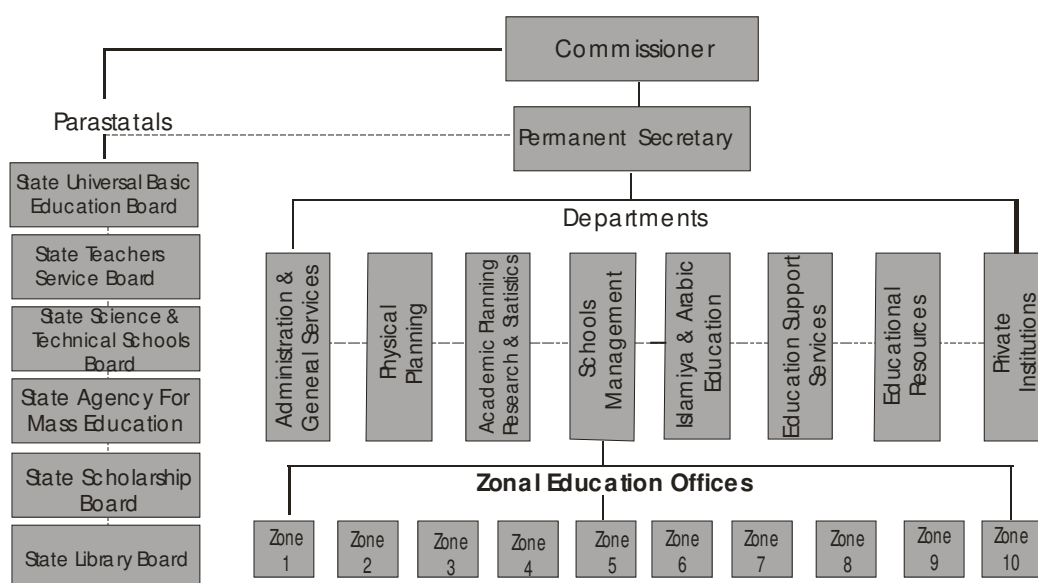


Table 3 Ministry of Education departments and their functions.

DEPARTMENTS	FUNCTIONS
Administration and General Services	<ul style="list-style-type: none"> • General administration of MoE. • Budgeting, accounting and financial management; including internal auditing. • Staff recruitment, discipline, promotion and welfare.
Physical Planning	<ul style="list-style-type: none"> • Building and maintenance of State-owned secondary schools' infrastructure and furniture; including classrooms, hostels, laboratories and staff quarters. • Minor maintenance and repairs of the MoE headquarters • Monitoring and inspection of existing secondary school infrastructure. • Monitoring and inspection of new projects for compliance to standards.
Academic Planning, Research and Statistics	<ul style="list-style-type: none"> • Preparation of long and medium term plans. • Database development and management. • Monitoring implementation of State education plans and compliance with policy directives. • Preparation of annual reports.
Schools Management	<ul style="list-style-type: none"> • Oversight of JSS (this function to go) and SSS • Supervises zonal offices that visit and inspect secondary schools • Monitors overall situation of schools and advises other parts of MoE and parastatals accordingly.
Educational Resources (KERD)	<ul style="list-style-type: none"> • Monitors the implementation of National Policy on education in Kano State. • Curriculum development and book reviews. • Quality control in all secondary schools through academic inspection and monitoring. • Administration of common entrance examination and placement of pupils into JS I in public secondary schools. • Administration of final JSS examination and placement of qualified candidates into SS I in public secondary schools. • Administration of SSCE mock/qualifying examinations. • Educational guidance and counselling services. • Staff training. • Educational research.
Educational Support Services	<ul style="list-style-type: none"> • Liaison with the six MoE parastatals and six State tertiary education institutions. • Coordination of Public-Private partnership in education. • Monitoring and coordinating activities of PTAs and NGOs in the education sector. • Liaison with the NYSC Secretariat and responsibility for the welfare of corps members in the education sector.
Private Institutions	<ul style="list-style-type: none"> • Control and regulation of private pre-primary, primary and secondary schools; estimated to be over 1500 with only 500 registered. • Registration and inspection of private schools to ensure compliance to national policy, state regulations and set standards. • Provision of capacity development opportunities for private school proprietors, head teachers and PTAs. • Monitors compliance to approved national curriculum and syllabi.
Arabic and Islamic Education	<ul style="list-style-type: none"> • Management and supervision of State owned Arabic and Islamiyya Secondary schools. • Monitoring and supervision of the teaching of Arabic and Islamic studies in secondary schools.

Sources: (a) MoE Staff list at 1st August 2006 issued by the Department of Administration and General Services.,
 (b) Interviews with Directors and key staff members of each Department.

116 Such a study could usefully examine MoE's emerging relationships with SUBEB after one year of the new Board's existence. While MoE is represented on SUBEB's governing board and Board resolutions are required to be in compliance with State policies and plans, they are not subject to MoE approval. As with other parastatals, formal consultations and strategic meetings with the Ministry appear to be occasional rather than systematic. With the inception of ESP many of the major

improvements which will be required in basic education will lie with SUBEB. So the division of responsibilities for Plan development, management and implementation between MoE and SUBEB deserves early review to assess whether existing mandates and patterns match the task. Such a review should include examination of the role of KERD (which is a strong and well organised department) and the Schools Management Department especially as this relates to the development of a much more coordinated approach to school monitoring and inspection. All of this takes on more urgency with the imminent transfer of responsibilities for JSS to SUBEB under the nine year basic education cycle.

The Rise of SUBEB

117 The Kano State Universal Basic Education Board (SUBEB) is a new body in that it was established in its current form in 2005. It derives its mandate from Kano State Law No. 3 of 2005. It has metamorphosed from the Primary Schools Management Board (PSMB) in 1989²⁹ to the State Primary Education Board (SPEB) in 1996 to its new form but unlike its predecessors, its mandate now extends beyond primary education to cover nine years of basic education (including pre-primary schooling).³⁰

118 SUBEB is responsible for the supervision, management and financing of primary and junior secondary education. Its functions include the recruitment, deployment, promotion and discipline of teachers on Grade Level 07 and above. In-service teacher training, the provision of instructional materials and infrastructure and quality control through inspection and monitoring. It awaits the transfer of full responsibility at the Junior Secondary level. Its functions are summarised in **Table 4** along side the other five parastatals in Kano State.

Table 4 Kano State education parastatals; legislation and mandate

²⁹ Kano state Primary Schools Edict January, 1989.

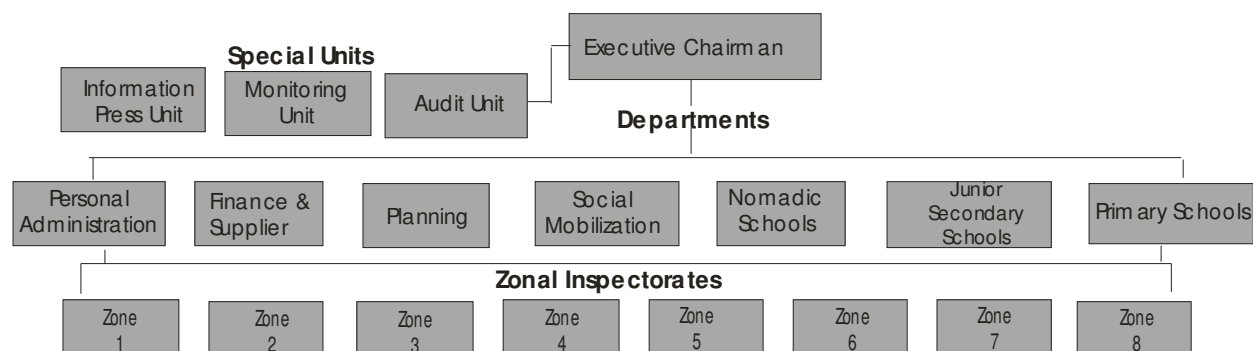
³⁰ Kano State Edict No.1 of 1996.

PARASTATALS	ENABLING LEGISLATION	MANDATE
Kano State Universal Basic Education Board (SUBEB)	Kano State Law No. 3 of 2005	<ul style="list-style-type: none"> • Management of all primary, junior secondary and nomadic schools; • Supervision and inspection of public and private primary, junior secondary and nomadic schools; • Appointment, promotion, transfer, discipline, welfare, training and retraining of teaching and non-teaching staff (Grade 07 and above); • Access to and funding of salaries and allowances of teaching and non-teaching staff; • Disbursement of UBE implementation funds from Federal and State government sources to LGEAs; • Supervision of LGEAs; • Undertake capital projects. • Carry out mass mobilization and sensitisation for UBE; • Perform such other functions as may from time to time be assigned by the Governor or the UBEC.
Science And Technical Schools Board (STSB)	Kano State Law No. 10 of 1982	<ul style="list-style-type: none"> • Establishment and management of science and technical schools, vocational schools and centres; • Ensure courses of instruction conforms to national and State policies on science and vocational education and meet s labour market; • Appointment, promotion, transfer, discipline, remuneration, welfare, training and retraining of staff in STV colleges. • Acquire any equipment, material, furniture and other properties required for the purpose of the Board; • Carry on all such activities as are necessary for the effective control, administration and the management of the assets of the Board.
State Agency for Mass Education (SAME)	Kano State Law No 5 1982	<ul style="list-style-type: none"> • Organisation of literacy programmes for adults; • Develop in adults the ability to use skills to enhance their understanding of their environment and to improve their standard of living. • Developing in adults, attitudes and commitments towards active participation in transforming their locality and the nation at large; • Undertake any other activity that in the opinion of the agency is calculated to help achieve the purpose of the agency.
Kano State Teachers' Service Board	KSTB Law 2002	<ul style="list-style-type: none"> • Employment, promotion, remuneration, welfare and in-service training and discipline of all secondary school teachers and MoE teaching staff. • Maintain up to date teacher personal records • Perform such other function as many be assigned through the MoE.
Kano State Scholarship Board	Kano State Edict 1987	<ul style="list-style-type: none"> • Formulate, review policies and initiate programmes on scholarships for Kano State indigenes; • Award scholarships to deserving Kano State students in Nigerian tertiary educational institutions; • Select and submit candidates of Kano State origin who satisfy the conditions for the award of overseas scholarships; • Advise on any matter relating to the award of Scholarships.
Kano State Library Board	Kano State Library Board Amendment Edict 1999	<ul style="list-style-type: none"> • Establish and manage a State Library; • Establish and maintain branches of the State library across the State; • Provide library services; advice to institutions and to the public; • Assist individuals and institutions to establish libraries, • Inspect libraries and libraries services of Departments and Agencies of the State and Local governments; • Receive and administer grants from the Federal government or other bodies for library development in the State;

119 An Executive Chairman oversees the work of seven Departments (**Figure 2**) which largely mirror the structure of MoE. It operates 8 Zonal Inspectorates, covering four to six LGEAs. The zonal offices are staffed with between 12 and 18 inspectors who undertake school monitoring, inspection and advisory services for schools and LGEAs. Internal Audit, Monitoring and Evaluation and Public Relations Units work directly under the supervision of the Executive Chairman. The Board has a

Governing Council with broad based representation, including NUT, PTA, FME, MoE, SAME and the Council of Ulama).

Figure 2: Organogram of Kano State Universal Basic Education Board (KSUBEB)



120 As the dominant support organisation on the ground for the delivery of basic education in Kano's schools, SUBEB receives and manages the State's share of the Federal Government 2% of Consolidated Revenue Fund (CRF) contribution, which is matched by a stipulated State contribution, for the implementation of the UBE programme in the State. This fund is used under the directives and close supervision of the UBEC which determines what percentage of the fund should be spent, how and for what purposes. Currently, 70% of the consolidated fund is for schools infrastructure, 15% for instructional materials (excluding consumables like chalk, exercise books, pencils and erasers) and 15% for teachers' in-service training and professional development. These percentages are applied to ECCD (which gets 5% of the total vote), primary education (60%) and junior secondary schools (35%). In addition to the joint Federal and State UBE fund, SUBEB maintains its own separate Capital and Recurrent Budget funded by the State for school repairs, furniture and instructional materials provision and for SUBEB staff salaries, over-heads and recurrent costs (N7.1 million in the 2006 budget).

121 The rigid apportionment of funds for different uses is a source of some tension between the States and the Federal government. What considerations and level of consensus informed this arrangement? Do all the States have similar educational problems and priorities? Are these problems limited to school infrastructures, teacher quality and shortage of instructional materials? Even if this were the case, would all the States prioritise them as UBEC has done? In addition, this formula tends to perpetuate the dominance of central planning and control.

122 However, SUBEB compared with other agencies is relatively well equipped and organised. It has a functioning EMIS capacity and operates quarterly work plans in compliance to UBEC guidelines. The understanding of the assessment team was that SUBEB is closely monitored and supervised by UBEC to ensure that funds disbursed are judiciously expended and for approved purposes. Performance and progress reports precede further releases. In this regard, SUBEB appear to have much stronger lines of communication and accountability with UBEC than with MoE.

123 Although SUBEB is in effect the main change agent for improving primary education, the local bodies through which it works - zonal offices and the LGEAs - have major limitations. This limits what SUBEB can achieve relative to the ambition

of the ESP (**Table 5**). This is a system where some schools can receive some support for some of the time rather than a system where all schools are supported all of the time. This being so the impending handover of JSS to SUBEB in 2007 adds to these concerns.

Table 5 SUBEB staff disposition

	Departments	Staff	Functions/Duties
Other	Office of the Executive Chairman	28	<ul style="list-style-type: none"> • Overall management and control. • Liaison with Governing Board, MoE, the State government and UBEC. • Public and media relations. • Internal audit.
	Personnel Management	132	<ul style="list-style-type: none"> • Staff matters and welfare. • Administrative support services. • Building and premises maintenance.
	Planning Research and Statistics	60	<ul style="list-style-type: none"> • Preparation of work plans. • Data collection. • Database development and management.
	Finance and Supplies	27	<ul style="list-style-type: none"> • Budgeting and accounting. • Procurement • Preparation and payment of staff salaries, contractors' vouchers and personnel claims.
	Social Mobilization	6	<ul style="list-style-type: none"> • Public enlightenment and mobilization.
	Nomadic Education	2	<ul style="list-style-type: none"> • Monitoring, inspection and supervision of nomadic schools.
	Junior Secondary Schools	2	<ul style="list-style-type: none"> • Monitoring, inspection and supervision of junior secondary schools.
	School Services	15	<ul style="list-style-type: none"> • Monitoring, inspection and supervision of primary schools.
	Zonal Offices	113	<ul style="list-style-type: none"> • Monitoring, inspection and supervision of all primary, junior secondary and nomadic school in the zone.

education parastatals working for UBE

124 In addition to SUBEB there are five other parastatals with legally defined functions (**Table 4**).

125 The **Teachers' Service Board** is involved in basic education at the level of Junior Secondary Education. Established in 2002, the organization has the responsibility for the recruitment, promotion, remuneration, welfare and in-service training of secondary school teachers in state owned schools and teaching cadre staff at MoE headquarters. As of May 2006 there were over 8000 subject teachers under its auspices, 76% of which are men. Its Executive Secretary heads five administrative units: Administration and General Services (128 employees), Recruitment and Training (5), Promotion and Discipline (6), Planning Research and Statistics (7) and Monitoring and Evaluation (6).

126 TSB is involved in quality control through the inspection and monitoring of schools to evaluate the quality of teaching and learning, in collaboration with Zonal Education Officers. It assesses staffing levels and needs and recruits and deploys teachers. However in compliance with the UBE Act and the "disarticulation" of Junior Secondary Schools it will relinquish its mandate in basic education delivery to SUBEB in 2007 and will be restricted to senior secondary education.

127 The Science and Technical Schools Board was established in 1982 in order to accelerate the development of science, technical and vocational education in Kano State. Its Executive Secretary oversees seven departments: Personnel

Management; Finance and Supplies; Physical Planning; Research and Statistics; Schools Administration; Monitoring and Evaluation; and Consultancy Services.

128 The Board has responsibility for science, technical and vocational education at the secondary level. This includes the establishment and management of schools, admission of students, and staff recruitment, remuneration and professional development. There are presently 13 schools under its management with a total enrolment of 6,376 students in the 2005/2006 session. As is the case with the TSB, this organization's involvement in basic education delivery is at the JSS level only. It too will relinquish its role to SUBEB in 2007.

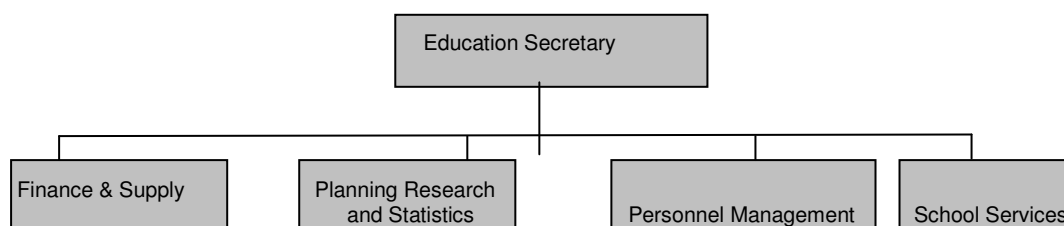
129 For a relatively modest part of the system numerically this Board has a remarkably elaborate support machinery.

Local Government for basic education in Kano State

130 The constitutional mandate of Local Government for education is restricted to primary and adult education. These functions have been elaborated further by the National Policy on Education, the UBE Act and the Kano SUBEB Law to include the day-to-day administration of primary, nomadic and junior secondary schools; minor repairs of school infrastructure; provision of instructional materials; recruitment, promotion, transfer, discipline of primary school staff and teachers below Grade level 06; payment of emoluments to all categories of primary school staff, re- training of primary school teachers and supervision and quality control in primary schools. This is a substantive list of functions and one which LGEAs find difficult to fulfil.

131 In Kano State, the 44 LGAs discharge their educational responsibilities through their respective LGEAs but functioning District Education Committees (DECs) which they are empowered to establish are not yet in place. Each LGEA is headed by an Education Secretary appointed by the Local Government Chairman with responsibility for managing four main units each headed by a Head of Unit. **Figure 3** provides a basic organogram. In large measure the structure mirrors that of the MOE and of SUBEB.

Figure 3: Organogram of Local Government Education Authorities (LGEAs).



132 The LGEAs and their staff belong to and are staffed by the LGAs but are supervised in the discharge of their mandate by SUBEB. So, they report administratively to the LGAs and operationally to SUBEB.

133 Based on short visits to three of Kano's LGEAs (**Table 6**) the broad range functions required of LGEAs was made clear. In Municipal LGEA, for example, the School Services unit listed special education, sport, inspection and supervision; guidance and counselling, support for PTAs, food technology, instructional materials and nomadic education as all topics being part of its remit. The LGEA covered 12

supervisory areas covered by 25 supervisors. Despite the complexity and scope of the LGEAs work there was little evidence of detailed budgets and work plans while the availability of resources to undertake the range of functions required of LGEAs depended almost entirely on SUBEB and whether the LGA was prepared to release some additional funds for basic education.³¹ Office accommodation was poor. There was a reported lack of vehicles and an absence of IT – hence a large range of handwritten and typed reports. LGEA staff do visit schools – the more so in urban areas – for monitoring purposes and to assess needs. This information is passed on to SUBEB. And as **Table 6** shows they work for schools with a very low level of qualified teachers who need a considerable amount of advice and support.

Table 6 Three LGEAs: Staffing and primary schools data (2004/2005)

LGEAs	No. of LGEA Staff	No. of schools	Total enrolment	Total No. of teachers	No of qualified teachers	% of Qualified Teachers	No. of Non-Teaching Staff in Schools.
Minjibir	99	74	27,697	561	108	19	128
Municipal	138	115	93,162	2,120	661	31	193
Ungogo	87	92	50,103	905	245	28	224
44 LGEAs	4,784	3,724	1,509,336	34,566	7,424	22	5,698

Source: Kano State Universal Basic Education Board (KSUBEB)

134 The sections below on human resources and budgets explore the position of LGEAs further but it seems clear that the organisation which is physically closest to schools with the potential to play a strong support and developmental role is in reality ill-equipped to do so. This fact becomes the more crucial with the inception of the ESP. While LGEAs may be able to contribute to maintaining the status quo their ability to be at the forefront of a far reaching education reform programme is very severely constrained by their own staffing capacities and the level of resources with which they are able to work.

135 Some officials suggested to the assessment team that an important starting point to strengthening the LGEAs would be to review the criteria and procedures for the appointment of Education Secretaries to get away from political appointments as distinct from proven education managers. But this is really just one component of the need to reassess the types of skills and experience and professional development that is required by LGEAs in order that this level of government can be proactive and effective in ESP delivery. This is a major and necessary task.

Organising for UBE

136 **Table 7** attempts to bring together and summarise the roles and functions played at different levels and by different bodies in support of the implementation of UBE. Under current structures it is SUBEB and the LGEAs which are the key players and it is their capacities - human, financial and organisational - which largely hold the key to improving basic education within clear national and state led policies and supervision. Strengthening their ability to fulfil their mandated roles should become a significant part of ESP, ESOP and SESP.

137 At the same time there is considerable room for improving the coordination of functions that are currently performed by different agencies. Data collection and analysis, in-service teacher training and supervision and inspection are the most

³¹ Minjibir, Municipal and Ungogo

obvious candidates for this.

138 Inspection, for example, is as an area occupied by numerous players. The Federal Inspectorate Services (FIS) has an overall mandate to ensure the maintenance of standards and provide quality assurance nationwide. It deploys inspectors to six Zonal Inspectorate Offices and one State Inspectorate Office in each State to discharge this responsibility and to provide advisory services. The National Policy on Education (NPE) recommends that every school should be inspected at least once every five years by FIS inspectors (this is now being reviewed to be once every 2 years). It also directs that all States should set up State Inspectorates to complement and work in collaboration with the FIS but compliance with this provision of the NPE is weak as is the general effectiveness of the FIS and State inspectorate bodies.

139 In part this is due to under funding resulting in less than regular inspections. There is a shortage of vehicles and even when inspection reports are filed there is little follow up activity designed to translate recommendations in action. Above all, FIS and State inspectorates do not collaborate or coordinate their activities. Some schools are burdened by frequent inspections while the majority, particularly those in remote locations are rarely visited. Inspectorate morale is low. At worst deployment to some Federal inspectorates may be seen as punitive.

140 Within the State, five of the eight departments of the Ministry of Education - KERD, SMD, PID, AIED and PPD carry out some form of school monitoring, inspection or supervision for a variety of different purposes although all ostensibly to improve quality and efficiency. KERD has the legal mandate for secondary schools monitoring and inspection with 62 school inspectors (three to five inspectors per subject). It maintains quarterly work plans for Advisory, Routine, and Recognition inspections and makes its reports available to the MoE more widely, to head-teachers and to the proprietors of private schools that have been inspected.³² PID grants operational approval to and monitors all private schools for compliance to the standards set by the State for their establishment and operation. AIED inspects and monitors the teaching of Arabic Language and Islamic studies in all secondary schools. PPD inspects public secondary schools' to determine their infrastructure needs. SMD also inspects and supervises public secondary schools through the Zonal Education Offices.

141 In addition, TSB and STSB engage in the inspection and monitoring of secondary schools under their purview. TSB inspects and monitors the 527 government public secondary and Arabic secondary schools with ZEOs to determine teaching staff strength requirements and staff training needs although it appears that these reports are not shared with KERD, AIED or the SMD.³³ The STSB monitors and inspects the 13 schools under its management.³⁴

142 At the primary and junior secondary level, SUBEB and the 44 LGEAs have the responsibility to inspect and supervise schools in accordance with the provisions of the UBE Act and Kano SUBEB Law. SUBEB has 3 Departments (Primary Schools, Junior Secondary and Nomadic Education) and 8 zonal offices with approximately 10 zonal inspectors in each, for the purposes of inspection, monitoring, quality control and advisory services to head-teachers and LGEAs. SUBEB maintains a quarterly work plan in compliance to UBEC guidelines and implements it subject to fund

³² Interview with Director, KERD

³³ Interview with Executive Secretary, TSB.

³⁴ Interview with Executive Secretary, S&TSB.

releases. The LGEAs also have their own School Services Units that supervise schools in their respective jurisdictions. Neither SUBEB nor the LGEAs sends inspection reports to MoE.

143 Although the assessment team found that there is a good understanding of how the inspection system is meant to work – especially in schools – it is difficult to imagine a more complex set of arrangements both in terms of the different types of inspections and visits (although with their own guidelines) and the many different and overlapping players involved. This is not of course a problem peculiar to Kano State but this is not a reason for not looking for State level solutions. While the national stipulation for the establishment of inspectorates at all three tiers of government is understandable in order to ensure compliance with national standards and provide good quality advisory support there is scope within the State to rationalize the service at State and local government level to:

- delineate specific monitoring and inspection duties at each tier of government;
- develop inspection schedules that complementary and well-coordinated;
- ensure the sharing of information for co-ordinate follow up;
- reduce the current inefficient use of scarce inspection and advisory services

144 The draft ESOP refers to strengthening inspection and monitoring and a review of monitoring and inspection systems by the end of 2007. Given the inefficiencies of current arrangements this review should take a fundamental look at inspection and supervision and not restrict itself to building capacities within existing arrangements. This might include – as some within the system clearly favour – the creation of a separate and independent State inspectorate to encourage greater objectivity and fairness. Arguments for and against this approach should be weighed carefully in a system which continues to create separate bodies.

Table 7 Matrix of functions at primary and junior secondary levels

	Teacher Employment	Teacher Salaries	In-Service Training	Infrastructure.	Instructional Materials	Monitoring, Inspection and Supervision	Data Collection and Analysis
SUBEB	Employs, promotes, disciplines and deploys GL 7 & above primary teachers.	Pays all staff in primary schools and LGEAs	Conducts for primary teachers	Planned & sustained approach.	Textbooks & curriculum.	Scheduled formal inspections and monitoring.	Collects and manages database for primary education
LGEA	Employs, promotes, disciplines and deploys all staff below GL 7.	LGA funds used by SUBEB to pay teachers.	Minimal for primary teachers	Ad-hoc and minimal.	Consumables-exercise books, chalk pencils etc.	Informal day-to-day supervision.	Survey data largely for SUBEB
TSB	Employs, promotes, disciplines and deploys all secondary school staff.	Pays all staff in secondary schools and MoE education officers	For junior secondary and senior secondary teachers.			Supervision of junior secondary and senior secondary teachers.	On secondary teachers.
MoE				Secondary schools		Secondary only. (KERD, SMD and A & IED)	Sector-wide

Mass Literacy, Adult and Non-Formal Education.

145 Adult education – especially literacy – is a neglected part of basic education in most countries. In Kano State, The State Agency for Mass Education (SAME) was established by State Law No 5 (1982) with the mandate to advance adult literacy in the State.

146 The Agency has an Executive Secretary working with 282 permanent staff and 2,128 part-time facilitators in 44 LGA area coordinating offices. It organises basic literacy, post-literacy and Qur'anic classes for adult learners. It also runs women's' education programmes and girl-child centres in collaboration with UNICEF. In recent years SAME has recorded declining enrolments and a reduction in the number of learning centres; a situation attributed to poor funding and the difficulty of enlisting instructors as a result of low remuneration.

147 NGOs and voluntary organisations make a substantial contribution in the provision of adult literacy to complement government's efforts. They run an estimated 188 literacy centres with 27,616 learners. SAME supports these centres by paying the allowances of two instructors in each.³⁵

148 The ESP has now set a target of raising adult literacy rates to 75% by 2015 and identifies developing and strengthening public-community partnerships as a major strategy to achieve this. By implication this suggests the need to revisit the status and capacity of the Mass Agency to take a leading role in achieving this target. This is consistent with the proposal in the draft ESOP to develop plans for strengthening the capacity and resourcing of the Mass Agency in order that it may be better able to plan, manage and monitor basic literacy programmes and outcomes from 2007. This will be essential as will reconsideration of the level of the budget that goes to mass education which will need to be increased substantially if literacy programmes are to be expanded.

Beyond UBE – The Provision of Senior Secondary Education (SSE).

149 There are 198 public Senior Secondary Schools with just over 100,000 students (academic year 2005/06). Additionally, the STSB manages 13 science and technology schools with an enrolment of 6,510 (including junior and senior secondary students).³⁶ In 2005 there were 93 privately owned senior secondary schools with over 13,000 students.³⁷

150 It is envisaged that there will be an upsurge in demand for senior secondary school places in the coming years as enrolment in junior secondary education increases, with the abolition of the end of primary entrance examination. Some estimates suggest the need for a five fold increase in classroom provision and teacher supply over the next three years. The draft ESOP calls for an institutional mapping and needs assessment exercise urgently in order to develop a three year rolling expansion plan. This is a necessary investment.

151 Responsibility for the provision of senior secondary education lies with the TSB, STSB, and Kano's MoE through its relevant departments. Many schools provide JSE and SSE on the same premises with the same facilities, teachers and administrative staff. These arrangements are likely to remain for sometime even after

³⁵ Meeting with SAME Management.

³⁶ Statistics from S&TSB

³⁷ Kano State EDP

the take over of the management of junior secondary schools by SUBEB. And private proprietors have the approval to continue to combine JSE and SSE.

152 The TSB is responsible for the recruitment, deployment, in-service training, discipline, welfare, remuneration and promotion of teachers. The STSB manages the organization, maintains infrastructure and other facilities, provides learning materials, deploys, re-train and remunerates teachers in its schools. Both the TSB and STSB carry out inspection and supervision functions.

153 In MoE, different departments of the ministry have different roles in secondary education (**see Table 3**). The Department of Physical Planning (PID) oversees infrastructure provision and maintenance. KERD undertakes curriculum development, teacher training assessment and evaluation, school inspection, monitoring and supervision. Similar functions are carried out by the Arabic and Islamic Education Department for the secondary schools under its aegis. **Table 8** provides a summary overview of the current situation.

154 Because different bodies are responsible for different parts of the secondary system, they undertake functions such as inspection for their own particular types of school. This has its own logic but means that similar capacities are required to fulfil similar functions in different locations. This in turn suggests the potential value of a more unified inspection and advisory service. The assessment team found some demand for this, including the suggestion that there should be an independent inspection and quality service that would have sector wide responsibilities (see the preceding section paragraphs 143-144). This option should be explored but whether this is a short term priority relative to the demands on the initial implementation of the ESP requires the review envisaged in the ESOP.

Post-secondary and tertiary education

155 Post primary and tertiary education in the State is provided by six State-owned tertiary institutions³⁸ and three run by the Federal Government.³⁹ Two education parastatals also contribute to tertiary education. The State Library Board (SLB) provides library services while the State Scholarship Board grants awards to deserving State scholars.

156 Kano State Polytechnic and the Audu Bako College of Agriculture award diplomas in technical and vocational subjects for middle level manpower. The College of Arts, Science and Remedial Studies offers “remedial” programmes for prospective candidates to meet their university entry requirements. The other tertiary institutions train personnel for the education sector. The Kano State College of Education provides courses in academic and professional subjects leading to the award of the NCE.⁴⁰ The Kano State University of Technology has degree programmes for awards in education and the Aminu Kano College of Islamic and Legal Studies (AKCILS) awards diplomas in Arabic and Islamic Legal Studies.

³⁸ Kano State University of Technology (KUT); Kano State Polytechnic (KSP); Kano State College of Education. (KSCoE); Audu Bako College of Agriculture (ABCoA); Aminu Kano College of Islamic and Legal Studies (AKCILS); and the College of Arts, Science and Remedial Studies (COASRS).

³⁹ Bayero University, Kano, Federal College of Education, Kano and the Federal College of Education (Technical), Bichi.

⁴⁰ Approved Minimum Teaching Qualification in Nigeria.

157 At present these bodies cannot meet the State's requirements for teachers and other education professionals in an expanding system. There is an intense pressure on existing facilities despite recent expansion. Further investments is necessary and the upgrading of AKCILS to an accredited NCE-awarding institution will require serious consideration as its own Diploma does not meet the national minimum requirement for teaching.

158 In addition to their training functions, the tertiary education sector organisations have the mandate to undertake research, and provide in-service training. But the linkage between these bodies and the mainstream of sector research and training is weak. There appears to be little evidence of joint or collaborative programming or at co-ordinated plans targeted to addressing specific educational problems. There are serving teachers on study leave in these institutions but mainly at their own initiative.

159 As the State faces up to an acute teacher shortage the importance of greater collaboration and joint planning across tertiary institutions and the main sector agencies needs attention.

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Table 8 Matrix of functions in the provision of senior secondary education

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Organisation - Department	Infrastructure Provision and Maintenance	Instructional Materials Provision	Teacher Recruitment, Re-training and Remuneration	Inspection, Supervision and Monitoring	Student Assessment and Evaluation
TSB			Public Secondary Schools	Teachers in Public Secondary schools	
STSB	Science and Technical Colleges.	Science and Technical Colleges.	Science and Technical Colleges.	Science and Technical Colleges.	
KERD (MoE)			Teacher Training	All Secondary Schools	State-wide Mock SSCE NECO & WAEC Examinations.
SMD (MoE)				All Secondary Schools.	
PPD (MoE)	In Secondary Schools.				
AIED (MoE)		Arabic and Islamic Schools		Arabic and Islamic Studies Schools	

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163 As the State faces up to an acute teacher shortage the importance of greater collaboration and joint planning across tertiary institutions and the main sector agencies needs attention.

Summary Findings

Kano's education system is complex. This complexity reflects overlapping functions at different levels of government and the creation of separate parastatals and other bodies to fulfil particular functions and responsibilities. This is apparent in the provision of basic education where the recent and forthcoming transfer of functions between agencies and departments gives rise to some short- term inefficiencies and tensions.

ESP will require a stronger central State ministry geared to fulfilling well defined policy, sector wide planning, budgeting and monitoring functions. A

review of the organisation and management of the Ministry of Education in the context of ESP management and implementation is recommended.

As a separate review or as part of a Ministry review there is a need to determine where it is possible to achieve savings and improve efficiency and effectiveness in the rationalisation of functions currently undertaken by different organisations and departments. In this regard particular attention should be given to data collection and analysis, monitoring and inspection of schools and policy related research.

The review that is proposed for monitoring and inspection systems in the draft ESOP should take a fundamental look at how inspection and advisory support is organised and not restrict its terms of reference to strengthening existing capacities.

The organisation and the management of LGEAs deserves urgent attention. As currently staffed, resourced and organised it is difficult to see how LGEAs can play a central UBE, school improvement role. Progress can be made through a capacity building programme but this in itself may be insufficient without more fundamental structural change. A review is proposed under the SESP project.

HUMAN RESOURCES – PROFILES, NEEDS AND MOTIVATION

164 In the introduction to the draft ESP, the key principles of a sector-wide approach to education are set out. Building capacity for effective and efficient service delivery is identified as one of the basic requirements. In the draft operational plan (ESOP) there is reference to identifying ... *human resource development needs and competencies at all levels of the management system and provide targeted training to upgrade the technical competence of selected staff by the end of 2007*. Reference is also made to guidelines for school improvement plans, operational manuals for *harmonizing good practice and* systematic training for all head teachers from 2007. Performance appraisal systems are to be strengthened.

165 With these proposals and other human resource development objectives that are specific to the five focal areas of the ESP in mind, this section examines the human resource capacities of the education system in Kano State conscious of the injunction in K-SEEDS that to transform and advance Kano State to '*become a benchmark in terms of economic development and social justice in Nigeria*' requires a quality education system run by an sufficient and well-motivated workforce.

166 To the extent that the data allows, particular attention is paid here to identifying skills gaps and to assessing those factors that are likely to enhance performance and motivation:

- **The skills profiles of key groups in the education sector**
- **Recruitment practices**
- **Professional development opportunities**
- **Remuneration and promotion**
- **General working conditions**

Skills profiles

167 Judging the skills, experience and motivation of those working for education is not easy in a short assessment visit. There clearly are concerns in the State about the quality of teaching in schools and the presence of a large number of under

qualified and insufficiently motivated staff. And there are noticeable variations in the capacities of different organisations, departments and units in the system to fulfil their roles effectively. In part, this may reflect the overlap and duplication of similar functions across different agencies and perhaps, in particular areas of speciality, a thinning of the pool of talent that is available.

168 Many people expressed concerns about whether the right people are in the right place, especially as this relates to teachers and schools and pinpointed the lack of equity in the provision of scarce skills and experience across the State. This issue applies to staff in LGEAs and zonal offices as well as teachers in schools.

169 Based on a limited data base, what follows is part situational analysis and part a highlighting of the issues relating to skills that deserve further study and action - as proposed in the ESP and ESOP draft documents.

Teachers

170 Teachers are a very significant part of the public service cadre in Kano State. There were 34,566 teachers employed in public primary schools in the 2004/2005⁴¹ academic year and 8,097 in public secondary schools in 2005/06 (**Table 9**).⁴² Primary schools in the private sector employed 4,629 and 1,097 primary and secondary schools teachers respectively in 2004/2005.⁴³

171 The challenge set by the ESP is to both expand and improve the quality of the State's teaching force. In order to understand the full implications of this the draft ESOP calls for a) a study to determine future teacher supply needs (based on a minimum qualifications approach) and to produce a recruitment plan by mid-2007; b) the development of a three year rolling plan to establish a teacher deployment strategy to match specific local needs; c) a teacher professional development strategy – also by mid 2007 and d) a comprehensive review of teacher welfare and conditions of service by the end of 2008. This is a very substantive body of work which is critical to the delivery of UBE. It deserves strong State support including through SESP.

172 The scale of the challenge is illustrated in part by the current pupil-teacher ratio (PTR) for public primary schools of 47:1 (with wide variations across the State depending on rural and urban location and the availability or not of specialist subject teachers). If this indicator is applied only to those teachers with the minimum teaching qualification of the National Certificate in Education (NCE), the 2005 EMIS Report estimates the State's PQTR to be 248:1. Private schools have better ratios but the PQTR still stands at 81:1.⁴⁴ This means that 78% of teachers in public primary schools are unqualified.⁴⁵ The combination of under qualified teachers operating in difficult school environments is not conducive to quality learning. To remedy this, SUBEB estimates that an additional 30,309 qualified primary teachers will be needed to reach an average PQTR of 40:1 in a system expanded to reach ESP targets.

Table 9 Teachers by qualification in public primary schools (2004-2005)

⁴¹ SUBEB statistics: these figures are higher than those quoted in the draft ESP.

⁴² TSB statistics .

⁴³ EMIS, Federal Ministry, 2006.

⁴⁴ 2005 EMIS Report, FME.

⁴⁵ 2005 EMIS Report, FME.

Teachers Qualification	Number	%
Bachelors (BEd, BSc) and above	1,464	4
Nigeria Certificate in Education (NCE)	6,098	18
Diploma	4,712	14
Grade II Pass	7,754	21
Grade II Referred	3,136	9
Higher Islamic Studies Pass	3,697	11
Higher Islamic Studies Referred	1,633	5
Senior Islamic Studies Pass	1,113	3
Senior Islamic Studies Referred	219	1
Others	4,740	14
Total	34,566	

Source: Kano State Universal Basic Education Board

173 The situation is better in secondary schools. TSB records show that 86% of teachers have either the NCE or higher qualifications although many of the teachers with Degrees and HND are not trained as teachers (**Table 10**). Only 58% of teachers have either NCE or professional education degrees. No records were available for the assessment team to analyse the qualification profile of teachers in private schools, although the general contention was that they have a higher percentage of qualified teachers.

Table 10 Teachers in public secondary schools by qualification (August 2006)

Certificates	Male Teachers	Female Teachers	Total	Percentage
P.Hd Holders	1		1	0.0
Masters Holders	49	16	65	0.0

1 st degree Holders	3,130	871	4,001	49.4
HND Holders	270	63	333	4.1
NCE Holders	1861	680	2,541	31.4
Diploma Holders	821	312	1,133	14.0
Others	20	3	23	0.03
Total	6,152	1,945	8,097	100

Source: Kano State Teachers Service Board.

174 At present, the teaching force is predominantly male (80% or over in primary and junior secondary schools). Given the State's intention to promote greater educational opportunities for girls this ratio will need to be better balanced, in the knowledge that the presence and support of female teachers is an important component of gender equality strategies.

175 There are stark variations in the availability of qualified teachers by core subject specialisation. For example, across the 44 LGEAs (2004/05) the pupil mathematics teacher ratio ranges from 475 to 4,939 and in English from 69 to 2,204.⁴⁶ The policy in Nigeria to have qualified and trained subject specialist teachers in primary schools has strong adherents but it is a policy which is very difficult to fulfil given alternatives that may be open to well qualified graduates.

Local Government Education Authorities (LGEAs)

176 SUBEB records show that there are 4,704 staff members in the 44 LGEAs to perform the statutory education functions of local government. The assessment team did not have access to data to disaggregate and analyse the staff profiles of all of the LGEAs but obtained information on staffing for Municipal, Minjibir and Ungogo LGEAs (an urban and two peri-urban authorities).

177 Of 104 staff in Ungogo LGEA, 53 (51%) are senior staff on Grade Levels (GL) 07 and above. The remainder are clerks, security men, drivers and messengers. Only 26 of the senior staff members (25% of staff) possess NCE or first degrees qualifications. The Education Secretary is paid on the GL 12 scale but four members of staff under his supervision are on the higher grade, GL 13. A further three are also on GL 12. A similar situation exists in the other two LGEAs. It is a matter that is the cause of some tension.

178 In purely numerical terms the numbers of professional LGEA staff per school do not appear unreasonable. For example, in Ungogo, 53 "professional" staff have a responsibility for the day-to-day supervision of 92 primary schools with a pupil enrolment of 50,103 as well as supervising and theoretically providing in-service training for 905 teachers. Minjibir (with 99 staff) has 74 schools with 27,697 students and 561 teachers while urban Municipal has 115 primary schools with 93,162 pupils and 2,120 teachers under its purview. But given the range of functions required of the LGEAs including to ensure school attendance and coordinate the activities of PTAs and NGOs in their areas of jurisdiction, in total this important agenda is difficult to do well.

⁴⁶ Source SUBEB: Teachers by Specialisation (Core Subjects 2004/05).

179 Of more significance than numbers of staff is their capacity to fulfil their functions well in the context of ESP. The main criterion for appointment to an LGEA post appears to be long-service in teaching which may or may not be a totally appropriate qualification for LGEA work – aside from any political influence that may be at work. If ESP is to implement a school improvement programme there will be a critical need to improve the capacity and the quality of LGEA staff to comprehend and manage such a programme. This will be even more pressing when SUBEB takes over junior secondary schools.

180 In addition, to push through the State’s intention to “integrate” Islamic schools as part of the drive to achieve UBE requires skills and attitudes which will need to be developed more fully in the 44 LGEAs.

181 LGEAs should be at the forefront of the delivery of UBE. Somewhat surprisingly relative little attention is given to this level of educational management in the draft ESP and ESOP beyond identifying with other tiers of government the need for better performance and performance appraisal. This is an insufficient response in itself.

SUBEB

182 SUBEB is central to the delivery of UBE in Kano State. It has a total staff of 414, 272 of whom are senior/professional staff of which 115 are school inspectors working out of eight zonal offices. Sixty SUBEB staff work on Planning, Research and Statistics in headquarters (**Table 11**). Many SUBEB staff are experienced teachers deployed from and by MoE and have been in the organisation during its earlier incarnations.

183 In a brief visit by the assessment team, SUBEB managers were able to describe and analyse their functions with great clarity although duty schedules and job descriptions were not available.

184 As with the LGEAs the main issue for SUBEB is not necessarily one of staff numbers but the degree to which its staff are well equipped to fulfil a very demanding basic education mandate. The ESP requires radical reform of the system on all fronts. The ability of SUBEB to be at the forefront of change and change management requires some further analysis. Teaching experience is valuable but not in itself the guarantee that schools can be staffed, supported, energised and improved. The impending responsibilities associated with Junior Secondary education will give rise to additional pressures on SUBEB.

The Ministry of Education

185 MoE has fewer professional staff than SUBEB: 214 in all but with a very large “junior”/support staff of 1,066 officers in its employ.⁴⁷ As in SUBEB and the LGEAs most of the professional staff are ex-teachers but since the early 1990’s there has been no new direct senior/professional staff recruitment into the Ministry. Teachers are usually deployed from schools to fill vacancies when they arise. Whether this is a policy that should be maintained with a strong shift towards a central policy and coordinating function needs to be questioned.

186 There is also likely to be a need to look at the balance that is needed across

⁴⁷ KSMoE records.

MoE departments to meet its changing functions. The rationale for the current disposition (**Table 12**) needs some justification in the new context provided by the ESP. In particular the central planning and coordination function will need very strong capacity backed by high quality data analysis skills. In this regard there appears to be greater progress within SUBEB than in the Ministry itself. As yet the draft ESP and ESOP has not addressed these issues.

Table 11 SUBEB Senior/Professional Staff Disposition

Table 12 Ministry of Education senior/professional staff disposition

Department	No. of Senior/Professional Staff
Private Institutions	9
Schools Management	12
Planning Research and Statistics	8
Physical Planning	44
Educational Resources (KERD)	67

Department	No. of Senior/Professional Staff	Functions/Duties
Office of the Executive Chairman	28	1. Overall management and control 2. Liaison with the Governing Board, MoE, State Government and UBEC. 3. Public and media relations. 4. Internal audit.
Personnel Management	17	1. Staff matters and welfare 2. Administrative support services 3. Building and premises maintenance
Planning Research and Statistics	60	1. Preparation of work plans. 2. Data collection, database development and management.
Finance and Supplies	27	1. Budgeting and accounting. 2. Preparation and payment of staff salaries, contractors' vouchers and Personnel claims.
Social Mobilization	6	Public enlightenment and mobilization.
Nomadic Education	2	Monitoring, inspection and supervision of nomadic schools.
J.S.S	2	Monitoring, inspection and supervision of junior secondary schools.
School Services	15	Monitoring, inspection and supervision of primary schools.
Zonal Offices	115	Monitoring, inspection and supervision of all primary, junior secondary and nomadic school in the zone.
Total	272	
Education Support Services	5	
Islamiyya and Arabic Education	20	
Administration and General Services	59	

Recruitment practices

187 Good recruitment and deployment practice is an important prerequisite for developing a motivated and committed workforce in education.

188 At present, SUBEB is responsible for the recruitment of primary teachers while TSB recruits for junior and senior secondary schools although SUBEB is expected to take over the recruitment of all basic education teachers from 2007.

189 The UBEC Act and the Kano SUBEB Law gives SUBEB the authority to recruit school staff on GL 07 and above while LGEAs are mandated to employ staff on GL06 and below. For all grade levels of staff in primary schools, LGAs funds the payment of salaries and other emoluments through SUBEB. This complex procedure (though well understood by its operators) has drawbacks. The assessment team heard of the existence of employment of teachers by patronage, notable where LGEAs may recruit unqualified candidates of their choice as teachers on grades below 07. By so doing this can also cut the LGA salary bill.

190 Strictly, if NCE is the necessary minimum teaching requirement, LGEAs do not have the authority to employ teachers but as the numbers of unqualified teachers in the system demonstrates LGEAs do employ staff on GL06 and below and deploy them as teachers.

191 This gap between policy and practice is not apparent in secondary schools where TSB is the only recruiting authority.

192 The teacher recruitment review noted earlier in this section will need to review these recruitment practices. In so doing it seems very unlikely that the system can switch immediately to only employing qualified teachers. But if unqualified teachers need to be employed for the medium term this requires well defined criteria and good practice procedures. One option which could not be used immediately would be to give the mandate and develop the capacity of LGEAs to be solely responsible for teacher recruitment and remuneration under SUBEB supervision.

193 Whereas the UBE Act authorizes UBEC to engage its own staff either through direct recruitment or secondment of suitable personnel from other government departments, the recruitment policy for the staff of SUBEB and TSB are not stated in their establishment laws. It seems from limited evidence that many parastatal staff are ex-school teachers or MoE staff who are deployed but the criteria for their deployment and the conditions under which they serve could not be ascertained during the assessment mission.

194 Recruitment into MoE for staff on GL07 and above is the function of the Kano State Head of Service. New employees are normally first deployed for a number of unspecified years to teach in schools before redeployment to ministry headquarters or to zonal offices in some cases.

195 An overall observation is that recruitment policies should be developed to allow individual organisations to define the competencies that are required to meet their mandate and programme objectives. Present practice is far too complicated for this happen.

Professional development opportunities

196 The draft ESOP for 2007 indicates the intention to *develop and implement a Teacher Development Strategy to include annual in-service training in pedagogy, teaching and learning methodologies, implementation of the curriculum, classroom management, guidance and counselling etc.* Reference is also made to the development of teachers' resource centres.

197 The need for building and strengthening capacity on a regular basis is evident across the system. For teachers there is a combination of factors that militate against good teaching and teacher motivation. These include:

- low quality pre-service training
- limited in-service and professional development opportunities
- shortage of necessary instructional materials and school supplies

198 The responsibility for providing in-service development opportunities for pre-primary, primary and junior secondary teachers lies with SUBEB under the UBE Act (using 15% of the joint FGN-State intervention fund for UBE implementation) and with TSB and individual MoE departments for secondary teachers. TSB⁴⁸ and MoE departments includes provision for in-service training within their budgets – although it does not follow that these funds will materialise. In theory LGEAs can also offer training opportunities but these are few and far between.

199 In the absence of detailed training attendance figures, anecdotal evidence suggests that teachers do attend some short local workshop activity on an ad hoc basis and not as part of a sequenced programme of activity of the sort proposed in the ESP. This may be organised by tertiary institutions and on occasion funded by external agencies.

200 Some provision exists for study leave – mostly self-financed by teachers and officers who are keen to advance their own professional knowledge and skills in their spare time. Paid full time study leave is declining and there is no firm guarantee that on full time return to the service officers will be deployed to maximise the use of their newly won skills. Moreover, the acquisition of higher qualifications while on-the job is not factored into staff promotion.

201 Education management and administrative staff in-service training and staff development are variously performed by the Kano Office of the Head of Service, and by MoE and its parastatals.

202 A quick analysis of the pattern of approved budget estimates and actual expenditures by MoE on in-service training and staff development in the past four years (2003-2006)⁴⁹ suggest a very limited programme of activity. In 2003, the approved budget estimate was N10, 192,960 of which 25% was expended. In 2004, the approved estimate was N16, 692,960 and in 2005, N27, 192,960. But the financial statements for each year show no actual expenditures. In 2006 the approved estimate has fallen to N4, 600,000. This suggests two things: a recent squeezing out of funds for this purpose and budgets that may reflect good intentions but cannot be implemented. The absence of a MoE training plan for 2006 appears to back this up.

⁴⁸ Most of TSB's programmes are sponsored activities. Overall TSB has managed to provide in-service training of some sort for 315 in 2004, 64 in 2005 and 168 in 2006 to date.

⁴⁹ Approved Year 2004, 2005, 2006 Budgets of the Government of Kano State of Nigeria.

203 If ongoing professional development is to become a much more potent weapon in education sector development, there is a strong case for developing a capacity within MoE to oversee the definition of training strategies for cadres of education employees and to coordinate the rather disparate and low key efforts that currently characterise the system. This could usefully be a part of the proposed review of the organisation and management of the MoE which has been suggested in this report. This would need to take account of the relationship of a ministry with Kano's Head of Service and of the current capacity within SUBEB, MoE and LGEAs to manage and implement professional development programmes.

Remuneration and promotion

204 Professional development is a motivating force but without adequate remuneration and opportunities to advance within a well planned career system is insufficient in itself.

205 The salary structure and regime of school teachers and MoE and education parastatals employees are in line with other Kano State public service employees. As is common in Nigeria many public service employees are known to depend on salary augmentation through a variety of means including through absenteeism from their primary employment to undertake other economic activities.

206 Historically, the sector has been characterised by industrial unrest and agitation for salary increases. The risk of a return to this situation remains. Tertiary education unions have been able to negotiate separate salary structures for their members that are higher than for other public service employees while the National Council on Education (NCE) resolution for the introduction of a Teachers Salary Scale (TSS) to enhance teachers' pay has yet to receive the Federal Government's attention.

207 The Kano State civil service structure begins on Grade Level (GL) 01 and terminates on GL 17. NCE qualified teachers on first appointment are placed on Grade Level (GL) 07 and first Degree holders on GL 08. Employees are required to spend a minimum of three years on a GL before there can be consideration for promotion to the next higher level. Promotion is subject to vacancy and to the availability of funds to meet the higher salary level. There are clearly cases of teachers and other education staff who have not been promoted to a higher salary level for five years or more.

208 The minimum wage, including salary and allowances, is N6, 500 monthly. (about US\$55). In addition to transport and housing allowances paid to civil servants, professional teachers, house masters, games masters, teachers posted to rural areas and science teaching attract allowances of N1, 000 each. The average monthly take-home pay for a GL 07 teacher is 15,000 Naira (US \$125): GL 08: N20, 000 Naira (US \$167) and GL 10, N 25,000. But the majority of unqualified primary school teachers are on are on Grade Levels 4 and 5 while most secondary school teachers are on GL 09 and GL 10. This level of remuneration is not attractive to young Nigerians as a first choice of employment although the depressed state of the economy means that teaching does become an option if not a vocation.

209 In addition to appropriate levels of remuneration, effective promotion practices are important incentives. This requires promotion criteria that encourage good performance and procedures that are transparent and, objective.

210 Promotion is handled by different organisations in the education sector. LGEAs handle promotions for staff from GL 01 to 06; KSUBEB for teachers on GL 07

and above and TSB for teachers in secondary schools and education cadre staff in MoE. Promotion within parastatals lies with individual governing boards. Generally, however, similar practice is applied to teachers and to management and administrative staff. Promotions are mainly determined by length of service on a particular grade, available vacancies at the next higher grade as decreed by the office of the Head of Service and the availability of funds to take care of the additional financial implications. Professional achievements and quality of work do not appear to obtain the same weighting.

211 Anecdotally, the impact of slow promotion is clearly negative allied to the belief that promotion is determined by considerations beyond individual control and performance. This suggests high potential for inequity in career development and progression

212 Nevertheless the assessment team also heard that there have been improvements in the past four years with evidence that the annual promotion exercise is becoming more regular, systematic and timely. Summary data on promotions by TSB from January 2004 to July 2006 (**Table 13**) gives some credence to this in secondary schools. This suggests that 70% of teachers in secondary schools have received promotion in the past three years. Data from other organisations, notably SUBEB were not available to facilitate comparisons.

Table 13 Promotions by Teachers' Service Board (January 2004 to July 2006)

Grade Level	JAN 2004	JULY 2005	JAN 2005	APRIL 2005	JULY 2005	JAN 2006	JULY 2006	TOTAL
16	5	-	4	-	4	3	3	19
15	20	8	35	9	41	32	24	169
14	43	10	142	27	132	75	83	512
13	87	101	430	268	185	95	189	1355
12	95	183	45	340	179	146	165	1153
10	180	303	62	214	115	71	77	1022
09	154	107	68	219	94	63	133	838
08	-	21	42	138	76	29	95	401
07	-	-	3	2	12	12	83	112
	584	733	831	1217	838	526	852	5581

Source: Kano State Teachers Service Board

General working conditions

213 Reference has already been made earlier in the report to the circumstances of the schools in which children and teachers have to work. This is not reiterated here. But it is necessary to note that the working conditions in LGEAs, parastatals and the Ministry of Education ministry are far from ideal.

214 The absence of regular electricity and shortages of computers, photocopiers, and vehicles hinder productive work. None of the three LGEAs visited had an official vehicle. The 10 Zonal Education Offices have one vehicle each. Budget proposals to remedy these deficiencies are entered each year. But the results are uneven and uncertain.

Conclusion

215 It is encouraging that the draft ESOP is proposing that there should be a comprehensive review of teacher welfare to cover, pay, allowances, loans, promotion, other incentives and performance management. This will be an essential platform for ESP. But clearly this is not an issue that can be resolved within the education sector alone. It requires the full support of the Kano State government in the allocation of its scarce resources and must be in line with wider Federal practice. And any review should not be restricted to teachers alone but cover everyone who works for education.

Summary Findings

The ESP rightly identifies a broad range of measures that are needed to strengthen the capacity of the State's education system to deliver a quality service for all its children.

Its proposals for the development of teacher supply, deployment, development and welfare in 2007 should be endorsed and implemented without delay. This will require strong political backing in Kano State.

There is considerable potential to look at rationalising and better coordinating in-service training and other professional development programmes and activities across the system. Consolidated training budgets and a core professional development unit should be considered within the wider teacher reviews that are being proposed under ESOP.

Developing the capacity of LGEAS to play a frontline role in school

improvement across the State needs urgent attention; the more so if LGEAs are to play a full role in the “integration” of IQTE schools.

E FINANCING AND FINANCIAL MANAGEMENT

216 To understand the financing of education in Kano State and the options that may exist to fund the proposed ESP plan programme of work it is necessary to examine:

- Sources and levels of financing now and in the future
- Allocations and expenditures within the State’s education budget
- Budget processes
- The management of financial resources

Financing Education

217 The history of financing education and basic education in particular has a long and tortuous history in Nigeria.⁵⁰ Currently, States rely heavily for their budgets on the Federal Account. Hence education along with other social sectors depends primarily on national revenues. And it is unlikely that this situation will change for the foreseeable future especially as the State’s debt burden (external and internal) continues to be a drain on the State budget. K-SEEDS cites a foreign debt burden of N11.8 billion and a local debt liability of N87 million. It is the intention to put debt management reform on a more sustainable basis with the help of the Federal Government.⁵¹

218 The ability to raise the level of internally generated revenue in the State remains constrained although the K-SEEDS target is that this should increase from N6.7billion in 2004 to N8.5 billion by 2007. However, the Call Circular for the 2007 Budget indicates that unless revenue collection improves over the second half of 2006, the State is likely to have a 2006 budget shortfall of 17%.
Recurrent and Capital Budgets and Expenditures

219 Determining the exact levels of education expenditures is difficult by virtue of the existence of a relatively large number of separate educational organisations and parastatals with their own budget lines, the operation of special funds, notably the Education Tax Fund (ETF) which helps to finance educational activities in the State and other monies which pass through SUBEB and Local Governments from both Federal and State sources.

220 However data compiled for the development of the ESP and the ESOP for the financial years 2004-2006 (**Table 14**)⁵² suggest a significant short-term upward trend in approved budget estimates for the education sector and in the overall levels

⁵⁰ See for example Hinchliffe, K, 2002. *Public Expenditures on Education in Nigeria: Issues, Estimates and Some Implications*. Africa Region Human Development Working Paper Series. Washington. World Bank.

⁵¹ Technical assistance financed by DFID is helping to establish a State Debt Management Unit aimed at improving the capacity and effectiveness of the State Government to manage its debt stock.

⁵² This section draws on financial data tables prepared by John Virtue the external facilitator for the development of the Kano ESO and ESOP. The public expenditure review that is currently being conducted should provide a more accurate picture.

of expenditure although it is noticeable that these levels of performance are much more marked for SUBEB than for the State sector as a whole.

221 In 2004, SUBEB accounted for over 61% of public expenditure on education in Kano State. This fell to 49% in 2005 when there was marked improvement in recurrent expenditure by the State (from 59.2% in 2004 to 90% in 2004) and represents 47% of approved budget estimates in 2006. This is broadly indicative of the level of mainstream support that goes to basic education (see also paragraph 221).

222 In the 2006 approved estimates, excluding the SUBEB budget, education is set to receive 16.6% of the total State Education Budget for all levels in the sector. This compares with 18.2% of the approved estimates in 2004 and 16.1% in 2005. So over the three years this does not suggest a significant increase in the level of priority accorded to education although, as noted, in absolute terms there has been a major improvement in the overall level of the budget. SUBEB's budget increased from N4.95 million in 2004 to N7.17 million in 2006.

223 When broken down into capital and recurrent expenditure, **recurrent expenditure** dominates. In 2004 for the State and SUBEB combined, 91.3% of total expenditure was for recurrent purposes. In 2005 the figure was 87% and it represents 82% of the 2006 approved estimates (a figure that will almost certainly increase when the expenditure figures are released). Within the total, personal emoluments are the main call on the recurrent budget. If the cost of LGEA personnel is extracted from the SUBEB budget (which includes teacher salaries) this represents 46% of the total approved estimates of the 2006 budget.

Table 14 Budget trends 2004-2006

	2004 Budget N	Share %	Actual	Exec'n %	2005 Budget N	Share %	Actual	Exec'n %	2006 Budget N	Share %
State										
Recurrent	4,967,134	85.1	2,952,199	59.4	5,325,542	69.6	5,268,189	98.9	5,572,586	68.3
Capital	827, 116	14.9	506,868	58.1	2,323,000	30.4	1,614,258	69.5	2,583,000	31.7
Total	5,784,250		3,459,067	59.2	7,648,542		6,882,448	90.0	8,155,586	
% increase					130.99				106.63	
SUBEB										
Recurrent	4,862,534	98.2	5,562,715	114.4	6,326,171	98.5	6,478,473	102.4	7,045,137	98.2
Capital	88,000	1.8	79,800	90.7	96,800	1.5	96,800	100.0	132,000	1.8
Total	4,950,534		5,642,515	114.0	6,422,971		6,575,273	102.4	7,177,137	
% increase						129.74				

Total	10,789,783		9,101,583	84.4	14,071,513		13,457,72	95.6	15,332,72	
							2		3	
% increase					130.42				108.96	

Source: Finance tables prepared for the draft ESP, 2006

224 The corollary of the high level of the recurrent budget is that **capital expenditure** is a modest component of the budget. In 2004 it represented 14.9% of the State budget, increased to 30.4% in the 2005 budget and levelled out at 31.7% in the approved 2006 estimates. But its execution level is poor at 58% in 2004 and 69.5% in 2005. SUBEB has an extremely modest capital element in its budget of 1.8% in 2004, 1.5% in 2005 and an estimated 1.8% in 2006.

225 In the data prepared for the draft ESOP it is estimated that the allocation of the 2006 budget to different education sub-sectors is as shown below. It follows that if the shares for pre-primary, primary, junior secondary and non-formal education are added together, basic education takes approximately 55.4% of the education budget in Kano State.

- ECCD 2.7%
- Primary 32.8%
- JSS 19.1%
- NFE 0.8%
- SSS 31.2
- HE 13.3%

226 These shares highlight that expenditure on approximately 80,000 students in senior secondary education is broadly equivalent to the expenditure on 1.4 million primary school students. Even if it is accepted that there should be increased allocations to education as a whole, some reallocation within the sector to ensure greater equity of provision should to be an important component of ESP implementation.

227 The draft projections that have been made for the ESOP for the period 2006-2015 (taking account of ESP targets) estimate that the current resource envelope for basic education in 2006 is about 62% of need. By 2010 the projected resource envelope is estimated to be only 46% of need while in 2015 the percentage has fallen to 27%. This represents an enormous financing gap for which strategies will need to be put in place at the inception of the Plan period.

228 The public expenditure review study should give a much more exact view of the financing of education and its future needs but the experience of recent years suggests that:

- While there has been some increase in the levels of financing for education since the inception of the current government, the share of education in the overall budget remains relatively modest and there is no clear indication or prospect that this is going to change. Indeed the short term forecast regarding State revenues may even indicate some tightening of the budget.
- The rationale for the balance between recurrent and capital expenditure is not well defined. In a system that has experienced significant neglect, building it up again requires major capital investment, at least in the early years of the ESP. But because education is people intensive, an expanding system will require both additional human resources and people with an extended range of new skills, especially those working in or close to schools. K-SEEDS indicates that

the overall budget capital: recurrent ratio should change from 35-65 in 2004 to 60:40 in 2007; a very ambitious target.

- Expenditure performance against approved estimates is very uneven especially on the capital budget. This will have to be remedied quickly.

Options for Increasing Levels of Funding

229 Given the financing scenarios described above and the less than promising financing forecasts for 2007 and beyond, a combination of increased levels of Federal funding allied to an enhanced share of the State budget is required. How politically realistic this is, is uncertain, so additional options should be pursued as well.

230 Expanding private sector schooling is one option. The demand is clearly there. If there is good registration, regulation and monitoring, the private sector can play its part and thereby notionally release resources for the public sector. But this in itself is not the answer to meeting the needs of the most disadvantaged in the State.

231 Reducing the levels of debt relief is another route for releasing funds for the social sector including education. In this regard it was not clear to the assessment team as to whether recent debt relief provision for Nigeria would benefit Kano.

232 Another avenue for increasing the levels of funding for education is to make much better use of the resources that are already available to the system. This is examined briefly in the sections that follow on the budget and financial management process.

233 Cost sharing and cost recovery is proposed in the ESP as a further means of raising additional resources. A cost recovery proposal is to be submitted to government by mid-2007.

234 External funding can also play a role but to what degree initially requires the costing of, and prioritisation within the ESP. It seems unlikely in the short-term that levels of external funding will in any way come close to filling the funding gap even if all of the conditions for budget support are in place – which currently they are not. However this is not a reason for not preparing well-grounded plans and programmes which have the potential to attract external aid as the ESP takes off.

Summary Finding

The levels of funding needed to meet the ambitious draft targets of the ESP are well in excess of the levels of funding that education might reasonably expect to receive over the next three financial years. This being so attention should to be given to a multi-pronged approach to increasing finance for education in Kano State.

It seems probable that the increase in the level of funding that will be required to implement ESP will have to come primarily from Federal sources given the limited prospects of raising additional internally generated revenue in Kano. Nevertheless all available options for increasing resources for education, especially basic education, should be explored and exploited as long as these are not to the detriment of the poorest and most disadvantaged in the State.

The financial data that has been generated in the ESOP process should be used by the Ministry of Education and by SUBEB to argue for increased levels

of financing within K-SEEDS and State budget negotiations.

Budgeting

235 The development of budgets in Kano follows well established procedures. And everyone appears to be remarkably well versed with what is required. But K-SEEDS has set out reforms for the State's planning and budget processes and these are now being introduced.

236 A mandatory budget calendar will require the issue of the budget call circular by the Ministry of Planning and Budget in June/July. Ministries will prepare their draft proposals and appraise those from their parastatals before submitting draft budgets to the Economic Planning Committee (EPC) and the State Executive Council (EXCO) by the end of August. Thereafter, allocations are determined by the EPC. These constitute the draft submission to EXCO in mid-September before submission to the House of Assembly. Further consultation with line ministries by House committees results in a budget for legislative approval in October. A review of the budget (revenue and expenditure) takes place between May and March in the following calendar year.

237 For the fiscal year 2007, a new budget classification and coding system is being introduced and a Chart of Accounts (COA) using new software is being introduced. This is in line with new Federal practice. Budget ceilings are being issued to line ministries to ensure that they remain within K-SEEDS medium term forecasts based on estimates of revenue and expenditure for 2007 to 2009. These ceilings are broken down into personnel, recurrent overheads and capital expenditure. If a ministry wishes to exceed the ceiling a separate budget submission will be required including details of past revenue and expenditure performance and for capital expenditure on how the proposal fits into the wider framework of K-SEEDS objectives. Clear prioritisation within the sector budget will be required and from 2007 there will be no supplementary budgets. The 2007 budget circular makes clear that all capital projects must be in line with K-SEEDS objectives.

238 Budget control and tracking is to be improved and the newly created Projects Monitoring Board will disseminate quarterly monitoring and evaluation reports. New procedures are planned to improve due process mechanisms, tender procedures will be enforced and checks on value for money expanded.

239 These changes provide a framework within which it should be possible to articulate the development of ESP and the ESOP more easily than a traditional line budget approach.

240 The first draft of the ESP sets out indicative targets for the share of the State's budget (recurrent, recurrent overheads, capital, and the overall share for basic education – which is to be determined) from 2006 to 2015. The ESOP states that by early 2007 criteria should be defined *for resource allocation to the various sub-sectors based on agreed priorities, including assessment of the unit cost of education per student on each sub-sector related to returns on investment*. It is to be hoped that this work will also look at whether it is possible to move funds further down the system into the work of LGEAs and of individual schools that are starved of resources.

241 This is important work which – as the ESOP acknowledges – will need early attention to the development of financial planning capacity in MoE and other major organisations with significant education budgets.

242 The need therefore is for the education sector to work within the new K-SEEDS budgeting frameworks in order to move towards a sector budget which is geared to the five main areas of focus and their respective objectives and outcomes. This needs a different approach to budgeting which is not led by traditional budget lines which are adjusted year on year but a programmatic approach where the costs of achieving outcomes are defined, not for a single year but within the ceilings set by medium term expenditures frameworks.

243 This is not possible for 2007 but if work to complete and finalise the draft ESP and ESOP is undertaken within the next few months, new ways of budgeting should be possible for the 2008 financial year. This timetable should take into account ESP proposals for improving equitable cost sharing and cost recovery proposals.

244 These ways of working will have major implications for the skills and the capacities required in MoE and SUBEB and to some degree within individual parastatals and tertiary institutions. This is recognised implicitly in the outline terms of reference for the financial management capacity assessment proposal in the ESP. There needs to be a move away from what might be described as “unreal” budgeting by departments and institutions that year on year put in requests that they know will not be met either in the final approved estimates or in the release of actual funds.

Financial Management

245 As a recent World Bank study makes clear, *Very good mechanisms to control expenditure at all levels of government already exist in the education sector.there are established procedures for the release and the use of money, for the keeping of books and reporting of expenditures. Numerous rules aimed at ensuring that allocated funds reach their intended destination, that no irregularities occur, and that no overspending takes place, are on the books. To ensure that these procedures and rules are adhered to, there are internal statutory audit units in each organisation at all levels ...and in all of the States the law requires an annual external audit.*⁵³

246 This statement is certainly borne out in the assessment team’s brief experience in Kano. There are precise requirements for the submission of vouchers for the approval and release of funds and for monthly expenditure returns in order to monitor the use of funds although it is not entirely clear that this then results in questions or advice regarding the progress that is being made.

247 There is also evidence of increased levels of efficiency in the manner in which annual financial statements are prepared and issued at the State level.

248 One consequence of this highly centralised and labour intensive way of working is that authority for quite small financial releases is taken at very high levels within the State. It could be argued that in a system that may be prone to leakage that high level clearance is a necessary mechanism to ensure probity and transparency.

⁵³ World Bank, 2004. *The Capacity of Nigerian Government to Deliver Basic Education Services*. Africa Region Human Development Working Paper Series Number 61. Washington. World Bank.

249 On the other hand a system that delegates very little authority and responsibility to people who are engaged in the actual educational process is likely to limit motivation and responsibility.

Some Specific Issues

250 Brief attention is paid here to some of the financial management issues which arose in discussion with different MoE departments.

251 All organisations including LGEAs have their own **audit** departments but it was not possible within the timeframe of the mission to assess their work in detail.

252 Within the framework of K-SEEDS, the Technical Advisory Unit of the newly constituted Projects Monitoring Unit within the Ministry of Planning and Budget has issued a *Manual on **Public Procurement Reform Programme in Kano State*** early in 2006 which is designed to update and harmonize all State policies and practices on public procurement. It identifies three levels of contract; below N750, 000; between N750, 000 and N10 million and N10 billion and above and stipulates due process in each case. Seventy percent of contracts in Kano State fall into the second group.

253 With the expansion of schools and essential refurbishment that will be required compliance with these public procurement requirements will be essential (this is an issue which is set out in much greater detail in the separate infrastructure study). This is particular important within SUBEB where 75% of its fund allocation is for infrastructure. The assessment team was assured by SUBEB that due process is followed in its infrastructure programme.

254 Some anecdotal information (not related to SUBEB) suggests that due process is not always followed (see also the three State infrastructure report).

255 It was not possible to obtain a full list of MoE **vehicles** but the lack of readily available well serviced vehicles is clearly a problem at LGEA and zonal levels – where regular visits to schools is important, especially for inspectors and other types of support staff. The pooled used of transport is an understandable response to the scarcity of vehicles but requires a carefully planned approach to timetabling which is difficult to manage.

Summary Findings

It is impossible in a short mission to determine the degree to which there is a large degree of deviation from financial rules and procedures and due process. If the general literature on Nigeria is to be believed it is widespread. And while the mission team received anecdotal and occasionally specific evidence it is not possible to conclude that deviation from the norm is common. What is it is possible to say is that there is considerable room for using what scarce resources there are more efficiently.

K-SEEDS reforms designed to improve budgeting and financial management should provide a broad and appropriate framework within which to develop a sector wide approach to education in Kano State.

To maximise these benefits requires early attention to the proposals in the ESP and the ESOP to a) cost the ESP on a sub-sector basis b) develop a medium term expenditure framework and c) and to initiate in 2008 the development of a sector budget based on ESP priorities and programmes, in a format that is

consistent with new K-SEEDS and Ministry of Finance and Budgeting procedures.

In conjunction with this work the proposal in the ESOP to undertake a financial management capacity needs assessment should be brought forward to the early part of 2007.

F THE USE OF TECHNOLOGY

256 In the terms of reference for this report, technology is interpreted very broadly to cover data, EMIS, staffing, equipment, vehicles and training and it is asked that these topics should be interpreted in the context of the ESP and SESP. In addressing this task the assessment team was aware of separate work being undertaken by Jim Shoobridge (CUBE EMIS Adviser) on management information systems in Kano, Kwara and Kaduna States and the team had access to the draft report of this work in Kaduna. In addition the back ground study of infrastructure was available.

257 The team has framed this part of its report under four headings

- .Technology within schools
- Technology to enhance school improvement
- Making better use of data for education
- Technologies for making organisations function more effectively

Technology within schools⁵⁴

258 The team saw no evidence of computers in schools but learned that some secondary schools do use them. Of far more concern was the technology which is or is not available in primary schools. Blackboards and blackboard paint, chalk, exercise books, pencils, textbooks, somewhere to sit, a sanitary toilet, a place to play; these are the technologies that the schools of Kano need most. At the very minimum each school should be entitled to a pack of basic learning technologies each and every term. And the needs of teachers should be met within this entitlement. There is considerable experience of minimum learning packages - especially within UNICEF - and these should be tapped.

259 In this context, draft ESP proposals to establish minimum quality standards for the provision of adequate teaching and learning support facilities and materials by mid 2007 and implementation by 2008 is obviously important.

260 At the same, Kano State is understandably wishing to develop its IT capacity in the context of economic growth, hence the establishment of a special adviser for this purpose. K-SEEDS indicates that an ICT road map is being developed in eleven areas of human development including education and that the Kano State Information and Communication Technology Development Agency is to be established.

261 The ESP ICT plans are consistent with this wider process with a sub-programme (within the quality of education focus area) to promote information

⁵⁴ Reference has been made elsewhere in this report to the appalling state of school infrastructure not least for health and safety reasons. The need for investment in this area is taken as a given. The recommendations in the infrastructure report seem a wise way of proceeding.

communication technology in all schools and education institutions. Wisely, it proposes the development of a State education policy on ICT and a needs assessment and feasibility study for the introduction of ICT into schools beginning with senior secondary schools from mid-2007 onwards.

Technology to enhance school improvement

262 At a more mundane but nevertheless practical level, schools, LGEAs and zonal officers do need a minimum level of basic resources to make them work more efficiently. This includes basic security provision in schools. A copier or duplicator is important accepting the problems associated with Nigeria's electricity supply. Zonal officers and rural LGEAs need motor bikes if schools are to be visited and funds are needed for fuel and maintenance. Loan schemes for bike purchase can (and do) help here. The tragedy is that many of these and other items are seen as unobtainable extras.

Making better use of data for education

259 The assessment team was struck by the ready availability of data in Kano State, invariably shared freely for this report. Most of this material is generated manually and compiled on standard forms. There is clearly long experience of completing the same form year on year. And the typewriter still reigns over the PC.

260 Data is collected in schools, in LGEAS and in every other management body all of which have statisticians - at least in name - and planners. By virtue of both the vertical and horizontal lines of accountability and the linkages that exist between organisations, information is both shared and used for higher level use. And this is an important characteristic of information flows; it is a primarily one way movement from schools and local organisations upwards to MoE. There is relatively little flow the other way, so that schools can experience direct benefits from the information they provide in terms of teachers, training, better infrastructure and adequate learning materials.

261 Some organisations are now using computers. SUBEB has established an EMIS system and TSB and the Planning, Research and Statistics Department are developing their capacity in this regard. KERD is making good use of IT among other things in its analysis of secondary examination results. Everywhere there is an appetite to use IT more thoroughly and systematically. Indeed it is difficult to see how ESP can be advanced without a strong management information system. As noted in the situational analysis earlier in this report discrepancies remain in State level data which presumably result from inadequacies in data collection and analysis at different levels in the system.

262 In Shoobridge's study of Kaduna,⁵⁵ it is argued convincingly that if a sector wide approach is to be really worked through in a State, this requires a strong collective effort across a broad spectrum of stakeholders - at different levels within the system, public and private, with civil societies and communities at large. For this to work effectively *establishing accountable information systems such as financial, personnel and education management information systems (EMIS) are critical to the implementation of a sector wide programme. In the absence of accountable information systems, the monitoring of progress towards the policy targets will be difficult, if not impossible. Accountable information systems are also required to track budget support, procurements and other inputs. To this end information technology is*

⁵⁵ The team did not have access to the Kwara and Kano studies at the time of the mission.

a critical part of the ESP [in Kaduna] strategies.

263 The Shoobridge study goes on to argue for an initial focus on the ministry of education in the first phase of any support programme, followed by a two to three horizon for LGEAs and zonal officers with a school based information system being rolled out thereafter. This appears logical to this team as long as the process is understood and explained at all levels throughout the programme of development.

264 The report also sets out 15 time bound objectives and activities from 2006 to 2009. It is assumed that much the same line of argument will be advanced in the report for Kano.

265 The draft Kano ESP already makes the case for *a holistic and comprehensive grasp of the state of implementation in relation to ESP targets* including being able to provide feedback to all education stakeholders. In addition, an annual sector review is proposed to complement the budgetary cycle and inform budget preparation. This will require an annual education sector performance report. Clearly this requires an information system that is capable of mapping sector wide performance and patterns of expenditure.

266 There are training and wider capacity building implications for the introduction of information systems to meet these ESP objectives and the Shoobridge studies set out the implications of this in some detail. It is certainly the view of this team that this is an essential prerequisite for enabling system wide change in Kano.

267 In translating these State level strategies into practice, it would be sensible to ensure that there is a high degree of compatibility with Federal work in this area, thereby enabling policy at the national level and across States to benefit. Although unclear as to the details, the assessment team understands that national level work on EMIS and on the development of financial budget and accounting packages under the Federal Accounts and Audit Committee (FAAC) across government have important implications for State level design work.

268 At the same time there are other forms of information and communication that are equally important in advancing ESP in Kano. These are to do with advocacy and the continual need to ensure that the voice of education - its needs and imperatives and worth - are constantly communicated to the widest possible community. It is essential that the political constituency is informed right across government as political commitment is essential for long-term change. But it is equally important for information to be spread and debated to stimulate the demand for education and to push hard for its improvement. This is extremely significant in the context of moving more rapidly on "integration" in IQTE schools.

269 The media have a role to play here but for this to happen effectively requires some creative work, particularly on the part of SUBEB and MoE to sell ESP, its objectives and its programmes, to ensure that it becomes a part of public consciousness for as long as it is operational. Information units do exist in MoE and SUBEB, it seems very largely to record events. Some re-orientation is probably needed to focus on a wider policy promotion role.

Technologies for making organisations function more effectively

270 One of the most effective pieces of technology at work in the education system in Kano today is the mobile phone. Although it is used for a variety of purposes (and the economics of its use are not known to this assessment team) it

clearly does have efficiency benefits especially in inter-departmental and cross-State communication.

271 Far less effective is the use of transport. This impacts most on those who need it most - particularly those departments that are directly in touch with schools and especially those rural areas which are already disadvantaged and where distance is a major constraint. The development of a transport policy within ESP would be a sensible investment; waiting until a vehicle is no longer serviceable is not a good use of public resources.

272 The use of generators to overcome the deficiencies of Nigeria's electricity supply needs to be looked at carefully to ensure that those departments which need electricity on a regular or continuous basis (especially planning departments) have the necessary back up supplies.

Summary Findings

If technology is defined in the broadest sense then the most urgent need in Kano is to ensure that primary classrooms and schools have their minimum basic needs met in terms of infrastructure, furniture, toilets and essential learning materials. This is rightly being proposed in the ESP.

Financial and educational management information systems are a necessary component and pre-requisite for the development and the implementation of ESP. The separate background studies on this subject provide specific ways forward in the context of a sector approach.

ESP needs a communication strategy to ensure that it is understood and supported and as an important component of generating enhanced demand for education.

The proposed ESP IT education strategy is an important contribution to the State's wider IT objectives.

G CHANGE MANAGEMENT

273 The previous sections have summarised the organisational, financial, human resource and technological characteristics of the education sector in Kano with an emphasis on what is needed in order to achieve UBE. The central thread of the argument has been that a renewed focus on improving schools is required and that this has implications for the ways in which the sector is organised and managed. Some of these changes are within the control of MoE and SUBEB and other education organisations; but others are not - including levels of investment in education. They require wider institutional changes at Federal and State levels. This in turn needs sustained political commitment to education.

274 In the view of the assessment team the ESP and the ESOP – although in their first and incomplete drafts – provide the primary vehicle for driving forward change. By the very process of taking ESP forward, organisational and institutional challenges will arise and will need to be addressed. There is evidence of this happening already.

275 **First**, the development of the sector plan (and other sector planning exercises in recent years) has created a climate of engagement around educational issues across MoE and its parastatals and with some other State ministries, largely but not exclusively through the efforts of the Plan's PPT. This has been a positive process

and there is a clear sense of achievement among those centrally involved. This momentum needs to be sustained and involvement widened across the sector and beyond. An educational crusade is needed, firmly implanted within wider development efforts including K-SEEDS.

276 These processes place considerable pressure on people working for education in Kano even when external facilitation and advice is able to drive the work forward at a pace that might not have been possible with local resources alone. But the momentum is there.

277 **Second**, the process thus far has inevitably raised important questions around capacity building. A common response from nearly every organisation and department is that the key to making things work much better in the system and certainly a pre-requisite for implementing the ESP is capacity building. But this term is used in a variety of different ways. Often the assumption is that new skills are needed and this is often expressed in terms of particular individual training needs.

278 At the same time discussion with those working for education suggests it is not necessarily lack of knowledge, but the inability to apply knowledge in environments - especially but not exclusively in schools - which seriously limit good educational and management practice. Some of these constraints are systemic - particularly the low level of responsibility given to those who actually deliver education.

279 **Third**, the draft ESP gives impetus to moving in the direction of greater empowerment at local, school and community levels. Its emphasis on comprehensive frameworks governing the welfare and development of teachers, the engagement of civil society, and minimum standards for school provision and improvement signify important steps in this direction. The push towards greater school planning and autonomy and investment based on unit costs direct attention towards ways of working which represent a significant change in the culture of organising and managing schools. It is not an easy path to take. Accountability issues will need to be addressed but as this has happened in other places, there is no reason why they cannot be handled in Kano although getting strong State and Federal backing will be important.

280 The very process of planning and implementing ESP programmes is capacity building for those involved although clearly some elements may need very specific training, for example, in programme budgeting, using EMIS systems and in school level planning but a large part of what needs to happen is to gain commitment, reorient experience and learn from working together.

281 **Fourth**, - and a related issue - is the need to develop capacity within and across whole units and departments. For example, while the assessment team learned of individuals from LGEAs attending training activities, in some cases in other countries, there was no evidence of the LGEA team benefiting from activities designed to raise the overall performance of their authority. Some of this can be handled by LGEAs coalescing as a total authority around school improvement plans and monitoring progress in relation to these plans (see below). This requires activity in all of the departments of the LGEA.

282 **Fifth**, ESP recognises the need to develop operational plans for all sub-sectors in the system to ensure compliance with ESP objectives and to develop a climate of accountability. Individual and unit work plans are important in this regard.

283 It is the view of the assessment team that the approach of the ESP to conduct a number of major review and survey studies over the next year in all of the important areas of ESP development is absolutely the right way forward. In this regard external technical assistance should be provided wherever this is appropriate.

284 However, one important caveat is that the development and implementation of ESP is predicated on working with existing structures and existing organisations in mind. Initially, this is probably wise. Radical organisational change is unlikely in the short term for political reasons.

285 Nevertheless, it seems probable that the full implications of the ESP for work load have not been assessed. As noted earlier in this report the workload implied by the draft ESOP is formidable. The studies that are being planned, the work practices that are to be introduced, the reallocation of scarce resources that may be required and the continuing negotiation with K-SEEDS are all activities that need to be managed.

286 Whether committees and working groups are the only way to proceed needs debate. As suggested earlier, it may be that a more dedicated task force is required to coordinate the work. This might be answerable to the Commissioner and work closely with the PPT. Such a task force would need a degree of authority to move activities forward with some speed. It needs to be multi-skilled including with staff from outside of MoE, especially from the Ministry of Planning and Budget.

287 It is also repeated here that a study of the organisation and management of the MoE would be a helpful contribution to assessing how it can play its stronger policy and coordination roles more effectively.

288 The SESP/DFID backed technical assistance team that it is planned should work in Kano should facilitate in any way that it can the processes by which the plan is advanced in the next few months including whenever possible making resources available for studies, training, consultation etc.

289 In this regard it has been decided what type of technical assistance is required in advance of the development of the sector plans; a financial management and planning advisor, a procurement advisor and a team leader with some policy development responsibilities. Detailed TORS have been drafted and the recruitment process is underway. It is to be hoped a) that there is good degree of flexibility in the roles that this pre-ordained team can and will play and b) that there is scope for obtaining different types of expertise depending on the outcomes of the costing and prioritisation of the ESP and the ESOP in the next few months.

290 With regard to the wider institutional and environmental changes which would help drive change, the more important of these include:

- Measures to strengthen the demand for education through national and local political advocacy, the engagement of civil society and religious bodies, a willingness to provide incentives and support for the poorest households and to enable good private schools to expand and grow.
- A willingness to countenance some greater delegation of authority
- A re-assessment of levels of funding for basic education within the K-SEEDS budget ceilings and probably more importantly at the Federal level
- An overhaul of budgeting practice to ensure that budgets are being prepared for real resources
- A coherent teacher strategy - from recruitment to retirement - which lessens the fragmentation of responsibility for different aspects and different levels of teacher

- management and which rewards good teacher performance.
- Legislation - if it is needed - to empower schools and their communities

291 It is unlikely that these wider changes will come about easily. They have political connotations and education is in competition with other sectors for scarce resources. But the elaboration of a strong ESP can play its part in influencing this wider institutional environment particularly through strong advocacy and sensitisation around its goals, programmes and, in due course, its achievements.

Summary Findings

ESP can contribute to organisational and institutional change though the very process of its own development. It will have to confront organisational and institutional issues if a programme driven approach to achieving sector objectives is adopted. While retaining existing departmental structures in the MoE in the short term may be wise, longer term current arrangements should be reviewed including the Ministry's relationships with its parastatals. Duplication of functions will not contribute to effective ESP delivery.

The full management and operational implications of making ESP work have yet to be addressed. In the short term this may need a dedicated task force to make things happen relatively quickly. The task force will need clear authority and lines of accountability

The SESP project and the technical assistance which is already being recruited should be both flexible and proactive in the next few months in helping to sustain ESP momentum and get year one activities underway without delay. If this requires some seed money and or specialist advice -national or international - this should be forthcoming.

H THE STATE EDUCATION SECTOR PROJECT (SESP)

292 The terms of reference for this study require that it should identify and elaborate key activities on institutional development and capacity building that could be supported under SESP and to assist MoE design an institutional development component that might be financed under the proposed SESP.

293 This task proved difficult for a number of reasons, some practical and some conceptual (see **Annex 2** for further elaboration in this regard). It is not difficult to identify a very broad range of activities that need to take be undertaken to strengthen and enable Kano State to develop and implement the ESP. Action is required at all levels and in all organisations. And this is recognised in the draft ESP which wisely identifies a set of fundamental studies and surveys over the next year in order to determine the way forward. SESP could play a key support role in ensuring that this work takes place on schedule. In the view of this assessment team this should be a priority.

294 However, the timetable for SESP requires that activities should be identified quickly. This is less easy. The ESP and ESP have not been finalised and their activities costed and prioritised. Although, in itself this is not an obstacle to the identification of a discrete set of activities it makes choices between possible capacity building components problematic. In the view of the assessment team this leads to the pragmatic conclusion that core planning and management functions make more appropriate choices than specific topics such as inspection or teacher development – given too that these should flow from the studies proposed under ESP.

295 A much more practical difficulty was the availability of key MoE and other staff during the visit of the team to concentrate on project design and development immediately after the intensive process of developing of the ESP and as a result of calls to attend meetings in Abuja.

296 What was clear was that the promise of SESP has helped to galvanise and facilitate State sector planning. There are high expectations of what the State project can deliver including in some quarters through filling the financing gap for the overall sector plan. Although this is unrealistic in the short term, current Federal level discussions with the IMF following the African Finance Minister's meeting Abuja in 2006, the new facility that is provided by the Fast Track Initiative and the possibility of engaging new donors in the future may allow for budget support as an option sometime in the future.

297 But over the next two to three years it is likely that the States with SESP will need to design one or more strategic interventions which:

- Have demonstrable impact on access to quality basic education within two years
- Are totally consistent with school improvement strategies under ESP
- Contribute to change management across the education system
- Are developed within the structures of the education system
- Utilise low cost but cost effective strategies

Some Options

298 A strong case can be made for what might be described as emergency measures to support basic education in Kano. Such is the state of most schools, short-term investment in infrastructure and learning materials can be justified without much difficulty. The degree to which significant investments can be managed quickly and transparently while leaving sustainable good practice in infrastructure development and/or textbook procurement is left to the judgement of separate studies.

299 In addition, the case for the systematic introduction of management information systems is a necessary underpinning for a sector wide programme. Given that this is elaborated elsewhere no further detail is provided here. A strong teacher development programme is also required - again the subject of other studies.

300 The thrust of this report has been to recognise and argue for a holistic view of school improvement and the implications that this has for a) lessening fragmentation of effort and b) bringing resources, support and advice much closer to schools. This is the path that is being charted by the ESP. This requires action at all levels but arguably more so in those organisations and tiers of government that are closest to schools and in particular LGEAs – which are rather neglected in the ESP.

301 However the ESP is prioritised finally, LGEAS will have a significant role to play in basic school improvement. At present they are ill-resourced in both human and financial terms to do this job well. The assessment team concluded that strengthening LGEAs would be most productive if it was focused on particular ESP outcomes and given the weight placed on “integration” in Kano education policy the two objectives were brought together in an outline proposal which appears as **Annex 10a**. Subsequently after the development and separate submission of this draft proposal the assessment team learned that “integration” would not fall within the parameters of SESP and that the focus should be on the existing public school

system. This being so, it is proposed that the original submission should be re-oriented to place the focus on school improvement within the existing public basic education sector (**Annex 10b**). In other words, SESP should support:

- **A study of the workings of Local Government Education Authorities** in Kano State by the end of January 2007. The terms of reference for the study should include a) current strengths and weaknesses in LGEA servicing and supporting of primary and junior secondary schools, b) identification of a capacity strengthening strategy for all 44 LGEAs and c) specific proposals for implementing a school improvement strategy consistent with the objectives of the ESP.

The rationale for this work is two fold. The quality of schooling needs strong LGEAs and LGEAs have the potential to be key local actors in school improvement.

- **A comprehensive LGEA school improvement strategy in all 44 LGAs** by June 2007 drawing on the findings of the earlier LGEA study. The strategy should a) set school improvement targets for the medium term and provisionally beyond 2009 b) set out an advocacy and communication strategy c) assign central co-ordination and management responsibilities d) establish a school improvement budget framework until 2009 e) define in detail the role of LGEAs in implementing the strategy. All key stakeholders should be involved in the strategy development process.

The rationale for this component is that school improvement is an on-going process which needs long-term shape, purpose and definition.

- The implementation, over a one year period beginning as soon as possible after June 2007 of an **LGEA capacity building programme** for all 44 LGEAs. This programme will be based primarily within LGEAs with a strong but not total focus on primary school improvement. The design of the programme should involve Kano State, Federal and external expertise. There is strong case for believing that the programme should be designed and implemented by a State, national or international institution. The programme should be fully funded by SESP. It may require a programme manager.

The rationale for this component is a) to address the weakness of a key level in the State's education system and b) demonstrate that LGEAs can make a difference to access and quality through school improvement

- The **implementation of the LGEA school improvement strategy** should follow as soon as possible after agreement has been reached on the operational plan at the highest level in the State. The SESP programme should assist in the creation and funding of a school improvement fund, most of which [provisionally] should pass through LGEAs direct to schools to facilitate necessary inputs and local quality assurance processes with well defined accountability measures at school and LGEA levels. Areas of support will include advocacy, infrastructure development, teachers and their training, monitoring and inspection, scholarship and school feeding measures and consultation activities.

The rationale for this component is that some external funding is needed to give greater impetus to the integration process and help to give the plan visibility and early signs of activity. After one year, estimates should be determined to indicate the longer term funding implications of the integration programme

302 At the end of two to three years, SESP support should have resulted in demonstrable, target related improvements in primary schools in all 44 LGAs. And by mid-2008 the on-going financial and capacity building components of school improvement should have been identified.

303 Further details are provided in **Annex 10b**.

Summary Findings

Budget support is not a short term option. There is a strong case for interventions in infrastructure, textbooks, management information systems and a medium-term teacher development strategy.

SESP should give priority to supporting the many studies, reviews and plans that have been identified in the first draft of the ESOP.

There is an urgent need to develop ways of improving what is happening in primary schools quickly with strong support from those bodies that are closest to them, notably LGEAs and community supported organisations. This is consistent with this report's suggested criteria for SESP supported projects and programmes:

SESP should support development of an LGEA project designed to strengthen the capacity of LGEAs to bring about primary school improvement across the State (see Annex 10).

CONCLUSION

304 In seeking to meet the terms of reference for this report a set of assumptions were described in the Introduction. It is worth restating that this report has unashamedly focused on basic education. It has done so because this is where the priority lies in ESP, ESOP and SESP. And it is self-evidently where the greatest problems lie, accepting, as does ESP that other objectives across the sector are important if Kano and Nigeria are to develop the skilled human resources which the State and the country require and deserve.

305 Recently, Nigeria has been described at being at yet another of its political crossroads as the 2007 elections approach. With some justification Kano State can be said to be at an educational crossroads. It cannot be business as usual in the education sector in 21st century. The ambitions and the opportunities initiated by ESP should be embraced in their entirety. There is a real chance to bring about radical change and re-energise education and the education community. In the view of this assessment team this opportunity should not be missed.

ANNEX 1

TERMS OF REFERENCE (Referring to both Kwara and Kano States)

UNIVERSAL BASIC EDUCATION PROJECT

Draft Terms of Reference for Institutional Assessment and Capacity Development

Background

At the request of the state governments of Kwara and Kano, World Bank and DFID are assisting in the preparation of an education sector programme. In support of this there is a need to undertake an institutional appraisal in order to determine the organisational capacity of the key stakeholder ministries and agencies and the type and level of the support needed to successfully deliver the programme. .

Both states have developed an Education Strategic Plan. The World Bank and DFID have expressed interest in providing support to the plan and in preparation for project formulation require an institutional analysis to be undertaken leading to the clear articulation of the requirements/actions needed to support the SMOEs Education Strategic Plan.

Two recent basic education projects with World Bank assistance, Primary Education Projects I & II were superseded by the current Universal Basic Education Project (UBEP), which will end in June. The new project SESP assisted by World Bank and DFID, is expected to start in March 2007.

SESP supports a sub-sectoral approach to whole sector development and focuses mainly on the qualitative and quantitative improvement of basic education whilst also supporting efforts to make Policy, Planning and Management, Financial Management and M & E more efficient and effective. Within the overall sector, the SMOE has identified seven principal areas of focus

In order for the project policy objectives of **expand and improve service delivery** to be successfully delivered, a deeper understanding of the institutional capability and technological capacity is needed as well as an understanding of how change can be effectively managed. Addressing institutional, capability and capacity challenges is therefore a central element of the sector programme.

The consultants will be required to have a good understanding of the roles and relationships of the organisations involved in education oversight and delivery. Over the past two decades the education structure in Nigerian states has evolved, with responsibilities, through legal acts, being reallocated to different agencies and ministries often resulting in operational inefficiencies. Whereas the team may highlight weaknesses arising from the present structure and make recommendations for change, they must recognise that major structural reorganisation is unlikely to happen in the short term and that the main priority is to make the current system work better.

Key Documents

- Kwara and Kano SEEDS, 2005
- Drivers for Change, DFID, 2003
- World Bank, UBEP Project Appraisal Document No. 23934-UNI, 2002
- Orbach E., The capacity of Nigerian Government to deliver Basic Education Services, World Bank Working Paper No. 61, 2004
- Promoting Institutional and Organisational Development, DFID, March 2003
- Capacity for Development: new solutions to old problems, UNDP, 2002

Purpose of the Consultancy

To undertake an institutional/organisational assessment in light of the constraints and challenges identified in Kwara and Kano State Economic Empowerment Development Strategy (SEEDS). To this end (a) undertake an analysis of the current “rules of the game”, the organisational structure, inter relationships between key players, knowledge and skill levels and the technological tools available. Assess on-going initiatives for capacity development, identify key weaknesses and make recommendations on the actions required by key stakeholders to ensure the delivery of ESP and SESP. (b) Identify and elaborate key activities in institutional development and capacity building that could be supported under the proposed State Education Sector Project (SESP) and (c) Assist the SMoE design an institutional development component (sub-component) that might be financed under the proposed SESP

Outputs

- A report based on the tasks outlined below, providing an analysis of current institutional/organisational capacity used for the delivery of education in Kwara and Kano states. The report should focus on both short term (project preparation needs) and longer-term requirements for inclusion in SESP. These to include realistic proposals and recommendations for action required by the key players to improve institutional/organisational structures, provide appropriate tools and develop the capacity required to manage the forthcoming sector programmes.
- Enhanced understanding among stakeholders of the importance of institutional issues and the options available for systemic change

Specific Tasks

The institutional assessment can thus be broken into three broad parts which will include;:

- **Assessment of the institutional framework for education** including: a) Kwara & Kano state public service policy and regulations b) the intra sectoral relations between State Ministry of Education (SMOE), and other sector ministries and education sector bodies, civil society organisations, relevant private sector organisations and autonomous bodies, (c) the inter sectoral relations between SMOE and the Ministries of Economic Planning, Finance, Education, Science & Technology and Ministry of Local Government

- **Assessment of the institutional relationship;** between SMOE, State Universal Education Board (SUBEB), Local Government Education Authority (LGEA), schools and where appropriate Federal Ministry of Education (FMOE), Universal Basic Education Commission (UBEC), and Education Trust Fund (ETF), focusing on management structures, responsibilities and capacity for effective service delivery to the community/child.
- **Assessment of the organisational operational capacity of the key stakeholders,** for the delivery of policy, mainly fiduciary i.e. financial management, audit services and procurement; management to include governance, planning, and monitoring; internal efficiency to include HRD framework, specifically, performance management, staff appraisals and career development.
- **Assessment of technology requirements;** mainly computers, data bases, including school mapping, transport and service support.
- **Assessment of the change management;** to include capacity building processes that are in place and those that might need to be put in place.

1. Institutional Assessment

- Review recent documentation listed in the background to the TOR
- Review the legal and administrative basis for the actions and interventions of the public and non-public organisations in the education sector
- Undertake discussions with senior officials in education and other relevant ministries and organisations to investigate:
 - Are the missions, roles and inter-relationships of the state Ministries clearly understood by education stakeholders?
 - Is the mission and role of the SMOE clearly understood by its Agencies, what areas might need to be clarified?
 - Are the regulatory and service provision functions of the public education bodies well defined?
 - Is the regulatory framework for the participation of non-government organisations in the education sector clearly defined? Are these mechanisms functional and effective?
 - Is the relationship between the SMOE and the State Ministries of Finance, and Economic Planning well structured and positive?
 - Is there clarity in the arrangements for education services at the decentralized level? In particular, are the relative roles of the state bodies, local authorities, and schools clearly defined? Does this adequately cover requirements for financing, service delivery, setting of standards and norms, supervision and inspection
- Articulate weaknesses in all of the above areas, provide clear recommendations on how they should be addressed, either as part of SESP preparation, or confirm that adequate provision has been made within the respective draft strategic plans

2. Organisational and operational capacity for education service delivery;

- Review the legal and administrative basis for the roles and responsibilities of the public organisations in the education sector, i.e. SMOE, SUBEB, LGEAs, School Management Committee (SMC), PTAs and others, focusing on management structures, performance, responsibilities and capacity for effective service delivery to the community/child.

- Undertake discussions with stakeholders in education service delivery and community leaders and related organisations to investigate:
 - Is the mission and role of the State Ministry of Education clearly understood?
 - Is the mission and role of other education bodies i.e. SUBEB, LGEAs, Communities, schools clearly understood; are they well articulated and complementary, what areas might need to be clarified?
 - Are the regulatory and service provision functions of the public education bodies well defined?
 - Is the regulatory framework for the participation of non-government and private sector organisations in the education sector well defined and clearly understood by stakeholders? Are these mechanisms functional and effective?
- Review SMOE/SUBEB finance/ budget analysis, planning, management and reporting, including the improvement of the capacities for budgetary programming and monitoring of budget implementation,
- In preparation for more detailed work undertake an initial fiduciary assessment and determine system efficiency and capacity in financial management, including internal audit systems and procurement.
- Undertake an institutional assessment of management, governance, planning and monitoring, e.g. internal efficiency to include HRD framework, specifically, performance monitoring, staff appraisals and career development.
- Undertake an assessment of M&E, to include, inspectorate services, including capacity for in-service delivery, setting of standards and norms and supervision/ inspection and accountability to stakeholders
- Provide a description and assessment of how the systems work and the interfaces between those in SMOE and related ministries e.g. State Ministry of Finance (SMOF), State Ministry of Economic Planning (SMEP) etc and Agencies SUBEB etc. Highlight weaknesses in any of these areas, prepare an Implementation Plan for SESP including those to be addressed /financed under the project, or confirm that adequate provision has been made within the draft strategy and operational plan?

3. Technology requirements for operational efficiency;

A separate report will be provided by the CUBE EMIS Adviser and contribute to the following activities.

- Review support services in the SMOE in light of current and expected operational needs, the latter arising from the implementation of ESP and SESP and make recommendations on staff, equipment, vehicle and related training requirements.
- Undertake an assessment of the EMIS development plan highlight weaknesses and make recommendations on strengthening.

- Assess data availability/requirements to include school mapping, teacher information (age profiles qualifications, deployment, gender) pupil enrolment, school infrastructure etc and make recommendations on addressing data weaknesses to include studies, operational research etc.

4. Change management;

Inform the roles and organisational placements for the three State Education (TA) Advisors, which will facilitate their integration within the SMOE, so as to ensure that maximum benefits from these education advisors are received both within and by other key ministries and agencies.

Provide/contribute to a draft outline of work plans/guidance notes for the education advisors that prioritises the addressing of key system and capacity weaknesses.

5. Institutional Component of SESP;

Identify and describe the main outputs and outcomes that might be financed under the proposed SESP and identify possible institutional strategies and arrangements for implementation

Propose a timeframe of activities together with indicative resource implications and expenditure categories for all activities to be financed

Show how the proposed activities relate to the outputs / outcomes with any anticipated difficulties; compliance with federal/ state policies and availability of capacity (human, financial and system facilities)

Assist ministry staff to develop draft TOR for the proposed initial proposed consultancies/ training activities

Programme of Activities

The consultancy will take four weeks beginning in July/August 2006 and the methodology to be used will be decided after initial discussion with key stakeholders, it is however, likely to include operational research.

The consultants will provide an introduction to concepts of institutional assessment and institutional and capacity development through the provision of short notes and discussions at an initial workshop.

The consultants will prepare a detailed programme of activities after the workshop as part of the inception report which will most likely included interviews and focus discussion groups with key stakeholders.

In preparation for the consultants visit, the State with the support of CUBE will handle all logistics for the workshop and discussions to include reservation of suitable workshop facilities, accommodation, travel and course materials etc. In addition, they will assemble all relevant consultative documentation for the exercise.

Reporting

The consultants will provide an inception report after three days in Kwara/ Kano

outlining any changes to the proposed programme or factors that may limit the achievement of the consultancy objectives.

The consultants will also provide an Aide Memoire (max 3 pages) at least two days before the end of the fieldwork in Kwara/ Kano and present the main findings to stakeholders.

A draft report in the agreed format in Word will be sent electronically to the CUBE Team Leader two weeks after completion of the field work.

CUBE will collate comments from DFID/ WB/ state ministries within two weeks of receipt of the draft report; the consultant will produce a final report within one week. The final report will be provided to state SMOE with copies to WB and DFID.

The consultants will be responsible to the State Commissioner for Education and will work closely with the senior management teams to ensure that all key stakeholders participate in a final wrap up workshop and any subsequent meetings.

The consultancy will be technically supervised by (World Bank Abuja) and contractually by the CUBE Team Leader. The content and structure of the final report will be negotiated between CUBE/WB and the consultants.

Follow Up

The Commissioners for Education and other stakeholders will need to review and decide which findings and proposals are to be incorporated into future sector proposals (including SESP) and plans

Consultant Selection Criteria

Three consultants will be required: preferably recruited through a single consultancy firm, and will be expected to;

- Analyse complex institutional situations
- Facilitate a realistic understanding among stakeholders about the institutional situation
- Prioritise and sequence change management approaches and methods
- Demonstrate excellent communication skills

The Consultants will also need to demonstrate:

- Ten years experience of managing/ advising on institutional development in developing countries in Africa, preferably in Nigeria
- Proven experience in capacity development in developing countries, preferably in Nigeria or Africa
- Post-graduate qualification in development management, social development, and preferably education management

ANNEX 2

Note on Compliance with the Terms of Reference

1 This note has been written at the beginning of October 2006.

2 It was agreed at the end of July when the consultant was in Nigeria for a short planning visit that the fieldwork for the two State institutional assessments should be conducted during the period 7-31 August. This resulted in one Nigerian National Consultant spending two and half weeks in each State and the external consultant making two short visits to each State. This proved to be a demanding schedule.

3 Whether material for an institutional assessment of good quality for two States both with complex institutional arrangements can be compiled in the time allowed was always going to be difficult. The test will be whether the reports meet the needs of the States and of the UBE project.

4 The draft study gives more weight to basic education than to other education levels. This may be seen as a weakness given the development of draft sector wide plans in both States. But both sector plans give priority to basic education (particularly formal schooling) and the studies are large part as a contribution to the Universal Basic Education Project.

5 The consultant found the Terms of Reference relatively clear, although in the event there proved to be a very real tension between the pace at which the World Bank Sector Education Support Project plans to proceed and the need for a careful development process of the sector plans. Some of this tension is reflected in the draft reports.

6 This is notably so in relation to the structure of the reports. The emphasis in the Terms of Reference on elaborating key activities in institutional development and capacity building to be supported under SESP is particularly difficult to determine in a short period of time. Institutionally both States are complex and it is important to understand this complexity – technical and political – before sound judgements on projects can be made. In the event preliminary proposals for project type activity are identified but require a good deal more work at State level to determine their priority and their shape.

7 Both for the reasons given above and the lack of the availability of key staff in the State during the visit meant that the development of a costed proposal of the sort set out in the TORs was impractical. Work subsequent to the visits has sought to flesh out proposal to the degree possible but require much more detailed groundwork than the mission allowed.

8 The pressure exerted by the Bank to determine well formulated proposals before the institutional assessment was complete was not in the view of the consultant a helpful process. This does not lessen the worth of the preliminary proposals for further dialogue.

9 The structure of the reports is a little different from the sequence of topics in the terms of reference but is justified in the reports. The main focus is on education organisations, finance and budgeting, human resources and technology. These core sections are prefaced by understanding the policies and plans that exist in Kwara and Kano, followed by suggestions for change management and for SESP activity.

10 The first draft of the Kwara report was nearly completed by the time that the consultant left Abuja on 12 September. The first draft was forwarded to the British Council on 18 September. The first draft of the Kano report was scheduled to be sent to the British

Council no later than 1 October but in the event was sent on 16 October primarily because a) the consultant was asked to focus on project proposals and to send these in advance of the draft report which they were on 29 September 2006 and b) because the main consultant – as known to the British Council – could only fit in days of work as and when it was possible in October. The final drafts will be sent as soon as possible after comments on the first drafts have been received.

11 An extra 10 days of work has been agreed with the consultant. The two national consultants were contracted up until the 15 September. Some gap filling work may still be required.

ANNEX 3

INCEPTION REPORT

UNIVERSAL BASIC EDUCATION PROJECT

KWARA AND KANO STATE INSTITUTIONAL ASSESSMENTS

INCEPTION REPORT (11 AUGUST 2006)

INTRODUCTION

1. The Terms of Reference (TORs) for this assignment require that the consultants submit an inception report that should draw attention to any changes in the proposed programme or any factors that might limit the achievement of the consultancy objectives.

PLANNING THE ASSIGNMENT 25 JULY TO 11 August

2. Steve Packer (Team Leader) visited Nigeria (26-30 July) in order to a) learn from the experience of the Kaduna State Institutional Assessment, b) meet with the World Bank, the British Council CUBE Team and with Alan Penny and John Virtue consultants helping to develop the education sector operational plans in Kwara and Kano respectively⁵⁶ and c) hold preliminary discussions with Eunice Adefolakemi (National Consultant for the Kwara Assessment) and Pius Elumeze (National Consultant for the Kano Assessment).

3. At a project meeting at the World Bank (29 July) it was agreed that:

- The two State assessments should overlap: Kwara (7 - 25 August); Kano (14 August -1 September).
- Steve Packer would shuttle between States, spending two weeks in each..
- In order to provide input for the project design workshop in the first two weeks of September, an aide memoire would be submitted for each State by 4 September in advance of the first draft of the State reports.

4. Separate agreement was reached with Jim Shoobridge (CUBE EMIS Adviser) that he should make the primary input into the information technology element of the two reports following short visits to each State.

5. The CUBE team met with Project Preparation Team (PPT) members in Abuja in the week beginning 31 July requesting that the Assessment Team should receive key documentation on arrival in Ilorin and Kano.

6. The two core consultancy teams held a planning meeting in Abuja on Monday 7 August: Steve Packer; Eunice Oladimeji; Pius Elumeze; Kayode Sanni (Situational Analysis in both States); Samson Iroye (Kwara State Consultant); and Dr Md Shittu (Kano Consultant).

7. In Kwara (7-10 August), the team was well received, meetings were organised promptly and requests for further information were followed through. However, the document pack had not been compiled. Kano State has been

⁵⁶ We subsequently received their reports and the latest version of education sector planning papers. These are informing our work.

contacted to ensure that documents will be available on arrival.

SOME EARLY LESSONS

8.. In Kwara, the development of the Education Sector Plan is relatively well advanced with the development of a draft operational plan in July. However, this work did not benefit from an institutional assessment. This means that the assessment in Kwara has to look at the institutional implications of the plan as well as providing an analysis of the current effectiveness of organisations on the ground. The same may be true in Kano.

9.. There is no situational analysis for either State so Kayode Sanni is conducting a very rapid survey in both States to inform our work. This is not the best approach but it is important nevertheless.

10. The only baseline studies available to the team are those on infrastructure by Concepcion (July 2006) and Wakeman (February 2006). A social analysis and a public expenditure review will be initiated during the period of our work. Again, not ideal.

MEETING OUR TERMS OF REFERENCE

11. Our ability to meet the TORs in full is constrained by:

- The time available to gather a complete set of detailed data and information and to check and triangulate our initial findings. It is not possible at this stage to determine where the main gaps may lie.
- The poor quality of the local consultant in Kwara (not to be extended beyond 18 August)
- The pressure to have meaningful well-formulated components for the consideration of the State Education Sector Project (SESP) project design workshop in September.

12. That said, at this stage and based on one week in Kwara we are confident that we can provide worthwhile insights.

13 What is of concern is how and when to finalise both the first draft and the final draft of the two State reports. Our current TORs require that first draft reports are sent to the CUBE team leader two weeks after the completion of the two field missions. This was always going to be difficult. It is proposed that Steve Packer takes both first draft reports as far as possible by 12 September when he returns to the UK. It should be possible to gauge more exactly what can and cannot be achieved in this timeframe in the third week of each State mission. The implication of this proposal is that Steve Packer should participate in the initial work of the SESP project design meeting on 4 and 5 September but not thereafter. The CUBE is in broad agreement with this proposal.

14. In looking beyond the 12 September, the team leader's time is constrained by other commitments. If further input is needed this should be agreed and negotiated in early September. At the same time the possible extension of some or all of the national/local consultants should be agreed or otherwise.

Benefiting from the Kaduna Study

15. It was agreed at the World Bank meeting on 29 July that drawing from the experience of the Kaduna institutional assessment would be worthwhile given that

the first draft of the Kaduna report had been well received. And although the States are different there are clear advantages in broadly comparable analytical frameworks across the three States.

16 In this regard note is being taken a) of the clarifications provided by the Kaduna team on defining organisational and institutional assessments and b) of the latitude that has been taken in that study in formulating a structure for the report which deviates somewhat from the framework provided by the TORs.

Kwara and Kano Core Team

11 August 2006

ANNEX 4

PROGRESS REPORT (21 AUGUST)

Kwara and Kano Institutional Assessments August 2006

Progress Report at 24 August

1 This brief progress report is written mid-way through the mission to prepare institutional assessments for Kwara and Kano States.

Kwara

2 The field work in Kwara is virtually complete after just over two weeks in Ilorin.

3 The team received good cooperation particularly so from institutions outside of the Ministry of Education, Science and Technology (MOEST). And documentation on enrolments, budgets, qualifications, inspection reports etc were usually made available without demure. Mr Ilroye, the local consultant was very helpful in unearthing data.

4 Discussions were held with MOEST Departments, SUBEB, the Teaching Service Commission, the Agency for Mass Literacy, sample LGEA officials, two colleges of education, Kwara Polytechnic, and in a sample of primary and secondary schools. We also had meetings with the Planning Commission (responsible for KWA-SEEDS) and with Ministry of Finance officials on budgets..

5 A report back meeting was held on Thursday 24 August to approximately half of the Project Preparation Team responsible for the Education Sector Plan.

6 The Ministry was busy with a number of consultants while under pressure to prepare the 2007 budget.

7 Work on the draft report will be carried forward by Eunice Oladimeji in the week beginning 28 August while I am in Kano. We will meet in Abuja on 1 September to discuss first draft material with a view to completing a full first draft by 11 September (and earlier if possible)

8 Jim Shoobridge and Kayode Sanni are preparing draft inputs on technology and on a situational analysis respectively to an agreed timetable.

9 Our work has been hampered to some degree by not having a fully working office base from which to operate. The office space was useful but no printing facility was available.

10 Our preliminary findings suggest that a) although much work remains to be done, the Education Sector Plan is potentially a sound basis for sector development in the State, b) a much stronger push is needed to move resources to all schools (especially primary schools) and not some schools c) existing organisations and departments even with current capacity could be much more effective and performance related with relatively small resource inputs or changes in working practice but d) training strategies that focus on whole departments or units is certainly required.

Kano

10 Work in Kano started on 14 August. For whatever reasons initial preparations had not been made and the team had to organise a programme as it went along. Dr Shitu the local consultant was extremely helpful in this regard as well as providing significant value added to the work of the team overall.

11 Meetings have or are being held with a similar range of organisations to those cited for Kwara above.

12 Fieldwork will finish in Kano on 31 August. Pius Elumeze will meet with Eunice Oladimeji and I in Abuja on 1 September. Pius will then draft material in the week beginning 4 September. The deadline for the completion of the first draft of the Kano report will be set at the end of the fieldwork but it is unlikely that it can be completed by 11 September (my last day in Nigeria).

13 To date we have received good cooperation from the Ministry of Education in Kano although the call of meetings in Abuja and budget preparation has meant that we have had to find time as when key officials are available.

14 The British Council office in Kano has been very helpful in providing office facilities.

Planning Ahead

15 I need to agree with the British Council how and when the reports can be finalised given my own inability to give further time to this work in the period 12-26 September.

Steve Packer 24.08.06

ANNEX 5

Documentation on the Institutional Assessment Provided for the Kano PPT Members.

KANO EDUCATION DEVELOPMENT PLAN - WORLD BANK EDUCATION SECTOR SUPPORT

Institutional Assessment 14 August - 1 September

An institutional assessment team is in Kano for three weeks to analyse the way in which the education sector is organised, financed and managed. This is a contribution to the further development of the State Education Development Plan and the design of the World Bank State Education Support Project.

As the timing of the visit has made it difficult to organise an introductory meeting, it has been decided that discussions with individual organisations will go ahead with a full Project Preparation Team Meeting near the end of the mission at 10.00a.m on Tuesday, 29th August, 2006.

But in order to help our discussions over the coming two weeks a list of the types of questions which we wish to explore in our meetings with the different organisations which work in the education sector in Kano is set out below.

Please accept our thanks in advance for your cooperation

Institutional Assessment Team

Outline Question Frameworks

Situational Analysis

Overview of sector - coverage, quality, issues.

To the extent possible, trend data and forecasts in key education data on access, participation and quality

Policy and Planning Processes

Were there previous plans; were they implemented?

Key outcomes and objectives on education in K-SEEDs and in the draft Education Development Plan.

For both documents coverage of the process of their development, their relationship to one another, their realism and practicality, and their implications for change should receive initial coverage.

Organisations and their Legal Frameworks

- Which organisations have major responsibilities for education in Kano State including at different levels in the education system?
- What is the legal basis for their existence and their roles? Are there any differences that are particular to Kano?
- How do they work together; for example, different ministries (Education, Science and Technology, Finance, Local Government), boards/parastatals (e.g. State Universal Education Board, Agency for Mass Literacy) and local government? Are there formal arrangements to facilitate coordination and cooperation?
- How do government organisations work with other organisations and bodies working in the education sector (NGOs, civil society, private sector)? Do these relationships have any legal basis?
- What overlaps and tensions exist as a result of any legal confusions and how do these manifest themselves in practice?
- Are there any plans to change roles and responsibilities? If so, why are these changes being brought about?
- What are the key priorities for change?

Budgeting and Expenditure

- How are budgets developed in each of the major organisations in the education sector?
- When are these budgets submitted, by whom and to whom?
- Have budgets increased or fallen over the past five years and what is the balance between recurrent and capital budgets?
- Are budgets developed under administrative sub-heads or against specific organisational objectives?
- If budgets are compared with actual expenditures what trends are observable over the past five years?
- What are the key components of expenditure? What finance is available for non salary costs?
- What other sources of finance are available for education in the State? Special funds; external aid etc?
- Are any calculations available to assess the direct financial contributions which parents make to education through school levies and charges?

Human Resources

- With numbers, who are the main groups of employees in the education system (teachers, managers, trainers, administrative staff etc)? Have any of the categories of personnel grown or shrunk over the past five years? How do the numbers relate to the establishment?
- Does the State have a policy for teachers? If so what are its major features?
- What is policy and practice on teacher recruitment (qualifications), deployment (including any rural- urban differences), remuneration (salary scales and other benefits), performance (attendance, pedagogy), support (advisory and inspection services; grievance procedures); and training/professional development (pre and in-service)? And how are these practices managed?
- What projections have been made about future teacher needs in an expanded system?
- What policy, if any, exists regarding teachers in private schools?
- What roles do teacher unions play?
- What are the main issues regarding other groups of workers in the education sector (e.g. planners, statisticians and research analysts, specialist staff in the areas of HIV/AIDS, gender, disability, etc)? Where are there key gaps and

- shortages? How are these gaps being filled?
- Are there regular performance appraisal systems in place?

Control and Monitoring

- How are accounts kept, audited and used for accountability and planning purposes?
- What procurement systems are in place? How effective are these as they relate to school building, school refurbishment, and for textbooks and other learning materials?
- How are schools assessed and their performance judged? What quantitative and qualitative measures are used? And with what degree of success?
- How are other educational organisations assessed, for example, teacher training colleges and private schools?
- Do ministries and other organisations have any performance targets? If so how are they monitored?

Technology

- What key data bases exist in the education system - manual or electronic? How are they managed? Who collects school level and other data?
- Is the data used primarily for reporting or for planning or for feedback to schools or for all of these purposes?
- Where are the major data gaps? How can they be filled?
- Is there an IT policy for the education sector or for particular institutions? If so what are the main components of the policy?
- What IT exists in schools?

Change Management and Project Design

- What are the key areas where change management is needed and is technically feasible within a three year period.
- What are the major project components of these areas and how do relate to the central goals and objectives of the State Education Plan and UBE more broadly?
- What level of political commitment exists for these changes and where does it lie?

Recommendations

ANNEX 6

SCHEDULE OF MEETINGS – KANO STATE

1	Academic Planning, Research and Statistics Department, State Ministry of Education	August 14 th 2006
2	Kano State Ministry of Budget and Planning	August 15 th 2006
3	Kano State Agency For Mass Education	August 15 th 2006
4	Mohammed Kabiru Bayero Islamiya Primary School	August 16 th 2006
5	Shiek Sani Inuwa Islamiya Primary School	August 16 th 2006
6	Kano Municipal Local Government Education Authority	August 16 th 2006
8	Kano Education Resource Department, State Ministry of Education	August 17 th 2006
9	Department of Private Institutions, State Ministry of Education	August 17 th 2006
10	Arabic & Islamic Education Department, State Ministry of Education	August 17 th 2006
11	Schools Management Department, State Ministry of Education	August 17 th 2006
12	Department of Physical Planning, State Ministry of Education	August 17 th 2006
13	Department Of Administration & General Services, State Ministry of Education	August 18 th 2006
14	Department of School Services State Ministry of Education	August 18 th 2006
15	Nigerian Union of Teachers, Kano State Branch	August 21 st 2006
16	State Parents Teachers Association	August 21 st 2006
17	Teachers Service Board	August 21 st 2006
18	Office of the Special Assistant to the Governor on ICT & Education	August 21 st 2006
19	Civil Society Action Coalition on Education For All	August 22 nd 2006
20	Better Education Association	August 22 nd 2006
21	Science & Technical Schools Board	August 22 nd 2006
22	Kano State Ministry of Local Government	August 22 nd 2006
23	Kano State Scholarship Board	August 23 rd 2006
24	Kano State College of Education	August 23 rd 2006
25	Kano State Guidance and Counselling Board	August 24 th 2006
26	Aminu Kano College of Islamic & Legal Studies	August 25 th 2006
27	Kano State Project Monitoring Bureau	August 25 th 2006
28	Ungogo Local Government Education Authority	August 28 th 2006
30	Minjibir Local Government Education Authority	August 28 th 2006
31	Ado. Yola Special Primary School	August 29 th 2006
32	Permanent Secretary, State Ministry Of Education	August 31 st 2006

ANNEX 7 PEOPLE MET

S/N	NAME	DESIGNATION & ORGANIZATION
51	Abu Idris	Executive Director, Kano State LGEA.
52	Abdullah Umar Yola	Sub-Director, Personnel Management, Kano State LGEB.
53	Tajudeen Garba Yaro	Class Teacher, Sheik Sani Inuwa Islamiya Primary School.
54	Abdul Abubakar Alikawa	Head Teacher, Kano State Special Primary School.
55	Abubakar Adamu Ibrahim	Executive Chairman, SUBEP, Ministry of Local Government
56	Abba Hassan Sadiq	Class Teacher, Al-Motahidin, Kano State LGEB.
6	Lawan Garba	Director of Academic Planning, Research & Statistics, SMOE.
7	Shuaibu Musa	Deputy Director of Planning, Ministry of Budget & Planning.
8	Aminu Karbara	Director of PR&S, Science & Technical Schools Board.
9	Aminu Mustapha	Head Teacher, Sheik Sani Inuwa Islamiyya Primary School.
10	Ashiru D Zage	Permanent Secretary, Ministry of Budget & Planning.
11	Ayyuba Musa Umar	Head of Educational Foundation, Kano State College of Education.
12	Badamasi Adamu	Education Secretary, Ungogo LGEA.
13	Baffa Aminu	Director, Arabic & Islamiya Education, SOME.
14	Bashir Sabousara	Director Administration, State Agency for Mass Education.
15	Dahiru Ahmed Bichi	Director of Finance & Supply, SUBEB.
16	Dahiru G. Shakarau	Executive Secretary, Science & Technical Schools Board.
17	Dahiru Musa	Director of Administration, Ministry of Local Government.
18	DAhiru Sidi	Director of Training, Ministry of Local Government.
19	Danlami Garba	Deputy Director of Planning SMOE.
20	Ganbo A. Getso	Director of Planning, Ministry of Budget & Planning.
21	Habibu Ibrahim Yakasai	Head of School Services, Kano Municipal LGEA.
22	Hajiya Maimuna Kabiru Khali	Director of Educational Support Services, SMOE.
23	Hajiya Binta Na' Abba	Director of Administration, Kano State Scholarship Board.
24	Hajiya Hadiza Imam	Chairperson, Basic Education Association.
25	Habibu B. Ishak	Head of Personnel, Kano Municipal LGEA.
26	Hamisu U. Yakasai	Executive Director, State Agency for Mass Education.
27	Haruna Mohammed Shanono	Permanent Member 1, State Universal Basic Education Board.
28	Ibrahim Dayyabu	Education Secretary, Minibir LGEA.
29	Ibrahim Muhammedu	Executive Secretary, Kano State Scholarship Board.
30	Ibrahim Uba	Head Personnel, Minjibir LGEA.
31	Ismail Kabir	Sector Head (Education & Health), Ministry of Budget & Planning.
32	Jibrin Garba Fagge	Deputy Director of Statistics, SUBEB.
33	Lawan Garuba	Director of Academic Planning, Research & Statistics, SMOE.
34	Lawan Garuba	Student Affairs Secretary, AKCILS.
35	Lawan saji Rano	Executive Secretary, Guidance & Counselling Board.
36	Majib Ahmed	Supervisor of Schools, Ungogo LGEA.
37	Misbahu Aliyu Dogari	Class Teacher, Muhammadu Kabir Bayero Islamiya Primary School.
38	Mohammed Awwal Na'lya	Director of Administration, SMOE.
39	Mohammed Idris	Executive Secretary, Science and Technical School Board.
40	Mohammed Kabir Abdullahi	Head of Finance, Minjibir LGEA.
41	Mohammed Lawani Musa	Director Of Schools, SMOE.
42	Mohammed Nabate	Director, Office of The Special Assistant on ICT & Education.
43	Mohammed Nasir Ahmed	Provost, AKCILS.
44	Muhammed Tajudeen Ado	Head Teacher, Muhammadu kabir Bayero Islamiya Primary School.
45	Nasiru Ramadan	Head of Planning, Ungogo LGEA.
46	Rabiu Ali Gezawa	Head of Planning, Minjibir LGEA.
47	Rabiu Mahmud	Director of Physical Planning, SMOE.
48	Safainu Abdu	Vice Chairman, Kano State NUT.
49	Sani Abba Sumaila	Permanent Secretary, SMOE.
50	Sani Dan Hassan	Chairman, Kano State PTA.

ANNEX 8

SELECTED DOCUMENTS LIST

A Legislation, Statutes, Edicts, Regulations etc

Reviewed Version of the Education Law CAP 36 and 39. 2004 *Private and Voluntary Agency Institutions Regulations*. Ministry of Education, Kano State

Kano State Universal Basic Education Board Law 2005.

B State Policies and Plans

Kano State Economic Empowerment and Development Strategy, 2005. *Policy Framework and Projects Summary 2005*.

MoE, October 2005. *A Reviewed Proposal on the Formation of State Council on Education*. MOE Committee.

C Education Sector Policies and Plans

Kano State Ministry of Education, 2001. *Record of the Proceedings for the State Education Summit*. 10-12 April 2001.

Ministry of Education, April 2005. *Kano Education Goals. Rabi'ul Auwal 1426AH*

Ministry of Education, February 2006. *Educational Development Plan (EDP) 2005-2015*. Kano State of Nigeria.

Kano State, August 2006. *Education Strategic Plan (ESP) 2007-2015*. First Draft.

Kano State, August 2006. *Education Strategic Operational Plan (ESOP) 2007-2009*. First Draft (plus Basic Education Projections, Education Costs 2006-2015, Education Financing Gap, Budget Trends etc).

Ministry of Education, April 2005. *Kano Education Goals. Rabi'ul Auwal 1426AH*

D Budgets, estimates and accounts

Kano State of Nigeria, 2004. *Approved Year 2004 Budget of the Government of the Kano State of Nigeria*. Prepared by the Ministry of Planning and Budget.

Kano State of Nigeria, 2005. *Approved Year 2005 Budget of the Government of the Kano State of Nigeria*. Prepared by the Ministry of Planning and Budget.

Kano State of Nigeria, 2006 *Approved Year 2006 Budget of the Government of the Kano State of Nigeria*. Prepared by the Ministry of Planning and Budget.

Ministry of Planning and Budget, 2006. *Call Circular for the Submission of 2007 Budget Proposals*. 27 July 2006.

Ministry of Budget and Planning, 2006. *The ABC of the Due Process Policy. A Manual on Public Procurement Reform Programme in Kano State*. Projects Monitoring Bureau. Technical Advisory Unit (Due Process).

SUBEB, 2006. *2006 Summary of Budget Allocations*

E Staff Establishment and Other Data

SUBEB, 2006.

Teachers by Specialization (Core Subjects) 2004/2005

Number of Teachers by Qualifications 2004-2005 Academic Year

Summary of Enrolment 2005/06

SUBEB 2006 Staff Seniority List

List of Headquarters Staff by Department

Number of Non-Teaching Staff by LGEA and LGEA Headquarters

School Age Population Estimated and Projected

Science and Technical Schools Board, 2006

Student Population 2005/06 Academic Session

Kano State Teachers' Service Board, 2006

Vital Statistics, August 2006-10-18

Kano State Ministry of Education

Progress Report May 2003-December 2005 (Transition Rates; Establishment of New Secondary Schools; Summary of Infrastructure Activities)

F Background Papers

General

Shoobridge, J., Olakunde, D., and Ayekunu, T., August 2006. *A Review of MIS in Kaduna State Ministry of Education and Parastatals: Recommendations for Future Development.*

Keith Hinchliffe, 2002. *Public Expenditure Issues on Education in Nigeria: Issues, Estimates and Some Implications.* Africa Region Human Development. Working Paper Series. Washington. World Bank.

World Bank, 2004. *School Education in Nigeria: Preparing for Basic Education. Country Status Report.* Africa Region Human Development Working Paper Series - No.53. Washington. World Bank.

Eliezer Orbach, 2004. *The Capacity of Nigerian Government to Deliver Basic Education Services.* Africa Region Human Development Working Paper Series -No. 61. Washington. World Bank.

William Saint, Teresa A Hartnett and Erich Strassner, 2003. *Higher Education in Nigeria: A Status Report.* In *Higher Education Policy, 2003 Volume 16 pp259-281.*

Federal Republic of Nigeria/World Bank?? Draft paper. April 2006. *Learning and Teaching in Nigeria's Primary Schools: Reform Strategies for the Professional Development of Teachers.*

NERDC, 2001. *Handbook on how to Improve the Effectiveness of Educational Resource Centres in Nigeria.*

Kano

Compass, Undated. *Clustering of Primary Health Care Facilities, Public Primary and Integrated Islamiyya Schools in Kano, Nasarawa , and Lagos States*. A Compass Basic Education Report.

LEAP/USAID Nigeria, Undated. *Report on the Participation of Women in School/PTA Affairs*. Conducted in Municipal Local Government Area Kano State.

Sanni, K., 2006. *Kano Education Situational Analysis*. First Draft. August 2006.

ANNEX 9

Basic Data Sheet

This table is based on the Table 2.1 in the draft Education Strategy Paper, July 2006.

Selected Data for Kano State 2005

	Type	No. of Schools	No. of Students	GER Female	GER Male	GER All	No. of Teachers	% Qualified Teachers	PTR
1.	ECCE/Pre Primary								
	Public	323	38,830	-	-	47	776	-	50
	Private	-	-	-	-	-	-	-	-
	Total	-	-	-	-	-	-	-	-
2.	Primary								
	Public	3,066	1,291,705	-	-	-	26,028	20.0	49.6
	Private	380	103,021	-	-	-	3,853	32.9	26.7
	Total	3,446	1,394,726	79.1	100.1	89.9	29,881	21.6	46.7
3.	Junior Secondary								
	Public	393	143,230	-	-	-	2,080	68.8	68.9
	Private	120	18,832	-	-	-	630	56.0	29.9
	Total	513	162,062	16.3	29.9	23.3	2,710	65.8	59.8
4.	Senior Secondary								
	Public	161	82,202	-	-	-	1,102	67.5	74.6
	Private	93	13,035	-	-	-	467	56.5	27.9
	Total	254	95,237	9.3	22.4	16.1	1,569	64.2	60.7
5.	STVE								
	Public	12	6,426	19	-	51	391	-	16.4
	Private	-	-	-	-	-	-	-	-
6.	Tertiary								
	Coll. of Education	1	15,000	30	-	-	300	-	50.0
	Polytechnic	4	10,500	40	-	-	300	-	35.0
	Abdu Bako Col of Agric	1	400	10	-	-	35	-	11.4
	Aminu Kano SILS	1	7,000	45	-	-	250	-	28.0
	Coll. of Arts SRS	1	5,000	35	-	-	110	-	45.5
	University (KUT)	1	800	15	-	-	80	-	10.0
Total	9	38,700							
7.	Special Education								
	Primary	1	760	26	-	51	25	-	30.4
	Secondary	1	320	31	-	51	27	-	11.9
	Total	2	1,080				52		20.8
8.	Agency for Mass Education	1,277	33,429	55	-	-	2,627	-	12.7

Source: Primary, JSS and SSS data is from 'Basic and Senior Secondary Education Statistics in Nigeria 2004 & 2005' Federal Ministry of Education, 2006. All other data is from the Draft Kano Education Development Plan, Kano State Ministry of Education, February 2006, and the ESP Development workshop, July 2006.

ANNEX 10a

Note: This draft proposal was submitted on 29 September. Subsequently the institutional assessment team was informed that the integration of IQTE schools could not fall within the remit of SESP. However, given that this remains a key priority within the draft Kano Education Strategic Plan the proposal is retained here for possible future consideration. A modified version of this proposal now appears as Annex 10b focusing solely on school LGEAs and school improvement in the existing State sector.

FEDERAL GOVERNMENT OF NIGERIA STATE EDUCATION SECTOR PROJECT (SESP)

State: KANO

FIRST DRAFT OUTLINE

Component/Sub-Component Name:

**'Modernisation' and Integration of the IQTE System
2007-2009**

Section 1 Sub-Sector Background

A Situation Analysis

Islamiyya, Qur'anic and Tsangaya Education (IQTE)

1 The first draft of the Kano Education Strategic Plan (ESP) 2007-2015 states that there are up to 28,000 religious schools serving an estimated three million children in Kano State. This compares with nearly 4,000 public and private primary and junior secondary schools catering for over 1.5 million children.

2 While these data need to be treated with some caution it is clear that Islamiyya, Qur'anic and Tsangaya schools predominate – even though some children attend both secular and Islamic schools.⁵⁷

3. The Kano State Government has made clear its commitment to Universal Basic Education (UBE) allied to the integration of the core secular curriculum into Islamic schools. It recognises that Islamic and Qu'ranic education meets a strong demand and that it is highly valued, but that the knowledge and the skills that lie at the heart of the secular curriculum are important for social and economic development. Accordingly, the State Government articulated an Action Plan on Qur'anic, Ilmi and Islamiyya Schools in 2003 and declared its commitment to providing the same level of support to the IQTE system as to the formal State system.

4 This is a challenging objective. As the draft ESP states: *The main thrust of the*

⁵⁷ The ESP notes that Islamiyya Schools teach the basic principles of Islam (using their own syllabus) and are also more likely to accept the teaching of secular subjects. Qur'anic schools focus on the teaching of the Quran and are generally less inclined to incorporate teaching of secular subjects. Tsangaya schools (or camps) are less formal and focus solely on the rote learning of the Quran.

emerging strategy is 'modernisation' and integration of the IQTE system within the formal system. This is consistent with the Kano State Economic Empowerment and Development Strategy (K-SEEDS) human development objective which prioritises the mainstreaming of Qur'anic and Islamiyya schools through an integrated process.'

5. The process of integration outlined in the ESP is complex. It incorporates advocacy and dialogue with an individual school and its community in order to make clear the implications and the benefits of integration. In most instances this necessitates the improvement of infrastructure and the provision of additional teachers. In curricula terms, it requires the introduction of Islamic Studies and Arabic to supplement the memorisation of the Quran and then the introduction of English, Mathematics, Hausa and Social Studies. This in turn means agreement on the amount of time that should be given to different subjects and to new approaches to the organization and the delivery of education.

6 Currently, these processes take some two to three years to complete before an integrated school is formally registered by the State Ministry of Education. As a result overall progress is relatively slow although data on how many schools have been integrated is weak and contradictory. The ESP records figures of between 60 and 900. The need to have accurate data on registration and its rate of achievement is an early priority under ESP implementation.

7 Once a school is registered it is entitled to teachers, teacher development programmes, assistance with infrastructure and the provision of key learning materials, although there are no strong guarantees that all of this will be forthcoming and the practice in this regard varies across the State. Integrated schools also become subject to government inspection and monitoring.

8 Overall responsibilities for the State's policy on integration lie with the Office of the Special Adviser on Information and Technology (which includes IQTE in its portfolio) and with SUBEB in terms of financing additional inputs into schools.

9 The costs of a major programme of integration have yet to be calculated and as the ESP notes, a claim on additional resources may be in competition with demands from the State's secular system.

10 However unless this challenge is addressed it is very difficult to see how Kano's weak education indicators can be improved significantly. Data is poor, but one recent estimate suggests that 27% of primary school age children are out of school. Primary survival rates in State schools are around 50%. Learning achievements are at or below national averages and adult literacy is estimated at 47%.

11 So integration is a key component of the draft ESP and although it is singled out from other issues such as access and quality, in fact it has the potential to contribute to better access and better quality through the different types of Islamic school, thereby enhancing the overall capacity of the education system in Kano to achieve UBE while staying true to the beliefs and wishes of the majority of Kano's population.

Local Government Education Authorities (LGEAs)

12 Local government is the third tier of government with legally mandated responsibilities to provide education services, specifically for primary and adult education. The Universal Basic Education Act (UBE: 2004) and the Kano State

Universal Basic Education Board Act (2005) have elaborated these responsibilities with regard to primary education.

13 Local Government Education Authorities (LGEAs) and District Education Committees are charged with providing these services. There are 44 LGEAs in Kano State. They are answerable to the Local Government Authority (LGA) administratively and to SUBEB operationally in terms of the services they provide directly to schools. These services should include:

- Infrastructure provision and minor school repairs
- Learning materials for primary, junior secondary and nomadic schools
- Recruitment of teachers and support staff up to Grade 6
- Recommendations to SUBEB on promotion and discipline of all teaching and non-teaching staff on Grades 7 and above
- Ensuring full enrolment and attendance in primary schools
- The payment of salaries for all primary school staff
- Day to day supervision and monitoring

14 The LGEAs vary in size in terms of the number of schools and teachers for which they are responsible⁵⁸ but their structure is uniform. An Education Secretary is appointed by the Local Government Chairman and oversees departments with responsibilities for school services, finance and supplies, planning, research and statistics and personnel management.

15 LGEAs are the arm of government that is closest to schools and in theory with the most detailed knowledge of all of the schools in their locality, their quality, their deficiencies and their needs.

16 In reality – and subject to a more detailed study (see below) - the ability of these bodies to impact genuinely on school improvement is constrained for a number of reasons. First, they have little or no regular non-salary finance with which to support schools. Second, the quality of their staff to provide leadership, advice and support is very variable. Third, their own working environments leave much to be desired in terms of basic equipment and vehicle provision. Fourth, political appointments to LGEAs may be counterproductive in terms of the quality of service delivery.

17 The fact remains that after the schools themselves the LGEAs are at the frontline of service provision. School improvement is unlikely to prosper without stronger LGEAs. And if Islamic schools are to be brought into the UBE framework then LGEAs should be proactive and productive in meeting this objective.

Policy Framework

18 The first draft of the ESP and the incomplete first draft of the Education Sector Operational Plan (ESOP) that goes with it set out a three year strategy for IQTE which has four main components each with a set of actions required over the period 2007-2009 (Item 2.5.I in the draft ESOP):

- A comprehensive baseline study to inform IQTE policy development
- The development of a comprehensive IQTE strategy and operational plan
- IQTE plan implementation from 2007

⁵⁸ Data on each LGEA is held by SUBEB.

- A continuous process of advocacy and dialogue with all relevant stakeholders

19 These four elements provide the framework for the SESP supported component which is outlined below, allied to complimentary work to strengthen Kano's 44 LGEAs and thereby enable them to be proactive in the integration process.

20 UBE in Kano State cannot be achieved without a major integration programme at a rate of development that is a good deal faster than is currently possible or is indeed proposed in the draft ESOP (50 schools a year). This requires additional resources and enhanced capacity within and close to schools.

Scale and Risks

21 In assessing these initial proposals some sense of the scale of need in Kano is required. One recent estimate by an external consultant suggest that it will cost in the order of N400 billion (US\$3.1 billion) over ten years to achieve UBE and that the overall financing gap is well over half of the total sum. The funding gap in 2006 is put at N5 billion alone.

22 Given the level of resources likely to be at the disposal of SESP across the three States of Kaduna, Kano and Kwara it is therefore important to be strategic and to build on existing systems and ways of working.

23 In so doing there are a number of risks associated with the integration process. These include resistance to the "western" curriculum, getting the balance right between an integration process which is a genuine partnership and totally government directed, the many political pressures at work within the education system and in local government and the accountable and transparent use of resources at LGEA and school levels. A SESP backed programme would need to address these issues in its design and implementation processes.

24 At the same time the much bigger risk is to let integration go forward modestly and sporadically and deny the majority of Kano's children the benefit of a broad based education. An equitable State wide process is needed to give visibility and integrity to the process.

25 The risks can be obviated to some degree by reaching agreement on where the locus for managing an expanded programme of integration should lie. While higher order responsibilities through the Special Adviser and SUBEB have been broadly assigned, more specific responsibilities will need to be defined as well as establishing clearly the role and the place of the LGEAs. Clear lines of accountability will also need to be set.

SECTION 2 OUTLINE DESCRIPTION OF THE PROPOSED PROGRAMME

Development objectives and indicators

26 The integration of the IQTE system is one of six major threads in the first draft of the Kano ESP. Its stated objective is to *improve the provision and quality of Islamiyya, Qur'anic and Tsangaya education, making it relevant to the wider needs of the society*. In the results framework which is attached to this component outline, this has been translated to read: *Significant improvements in the provision and the quality of Islamiyya, Qu'aranic and Tsangaya education (IQTE) in order to provide a broad*

basis of relevant knowledge and skills across Kano State. This is consistent with the broader objective of the ESP to improve schools generally across the State.

27 In the context of the SESP objective to assist the development and implementation of the KANO ESP, this proposal is consistent with three of SESP's primary objectives, namely, to enhance access to quality education; to improve quality and to strengthen capacities to plan, manage and monitor educational change.

28 Assuming that the momentum of integration is sustained after the next two to three years, a significant number of children will have the opportunity to benefit from basic literacy and numeracy as well as gaining from their Islamic studies.

29 In addition, the implementation of the integration programme will enhance the long-term capacity of all LGEAs to be much more effective and efficient in their service delivery functions.

30 The basic indicators therefore will be the number of schools integrated over two years to agreed standards and evidence of the ability of LGEAs to support and advance school improvement through integration against agreed indicators (see outline results framework attached).

Outline of the Draft SESP Integration Programme

31 Subject to further development and finalisation of the ESP within Kano State, it is proposed that the programme should basically follow the strategies and proposals set out in the draft ESP with two main additions. First, that the level of ambition for integration should be raised and second that LGEAs should both be strengthened and play a strong role in the integration process. Five components are identified:

- A. Undertake a **major policy study of Islamiyya, Qur'anic and Tsangaya education** across Kano State by the end of January 2007 to include:
- An analysis of all available data on Islamic schools
 - A school mapping and infrastructure study
 - A profile of the quality of teaching and learning (curriculum, teacher development and learning materials)
 - A social assessment of need
 - The processes of advocacy, dialogue and partnership
 - The processes of registration, quality assurance and monitoring
 - A review of existing pilot integration projects

The rationale for this work is that the data base is weak and that both current learning practice in Islamic schools and the strengths and weaknesses of the current process of integration is not well-understood. The Terms of Reference for this study should be agreed by early November 2006. Both State and external advisers should be engaged to conduct the study. It should be funded under SESP.

- B. Undertake a **study of the workings of Local Government Education Authorities** in Kano State by the end of January 2007. The terms of reference for the study should include a) current

strengths and weaknesses in servicing and supporting schools, b) identification of a capacity strengthening strategy for all 44 LGEAs and c) specific proposals for implementing an integration strategy through LGEAs.

The rationale for this work is two fold. The quality of schooling needs strong LGEAs and LGEAs have the potential to be key local actors in the integration programme and in school improvement more generally.

- C **Develop a comprehensive strategy and operational plan for the integration of IQTE schools** by June 2007 drawing on the findings of the studies under **A and B above**. The strategy should a) set integration targets for the medium term and provisionally beyond 2009 b) specify integration targets for different Islamic schools for each LGEA c) set out an advocacy and communication strategy d) assign central co-ordination and management responsibilities d) establish an integration budget framework until 2009 e) define in detail the role of LGEAs in implementing the strategy. All key stakeholders should be involved in this process which should be led by an eminent and influential figure in this field.

The rationale for this component is that integration is a long term, on-going process which needs long-term shape, purpose and definition. Integration needs to be further defined as a key ESP policy component.

- D The **implementation of the integration strategy** should follow as soon as possible after agreement has been reached on the operational plan at the highest level in the State. The SESP programme should assist in the creation and funding of an integration fund, most of which [provisionally] should pass through LGEAs direct to schools to facilitate necessary inputs and local quality assurance processes with well defined accountability measures at school and LGEA levels. Areas of support will include advocacy, infrastructure development, teachers and their training, monitoring and inspection, scholarship and school feeding measures and consultation activities.

The rationale for this component is that some external funding is needed to give greater impetus to the integration process and help to give the plan visibility and early signs of activity. After one year, estimates should be determined to indicate the longer term funding implications of the integration programme

- E The implementation, over a one year period beginning as soon as possible after June 2007 of an **LGEA capacity building programme** for all 44 LGEAs based on the findings of component B (above). This programme will be based primarily in house, within LGEAs with a strong but not total focus on the implementation of the integration plan. The design of the programme should involve Kano State, Federal and external expertise. There is strong case for believing that the programme should be designed and implemented by a State, national or international institution. The programme should be fully funded by SESP. It may require a programme manager.

The rationale for this component is a) to address the weakness of a

key level in the State's education system and b) demonstrate that LGEAs can make a difference to access and quality through the integration programme.

32 At the end of two to three years, SESP support should have result in a significant number of Islamic schools being registered, integrated and supported (provisionally in the order of 8,000 schools over two years – approaching one third of recorded Islamic schools)

33 By mid-2008 the financial implications of completing the integration programme should be defined and provision made in subsequent medium term expenditure frameworks for the sector.

Description of the programme

34 The basic implementation timetable is set out above. The mechanics of its implementation will need to be worked out within the State. Core responsibility for managing the programme could lie within MOE, with SUBEB or with the Special Adviser. This needs to be determined. The case for an advisory board should be considered.

- The TA team supported by the DFID component of SESP should be closely involved in the design of the programme with the State Government. Consideration should be given to a full time adviser for the first year of the programme (for the LGEA strengthening programme or the full project).
- Procurement and accounting procedures should follow State systems but be monitored by the TA team.
- A very provisional schedule of activities is set out in the implementation timetable that is attached.
- Further management and implementation proposals are premature.
- The implications of what is required as set out in the sections which follow is necessarily highly speculative. Until the proposed studies have been completed specific requirements are uncertain. So a variety of contentious assumptions are made that draw on the draft cost projections attached to the first draft of the operational plan. In addition, the sections that follow do not follow the sequence of the categories as they are set out in the technical specifications proforma (most of which are far too detailed for the development of this particular proposal at this stage).

35 **Component A:** It is proposed that SESP should meet the full cost of the **major policy study of Islamiyya, Qur'anic and Tsangaya education** except for those costs incurred through the use of Kano State staff time. An estimate of the cost for the study from design to publication, assuming a four person team working for a minimum of eight weeks at an average cost (including all overheads) of US\$500 per day is US\$80,000.

36 **Component B:** It is proposed that SESP should meet the full cost of **a study of the workings of Local Government Education Authorities** in Kano State except for those costs incurred in staff time. An estimate of the cost for the study from design to publication assuming a three person team working for a minimum of

six weeks at an average cost (including all overheads) of US\$500 a day is US\$45,000.

37 **Component C:** It is proposed that SESP should meet some of the costs associated with development of a **comprehensive strategy and operational plan for the integration of IQTE schools:** US\$25,000 for public and stakeholder consultation and publicity and any associated workshop and other developmental activities.

38 **Component D:** If the programme is successful in engaging up to 8000 schools over two years there are major financial implications in **the implementation of the integration strategy**. For example:

Physical facilities: if 8000 schools are integrated over two years and require on average one extra classroom (assuming increased demand) at a unit cost of N1.8million (US\$14,200) and a minimum of two classrooms require refurbishment at a cost of N0.75million (US\$5,900) each, then in the order of US\$208 million will be required over two years. This is well in excess of the SESP budget and excludes furniture, toilets etc.

Textbooks: if 8000 schools required six new texts for an average of 100 students over the first two years of integration at a unit cost of US\$3 per text US\$14.4 millions would be required.

This too is unlikely to be within SESP budget parameters.

One option would be to create an integration fund on which the coordinators of the programme would draw in response to sound proposals from LGEAS and schools. This idea would have to be assessed against the experience of previous Bank infrastructure projects in Nigeria. If a workable model can be found a fund of US\$8 million could be established on a pro-rata basis of US\$1000 per school over two years. If an element of matching funds could be created significant short term improvements could be made for newly integrated schools. It is suggested that this fund would exclude provision for professional development, training and monitoring.

Training: It is assumed that subject to further discussion that the salaries of the teachers provided for the “new subjects” will be met by the State through existing channels. But some provision should be made for the development of all teachers in newly integrated schools. If 8000 schools have a maximum of 10 teachers each (including new teachers) than a training fund of US\$4million (US\$25 per teacher per year) over two years would enable a linked sequence of school improvement and development programmes to be run/managed by the LGEAs and State education agencies. This fund be held and managed by SUBEB or directly by each LGEA.

39 **Component E:** It is proposed that the **LGEA capacity building programme** requires the development of a tailored programme of LGA and State level activities for all members of each LGEA. This will need to be designed by an external agency in cooperation with State agencies and based on the findings of the study (Component B). It is likely that it will require a mix of in house LGEA training, self-study module development, and State wide meetings that focus on school improvement, managing the integration programme, financial management etc. The design of this programme could be put out to tender in Nigeria and overseas. A provisional overall budget is estimated at

US\$500,000.

40 It is neither technically possible or developmentally sound to specify in further detail the types of specialist and consultancy services that will be required or the specifics of capacity building and training in advance of the findings of the two studies (**Components A and B**).

41 What can be suggested is that given the relative complexity of the proposed programme, there is a case for a full time TA adviser working with Kano State authorities. This might be managed by the proposed CUBE TA team but in the first year it could be full time post. An estimated cost (subject to alteration by local knowledge) might be in the order of US\$300,000 for one year.

42 So at this stage a ball-park figure of US\$13 million is put forward. But this depends on so many policy and practical assumptions that it should be used as the beginning of a discussion rather than the end product of detailed project development – which requires more study on the complex and related areas of integration and LGEA development.

43 This also applies to institutional arrangements where there is more than one option – as noted above.

44 A very provisional outline implementation schedule and results framework is attached.

FIRST DRAFT OUTLINE FOR PROGRAMME IMPLEMENTATION TIMETABLE

PROJECT IMPLEMENTATION STEPS/ACTIVITIES	2006			2007				2008				2009				Responsible Unit/Agency
	Quarter			Quarter				Quarter				Quarter				
	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	
PROGRAMME DESIGN ACTIVITIES																To be determined
1. Commission and undertake policy and implementation study on integration																
2. Commission and undertake LGEA policy study																
3. Develop and received political approval for an ESP integration plan and programme of work																
4. Recruitment and appointment of one technical adviser																
5. Strengthening capacity institution identified, contracted and LGEA strengthening programme designed																
PROGRAMME IMPLEMENTATION																
6. LGEA capacity programme implemented																
7. Implementation of enhanced integration programme																

Draft Results Framework

‘Modernisation’ and Integration of the IQTE System 2007-2009

Project Development Objective (PDO)	Outcome Indicators	Use of Outcome
Significant improvements in the provision and the quality of Islamiyya, Qu’aranic and Tsangaya education (IQTE) in order to provide a broad basis of relevant knowledge and skills across Kano State.		
Intermediate Results	Results indicators	Use of results monitoring
Component1 All 44 Local Government Education Authorities (LGEAs) develop the capacity to implement a time-bound, results oriented programme of integration in IQTE schools.	LGEA and personal work plans and annual reports record plans for and progress towards agreed integration and school improvement targets.	Enables progress towards integration to be assessed across the State so that good practice and weaknesses can be identified and acted upon.
Component 2 Implementation of the Kano integration strategy for IQTE schools in every LGEA.	At least 40 Islamiyya schools integrated annually in each of the 44 LGEAs from 2007. At least 40 Qu’ranic schools integrated annually in each of the 44 LGEAs from 2007 At least 10 Tsangaya schools integrated in each of the 44 LGEAs from 2007	Enables progress to be mapped against one of the six areas of focus of the Kano ESP 2007-2015. After the first phase (2007-2009) plans can be adjusted to meet longer term objectives.

**FEDERAL GOVERNMENT OF NIGERIA
STATE EDUCATION SECTOR PROJECT (SESP)**

State: KANO

FIRST DRAFT OUTLINE

Component/Sub-Component Name:

**Strengthening LGEAs for Primary School Improvement
2007-2009**

Section 1 Sub-Sector Background

A Situation Analysis

The Quality of Primary Schooling

1 There are 3,700 primary schools in Kano State (public and private), excluding IQT schools.

2 It is acknowledged by State authorities that the quality of teaching and learning in primary schools is poor. Attention to access and quality in primary education is a key component of the draft Education Strategic Plan 2007-2015.

3 Data are contradictory and suffer from serious underestimation of the school age population but the draft ESP suggests that there are one million school age children who are not enrolled in primary education. For the children who are in school the gender parity index is 0.79 in favour of boys.

4 The problem of providing sufficient school places in the State system is illustrated by the pupil classroom ratio for basic education of 112.9. As the ESP notes, *many children are unable to access school due to lack of facilities in their local areas*. One consequence of this in urban areas is double-shift schooling.

5 The draft ESP proposes a target of 99% NER for basic education (taking this to mean the first six years of the basic cycle) by 2015. The plan also stipulates a completion rate of 99% by 2015. This means that in theory all grade 1 school age children should be in school by 2009 at the latest.⁵⁹

6 The draft plan recognises that to achieve this objective will require a combination of State, private, and community effort and partnerships with Islamic schools through a process of integration. It will also require, as the State Government recognises, the identification of those children who are specially disadvantaged in their access to education and specific programmes to meet their needs.

⁵⁹ This assertion depends to some degree on how the term completion rate is being used in the draft ESP. If survival rate is a proxy for completion then the relationship between enrolment and completion is different from that described in the text above. If completion means completion for all grade 6 age children then the relationship between enrolment and completion is as described.

7 There is no accurate primary school completion data. The 2005 EMIS Report estimates that primary school completion was 58% in 2005. However the 2004-05 baseline cited in the draft Education Strategic Operational Plan (ESOP) records a much lower primary school completion rate of 23.4% (17.8% for girls) suggesting very high drop out and low retention rates and, overall, low levels of system efficiency.

8 Transition rates at different levels of the school system also point to low levels of efficiency. The EFA Action Plan put the transition rate to JSS at only 23.5% in 2003, although the 2005 EMIS report (and the draft ESOP) puts the figure at over 45%. The draft Education Sector Operational Plan sets targets for completion and transition for the school year 2008-09. Primary completion is set to increase from 23.4% to 41% (17.8% to 38% for girls) and the transition rate from primary to JSS to rise to 70% from 45.3% (67% for girls from 38.7%).

9 An assessment of primary four and primary six pupils in Nigerian schools notes that overall Kano is slightly below the national average at the upper primary level but is around average at the mid primary level. Private schools score more highly than State schools.

10 A recent study suggests that the number of available textbooks for all eight subjects on the primary curriculum represent only 17% of the target of a Pupil Core Textbook Ratio (PCTR) of 1.00.⁶⁰ Nevertheless, primary schools with a PCTR of 2.8 are better placed than Junior Secondary Schools at 6.1.

11 Teachers are in short supply especially in the core subject areas of English, mathematics and science. The pupil teacher ratio in primary is 46.7 which is an improvement on 76.2 in 2002. But only 22% of primary teachers held the minimum qualification of the NCE in 2005. If a qualified pupil teacher ratio of 40:1 is the target within an EFA/UBE framework, Kano SUBEB estimates that an additional 30,000 teachers will be required. This represents a doubling of the existing primary school teaching force (qualified and unqualified).

12 Because Nigerian schools recruit specialist subject teachers there are dramatic shortfalls in the numbers of teachers with the requisite subject qualifications. The situational analysis suggests that the adjusted pupil teacher ratio – for example – of qualified primary science teachers is 1,700:1. Similar though lower figures exist for mathematics, English and Social Science. These very scarce teaching resources are almost certainly concentrated in urban areas.

13 Many schools are in poor repair or unusable. There are serious health and safety risks which detract from both attendance and learning.

14 These data and the combination of circumstances that they portray – aside from considerations of pedagogy and school management – means that the challenge of improving existing schools is substantive. Enabling schools and those agencies that are closest to schools to have the capacity, the resources and the authority to work together to improve schools and achieve the ESP targets underpins this outline proposal.

⁶⁰ SUBEB, 2005. *2004/05 Summary Report of EMIS* cited in the draft Situational Analysis.

Local Government Education Authorities

15 Local government is the third tier of government with legally mandated responsibilities to provide education services, specifically for primary and adult education. The Universal Basic Education Act (UBE: 2004) and the Kano State Universal Basic Education Board Act (2005) have elaborated these responsibilities with regard to primary education..

16 There are 44 LGEAs in Kano State with a total staff of nearly 5,000 people. They serve 3,700 schools (public and private), 1.5 million children, and more than 34,000 teachers. They also serve pre-primary and adult education. They are answerable to the Local Government Authority (LGA) administratively and to SUBEB operationally in terms of the services they provide directly to schools. These services should include:

- Infrastructure provision and minor school repairs
- Learning materials for primary, junior secondary and nomadic schools
- Recruitment of teachers and support staff up to Grade 6
- Recommendations to SUBEB on promotion and discipline of all teaching and non-teaching staff on Grades 7 and above
- Ensuring full enrolment and attendance in primary schools
- The payment of salaries for all primary school staff
- Day to day supervision and monitoring

17 The LGEAs vary in size in terms of the number of schools and teachers for which they are responsible⁶¹ but their structure is uniform. An Education Secretary is appointed by the Local Government Chairman and oversees four departments with responsibilities for school services, finance and supplies, planning, research and statistics and personnel management.

18 LGEAs are the part of public service delivery mechanisms that are closest to schools. In theory and in large measure in practice the professional staff of LGEAs have the most detailed knowledge of all of the schools in their locality; their quality, their deficiencies and their needs. LGEA staffs are regular visitors to schools especially in urban areas. The information that they gather through formal and informal visits and through the activities which they are able to undertake is collated and passed to SUBEB as way of identifying where needs are greatest.

19 However the ability of the LGEAS to encourage and support measurable improvements in the performance of schools is constrained for a number of reasons. Although the number of staff employed are not unreasonable relative to the numbers of school served, the capacity and professional knowledge and skills of the LGEA teams is limited. Most are ex-teachers with few opportunities to develop their own capacities to fulfil a different role from teaching. Secondly, although LGA funds are used to pay teachers through SUBEB there is little or no developmental money for school support and improvement activities in LGEA budgets. Thirdly LGEAS are poorly equipped and serviced. Fourthly, the appointment of staff to LGEAs for largely political reasons is not necessarily conducive to good management performance.

20 This outline proposal is about strengthening the capacity of all 44 LGEAs in ways that result in measurable improvements in teaching and learning in all of the primary schools which they serve in the period 2007-2009.

⁶¹ Data on each LGEA is held by SUBEB.

Policy Framework

21 The first draft of the Education Strategic Plan (ESP) and the incomplete first draft of the Education Sector Operational Plan (ESOP) that goes with it, set out an ambitious and important three year strategy for expanding equitable access and improving the quality of education at all levels of the system but with a strong focus on basic education.

On **Access** this includes:

- The development of a rolling three plan for the infrastructure in basic schools
- Partnership initiatives to strengthen private sector and community involvement in schooling
- An education gender strategy that encompasses scholarship programmes and the recruitment of female teachers
- Programmes on integration for the most seriously disadvantaged

On **Quality** this includes:

- A textbook strategy in place by mid-2007
- A review of curriculum implementation
- Teacher recruitment, deployment , development and welfare strategies
- A review of inspection and monitoring
- Guidelines on mother tongue policies

22 These and other proposals are all part of a single framework to improve primary education. The introduction of the changes which these new strategies will bring will be the primary responsibility of MoE and SUBEB but their implementation at the school level requires strong and regular support by LGEAs and their professional staff. This requires the strengthening of the LGEAs to undertake school improvement activities and to develop a performance based approach to their work which is judged by the quality of learning outcomes in the schools for which they have responsibility.

23 This outline proposal draws on the experience of visiting three LGEAs and of wider discussions with MoE and SUBEB staff.

24 It is based on the objective that there can be demonstrable change in schools in each LGEA over the next three years as a result of developing the overall capacity of each LGEA to play strong school support and advisory functions,

Scale and Risks

25 In assessing these initial proposals some sense of the scale of need in Kano is required. One recent estimate by an external consultant suggest that it will cost in the order of N400 billion (US\$3.1 billion) over ten years to achieve UBE and that the overall financing gap is well over half of the total sum. The funding gap in 2006 is put at N5 billion alone.

26 Given the level of the resources likely to be at the disposal of SESP across the three States of Kaduna, Kano and Kwara it is therefore important to be strategic and to build on existing systems and ways of working.

27 LGEAs are a well established part of the State government' education service

delivery mechanism but they are its weakest arm and have had little incentive to demonstrate good practice beyond following laid down procedures. They are not accountable for weak performance and although they can recommend change they do little at present to bring it about. Given this current situation there are risks therefore in trying to raise the game beyond established practice in a system where few judgements are passed on good or bad performance.

28 These risks can be obviated to some degree by a) offering all LGEA staff the opportunity to develop their skills and their knowledge b) by highlighting good practice across the State and c) by providing LGEAs with some financial resources to enable them to improve their practice.

SECTION 2 OUTLINE DESCRIPTION OF THE PROPOSED PROGRAMME

Development objectives and indicators

29 The objective of the proposed programme will be to a) strengthen the capacity of all LGEAs in Kano State to fulfil the functions and responsibilities which they are mandated to undertake and in so doing b) raise the measurable performance of all of the primary schools in each of the 44 LGEAs in Kano State by 2009.⁶² This performance will be assessed in terms of access, equity, efficiency and quality indicators to be developed under the programme as a hallmark of school improvement and will be consequent too on the outcomes of the quality and access studies which will be undertaken over the next 12 months under ESOP (see above) as these relate to school inputs (textbooks, teachers, infrastructure etc).

Outline of the Draft SESP LGEA School Improvement Programme

30 Subject to further development and finalisation of the ESP within Kano State, it is proposed that the LGEA school improvement programme should have five related components. These are:

- A. To undertake **a study of the workings of Local Government Education Authorities** in Kano State by the end of January 2007. The terms of reference for the study should include a) the current strengths and weaknesses of LGEAs in servicing and supporting public primary schools, b) identification of the primary capacity building needs of LGEAs and c) initial proposals on how LGEAs can work better to bring about school improvement.
- B. To **develop a comprehensive school improvement strategy and operational plan for all 44 LGEAs** by June 2007 drawing on the findings of the initial LGEA study. The strategy should a) establish – with MoE and SUBEB - school improvement targets to be achieved by 2009 b) cost and budget for LGEA interventions which cannot be met under existing financial allocations c) assign central co-ordination and management responsibilities for the programme, involving SUBEB and d) define in detail the role of LGEAs in implementing the strategy. A wide range of stakeholders should be involved in this process.

⁶² An alternative to be discussed at a design stage would be to limit the number of schools in each LGEA on which specific school improvement measures would be applied. Such an approach could be linked to new investments in textbooks, teachers and infrastructure envisaged under the ESP more generally.

- C The implementation, over a one year period beginning as soon as possible after June 2007 of an **LGEA capacity building programme** for all 44 LGEAs based on the findings of Study A (above). This programme will be based primarily in house, within LGEAs, with a strong focus on building the capacities of all LGEA staff to contribute to school improvement. The design of the programme should involve Kano State, Federal and external expertise. There is a strong case for involving a State, national or international institution in the design and the execution of the programme which should be fully funded by SESP. This component may require a full time TA funded programme manager.
- D The **implementation of the LGEA school improvement strategy** from 2007 to 2009 which can be run in tandem with the LGEA capacity building programme. The SESP programme should assist in the funding of LGEA school improvement activities (in addition to those currently funded by SUBEB). This will require strong accountability measures at school and LGEA levels. Areas of support will include advocacy, small scale infrastructure development, school and cluster based teacher development, new approaches to inspection and supervision, systematic data collection and analysis on teaching and learning and possibly scholarship support for the neediest, school feeding measures and stronger engagement with the school community.
- E An **evaluation of the programme at the end of 2009** designed to assess improvements in the quality of LGEA services and evidence of school improvement across the State against agreed State wide indicators.

Description of the programme

31 The basic implementation schedule is set out above. The mechanics of its implementation will need to be worked out within the State. Core responsibility for managing the programme could lie within MoE or more probably with SUBEB.

32 The TA team supported by the DFID component of SESP should be closely involved in the design of the programme with the State Government. Consideration should be given to a full time adviser for the first year of the programme (for the LGEA strengthening programme or the full project).

33 Procurement and accounting procedures should follow State systems but be monitored by the TA team.

34 A very provisional schedule of activities is set out in the implementation timetable that is attached.

35 Further management and implementation proposals are premature.

36 The implications of what is required financially as set out in the sections which follow are necessarily indicative.⁶³ Until the proposed studies have been completed specific requirements are uncertain. In addition, the sections that follow do

⁶³ The figures that are provided here will need to be adjusted to reflect local rates and rates paid under SESP to external consultants.

not follow the sequence of the categories as they are set out in the technical specifications proforma most of which are too detailed for the development of this particular proposal at this stage.

37 **Component A:** It is proposed that SESP should meet the full cost of the **study of Kano States LGEAs** except for those costs incurred through the use of Kano State staff time. An estimate of the cost for the study from design to publication assuming a three person team working for a minimum of six weeks at an average cost (including all overheads) of US\$500 a day is US\$45,000. This figure may be higher if all of the expertise that is employed is from overseas.

38 **Component B:** It is proposed that SESP should meet the full cost of advisory support (national or international) in developing a **comprehensive school improvement strategy and operational plan for all 44 LGEAs** that is consistent with and complementary to the strategies being developed under ESP and ESOP. Provision is made for three person months at a daily cost of US\$800 for a day for 60 days: US\$48,000.

39 **Component C:** It is proposed that SESP meet the costs of an **LGEA capacity building programme**. This should require the development of a tailored programme of LGA and State level activities for all members of each LGEA. This will need to be designed by an external agency in cooperation with State agencies and based on the findings of the studies (Components A and B). It is likely that it will require a mix of in house LGEA training, self-study module development, and school and school cluster based activities. The design of this programme could be put out to tender in Nigeria and overseas. A provisional overall budget is estimated at US\$500,000.

40 **Component D** cannot be costed easily at this point. Notionally, if the programme reaches out to 3,000 State primary schools⁶⁴ through 44 LGEAs there will need to be a funding component that enables LGEAs to undertake school improvement work over and above that which is currently possible and/or is undertaken by other agencies. If notionally this is calculated at US\$500 per school per year for three years the total cost will be US\$4.5million. But this approach and this calculation should await the outcome of the proposed studies and of wider policy discussion regarding the more direct flow of funds to schools and LGEAs.

41 **Component D**, assuming an external evaluation over three weeks at US\$800 per day for two consultants is costed at US\$24,000.

42 It is not possible at this stage to determine the types of specialist and consultancy services that will be required or the specifics of capacity building and training in advance of the findings of the two studies (**Components A and B**).

43 What can be suggested is that given the relative complexity of the proposed programme, there is a case for a full time TA adviser working with Kano State authorities to manage the process by which each of the components outlined above are undertaken and completed. This might be managed by the proposed CUBE TA team but in the first year it could be full time post. An estimated cost (subject to alteration by local knowledge) might be in the order of US\$300,000 for one year.

44 So at this stage a ball-park figure of US\$5.4 million over three years is put forward. But this depends on so many policy and practical assumptions that it should

⁶⁴ This figure is drawn from the draft ESP for public primary schools in 2005.

be used as the beginning of a discussion rather than the end product of detailed project development – which requires more study on the complex and related areas of school improvement and LGEA development.

45 This point also applies to where the locus for the oversight of the programme should lie within Kano State government. SUBEB would seem to be its natural home given SUBEB's responsibilities. It would in any case need to mesh this project within its overall development programmes.

46 A provisional outline implementation schedule and results framework is attached.

FIRST DRAFT OUTLINE FOR PROGRAMME IMPLEMENTATION TIMETABLE

PROJECT IMPLEMENTATION STEPS/ACTIVITIES	2006			2007				2008				2009				Responsible Unit/Agency
	Quarter			Quarter				Quarter				Quarter				
	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	
PROGRAMME DESIGN ACTIVITIES																To be determined
1. Commission and undertake a study of the workings of Kano State's 44 LGEAs																Provisionally SESP/CUBE in association with SUBEB
2. Develop a school and LGEA based school improvement strategy and operational plan																Provisionally SESP/CUBE in association with SUBEB
3. Recruit and appointment one technical adviser for one year																SESP/CUBE
4 Strengthening capacity institution identified, contracted and LGEA strengthening programme designed																SESP/CUBE
PROGRAMME IMPLEMENTATION																
5 LGEA capacity programme implemented																Provisionally SESP/CUBE in association with SUBEB
6 Implementation of school improvement programme																Provisionally SESP/CUBE in association with SUBEB
7 Evaluation of LGEA capacity development and school improvement programme																SESP/CUBE

Draft Results Framework

Strengthening LGEAs for Primary School Improvement 2007-2009

Project Development Objective (PDO)	Outcome Indicators	Use of Outcome
Significant improvements in the quality of teaching and learning in Kano's public primary schools by 2009.	<p>Agreed indicator targets that will include:</p> <ul style="list-style-type: none"> • School plans set; objectives attained • Improved assessment scores in core subjects for selected grades • Improved classroom practice – teacher attendance, good pedagogy • Good management of the whole school – health and safety indicators met • Regular community engagement and support 	The collation and analysis of evidence should highlight good practice and inform on-going education sector policy development.
Intermediate Results	Results indicators	Use of results monitoring
Component 1		
All 44 Local Government Education Authorities (LGEAs) develop the capacity to implement a time-bound, results oriented programme of school improvement in over 3000 schools	LGEA and personal work plans and annual reports record plans for and progress towards agreed school improvement targets.	Enables progress towards primary school improvement to be assessed across the State. Good practice and weaknesses can be identified and acted upon by LGEA and by school.
Component 2		
Implementation of a State wide school improvement programme.	School and LGEA term and annual reports signifying progress against agreed school improvement indicators	<p>Enables progress to be mapped against two of the six areas of focus of the Kano ESP 2007-2015 – access and quality</p> <p>After the first phase (2007-2009) plans can be adjusted to meet longer term objectives.</p>

ANNEX 7

PEOPLE MET

SN	NAME	DESIGNATION & ORGANIZATION
47	Abu Bashir	Director of Physical Planning, SMOE
48	Abdullah A. Yaro	Class Teacher, Kano State Inuwa Islamiya Primary School.
49	Abdullahi Sule	Permanent Secretary, State OS
50	Abdullahi Mohammed Duste	Executive, Kano State SPBEB.
51	Abdulkadir Sani Sadiq	Head of School Services, Minjibir Bayero Islamiya Primary School.
52	Abdullah Garba Yola	Director of Personnel Management, Research & Statistics, SMOE.
53	Abdullah Garba	Deputy Director of Private Institutions, Ministry of Budget & Planning.
54	Abdullahi Aikawa	Head Teacher, P.T.S. Yola Special Primary School Board.
55	Abdullahi Ibrahim	Head Teacher, Government Primary School, Ministry of Primary Education
56	Abdullahi	Director of Social Mobilization, SUBEB
11	Ayyuba Musa Umar	Head of Educational Foundation, Kano State College of Education.
12	Badamasi Adamu	Education Secretary, Ungogo LGEA.
13	Baffa Aminu	Director, Arabic & Islamiya Education, SOME.
14	Bashir Sabousara	Director Administration, State Agency for Mass Education.
15	Dahiru Ahmed Bichi	Director of Finance & Supply, SUBEB.
16	Dahiru G. Shakarau	Executive Secretary, Science & Technical Schools Board.
17	Dahiru Musa	Director of Administration, Ministry of Local Government.
18	Dahiru Sidi	Director of Training, Ministry of Local Government.
19	Danlami Garba	Deputy Director of Planning SMOE.
20	Ganbo A. Getso	Director of Planning, Ministry of Budget & Planning.
21	Habibu Ibrahim Yakasai	Head of School Services, Kano Municipal LGEA.
22	Hajiya Maimuna Kabiru Khali	Director of Educational Support Services, SMOE.
23	Hajiya Binta Na' Abba	Director of Administration, Kano State Scholarship Board.
24	Hajiya Hadiza Imam	Chairperson, Basic Education Association.
25	Habibu B. Ishak	Head of Personnel, Kano Municipal LGEA.
26	Hamisu U. Yakasai	Executive Director, State Agency for Mass Education.
27	Haruna Mohammed Shanono	Permanent Member 1, State Universal Basic Education Board.
28	Ibrahim Dayyabu	Education Secretary, Minibir LGEA.
29	Ibrahim Muhammedu	Executive Secretary, Kano State Scholarship Board.
30	Ibrahim Uba	Head Personnel, Minjibir LGEA.
31	Ismail Kabir	Sector Head (Education & Health), Ministry of Budget & Planning.
32	Jibrin Garba Fagge	Deputy Director of Statistics, SUBEB.
33	Lawan Garuba	Director of Academic Planning, Research & Statistics, SMOE.
34	Lawan Garuba	Student Affairs Secretary, AKCILS.
35	Lawan saji Rano	Executive Secretary, Guidance & Counselling Board.
36	Majib Ahmed	Supervisor of Schools, Ungogo LGEA.
37	Misbahu Aliyu Dogari	Class Teacher, Muhammadu Kabir Bayero Islamiya Primary School.
38	Mohammed Awwal Na'lya	Director of Administration, SMOE.
39	Mohammed Idris	Executive Secretary, Science and Technical School Board.
40	Mohammed Kabir Abdullahi	Head of Finance, Minjibir LGEA.
41	Mohammed Lawani Musa	Director Of Schools, SMOE.
42	Mohammed Nabate	Director, Office of The Special Assistant on ICT & Education.
43	Mohammed Nasir Ahmed	Provost, AKCILS.
44	Muhammed Tajudeen Ado	Head Teacher, Muhammadu kabir Bayero Islamiya Primary School.
45	Nasiru Ramadan	Head of Planning, Ungogo LGEA.

