

Federal Government of Nigeria - DFID Nigeria – World Bank

Final Report

Universal Basic Education Project

Output to Purpose Review

Date: 25 July 2005

Universal Basic Education Project Output to Purpose Review)

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Abbreviations

| | |
|---------------------|---|
| AAN | Action Aid Nigeria |
| AIST | Africa Institute of Science and Technology |
| BC | British Council |
| CBO | Community-Based Organisations |
| CBR | Community Based Research |
| CE | Cambridge Education |
| CLEDEP | Community Level Education Development Project |
| CPS | Country Partnership Strategy |
| CUBE | Capacity for Universal Basic Education |
| DFID | Department for International Development |
| DP | Development Partners |
| DPRS | Department for Policy, Research and Statistics |
| EDB | Education Date Base |
| EECDE | Early Child Care Development Education |
| EFA | Education for All |
| EMIS | Education Management Information System |
| ESSP | Education Sector Support Programme |
| ESW | Economic Sector Work |
| FBO | Faith Based Organisation |
| FGN | Federal Government of Nigeria |
| FME | Federal Ministry of Education |
| FY | Financial Year |
| GEP | Girls' Education Programme |
| GER | Gross Enrolment Rate |
| HD | Human Development |
| HIV&AIDS | Human Immuno-deficiency Virus and Acquired Immune Deficiency Syndrome |
| HOD | Head of Department |
| IDA | International Development Assistance |
| INSET | In-service Education and Training |
| JICA | Japanese International Co-operation Agency |
| JSS | Junior Secondary School |
| LEAP | Literacy Enhancement Assistance Program |
| LGA | Local Government Authority |
| LGEA | Local Government Education Authority |
| M&E | Monitoring and Evaluation |
| MDG | Millennium Development Goals |
| MTEF | Medium Term Expenditure Framework |
| NEEDS | National Economic Empowerment and Development Strategy |
| NEMIS | Nigeria Education Management Information System |
| NER | Net Enrolment Rate |
| NERDC | National Education Research and Development Commission |
| NETCOM | National Education and Training Steering Committee |
| NGO | Non-governmental Organisations |
| NIEPA | National Institute for Education Planning and Administration |
| NMEC | National Mass Education Commission |
| NPCU | National Project Coordination Unit |
| NPEC | National Primary Education Commission |
| NTI | National Teachers' Institute |
| OPR | Output to Purpose Review |
| OVI | Observable Verifiable Indicator |
| PCU | Project Coordination Unit |
| PEP | Primary Education Project |
| PIU | Project Implementation Unit |
| PR | Public Relations |
| PS | Permanent Secretary |
| PTA | Parent-Teacher Association |
| PTR | Pupil Teacher Ratio |
| RTL | Regional Team Leader |

| | |
|---------------|---|
| SA | State Adviser |
| SAGEN | Strategy for Accelerating Girls Education in Nigeria |
| SDP | School Development Planning |
| SDR | Special Drawing Rights |
| SEEDS | State Economic Empowerment and Development Strategy |
| SESP | State Education Support Project |
| SMC | School Management Committee |
| SMOE | State Ministry of Education |
| SPAC | State Project Advisory Committee |
| SPCU | State Project Coordinating Unit |
| SPEB | State Primary Education Board |
| SSEA | Senior State Education Advisor |
| SSS | Senior Secondary School |
| SUBEB | State Universal Basic Education Board |
| SWAp | Sector Wide Approach |
| TA | Technical Assistance |
| TAMC | Technical Assistance Management Consortium |
| TL | Team Leader |
| TOR | Terms of Reference |
| UBE | Universal Basic Education |
| UBEC | Universal Basic Education Commission |
| UBEP | Universal Basic Education Project |
| UNDP | United Nations Development Programme |
| UNESCO | United Nations Education, Science and Cultural Organisation |
| UNICEF | United Nations Children's Emergency Fund |
| USAID | United States Agency for International Development |
| WB | World Bank |
| WEF | World Education Forum |

Universal Basic Education Project Output to Purpose Review

Executive summary

Introduction

This OPR is unusual insofar as it attempts to produce three outcomes under the banner of a single review. First there is a performance-to-date review of the DFID-sponsored Capacity for Universal Basic Education project (CUBE); secondly there are proposals for re-focussing CUBE in order to meet the project purpose; finally, and in a separate but linked strand, there is a new initiative to restructure the project to accommodate the lead States soon to be identified and supported by the new DFID-WB country strategy. This added extra layers of complexity to what is already a complex education sector.

Chapters 1, 2, 3

These introductory chapters provide:

- the background, process and constraints of the OPR (Chapter 1);
- the significance and legality of UBE and its relation to EFA within Nigeria's education sector (Chapter 2);
- an outline of how the WB/DFID-sponsored UBE Project aims to support UBE through the IDA credit (Chapter 3).

Chapter 4

Chapter 4 is the main OPR in which the performance of CUBE, the DFID component of UBEP, is assessed in terms of whether the project purpose will be achieved if CUBE continues its present operational approach.

Findings:

- CUBE is generally well managed with clear job descriptions, virtually all technical assistance are in place and reports are produced on time.
- The initial decision by TAMC to adopt an action-research approach to capacity building was taken at the expense of developing shorter-term but potentially high impact capacity improvements in State planning and procurement skills. It is surprising that this approach was not questioned at the time, by advisers to TAMC, DFID and World Bank.
- Following the DFID-led March 2004 OPR, clear pointers were provided to TAMC as to how it was expected that CUBE should be more strategic in its engagement, especially at State level; advice which was not taken in full. This, taken in conjunction with the broad initial direction of CUBE, has resulted in poor progress towards achieving some of the major logframe outputs, especially in improved capacity in UBE planning and procurement (contributing to a very low – 9% - take up of the IDA credit to date).

- The managerial and technical skills of the team leader would have served CUBE better had he spent a greater proportion of his time within NPCU.
- The relatively successful outputs in the areas of HIV/AIDS and EMIS at federal ministry and agency levels have yet to be adequately rolled out to and consolidated in the States.
- While CUBE has been careful to ensure that it is addressing the logframe outputs, the hitherto bias of its approach towards community sensitisation makes it difficult to be confident that by the end of the project (March 2008) the outputs will achieve the project purpose.

These comments are amplified in Chapter 4 and in the matrix in Annex D.

In relation to the OPR, the team recommends the following:

| | <i>Specific Recommendation for refocusing CUBE</i> | <i>Action by</i> |
|---|---|-------------------------|
| <i>Arising from CUBE OPR (Annex D)</i> | | |
| 1 | Ensure that, for improved effectiveness and impact, CUBE operates at a higher and therefore more strategic level than hitherto | WB/DFID/TAMC |
| 2 | Provide greater emphasis on shorter-term, higher-impact inputs to capacity building in planning, financial management, procurement, implementation and monitoring at both State and federal levels | TAMC/CUBE |
| 3 | Do not use CUBE funding to extend the present activities of CLEDEP other than for monitoring CLEDEP outputs to date and for a 'synthesis of research findings' report to be disseminated to interested stakeholders (thereafter no further CUBE funding should be available for CLEDEP expansion) | WB/DFID/TAMC |
| 4 | Use the considerable resource and research data generated by CLEDEP and other community activities to accelerate the development of SMCs and their central role in articulating community priorities for education and ensuring that school comply with these priorities | TAMC/CUBE |
| 5 | Provide training to head teachers and relevant LGEA staff in School Development Planning and approaches to school-based internal review and development (including teacher development), linked to Self Help (UBEP) | TAMC/CUBE |
| 6 | Collaborate with other stakeholders (including development partners and NGOs) and projects (specifically GEP and COMPASS) in order to ensure consistency of approach and efficiency gains when identifying initiatives for improving equity, access and quality for UBE | TAMC/CUBE |
| 7 | Conduct a performance and financial audit of NIEPA with immediate effect (in line with the broader recommendations in Annex E) | TAMC |

| | | |
|---------------------------------|---|-----------|
| Gender (Annex H) | | |
| 8 | Ensure that gender and other equity issues are taken into account when building capacity in State and School Development planning | TAMC |
| 9 | Ensure that project benefits are distributed on an equitable basis | TAMC |
| Planning (Section 4.3) | | |
| 10 | Improve forward planning (operational and financial) and present plans to the Project Management Meetings for discussion and approval. | TAMC |
| Monitoring (Section 4.5) | | |
| 11 | Establish a baseline for 2005/06 that is in line with the proposals in Chapters 5 and 6 | TAMC/CUBE |
| 12 | Produce a simplified, streamlined and considerably reduced project reporting format, that will be easy to complete, that will work at all levels and that emphasises outputs and potential outcomes | CUBE |
| 13 | Place CUBE project monitoring within UBEC's Monitoring and Evaluation Directorate with a view to developing shared systems and to reconciling national and project M&E systems | UBEC/CUBE |
| General | | |
| 14 | Consider the name of CUBE with a view to bringing it more into line with UBEP. E.g. why not UBEP (Capacity)? | TAMC |

Chapter 5

Chapter 5 addresses the forward-look requirements of the TORs and is recommendatory in nature. The team consider that TAMC should remain as the project managing agency but that it must change its approach in the light of its generally weak (or unfocussed) past performance, the new paradigms being developed under the CPS, including the addition and extra focus on the SESP Lead states, and the urgent need to make quality basic education available to a greater proportion of children. In brief, chapter 5 recommends:

- Removal of the present state advisers from the 16 States, and their replacement in about 6 of the States, to be known as UBEP+ states, by strategically placed Senior State Education Advisers (SSEA);
- Under an additional, essentially different engagement strategy, there will be new provision for small teams of higher level strategic full-time TA support, to a limited number of Lead States that will be identified under the CPS, mainly through the SEEDS benchmarking process ;
- Concentration within UBEC of technical assistance in a central pool whose services can be called down by any of the 16 UBEP States or the Lead States;

- Provision of strategic oversight of the TA at the highest level of the FME by a Senior Federal Education Adviser (SFEA);
- Design, development and implementation of a school facilities programme for the cost-effective sustainable delivery of classrooms, toilets, furniture and textbooks on the basis of local demand and, where viable, local supply;
- Provision for a series of immediate short-term studies to illuminate the following: NIEPA performance, Synthesis study of CLEDEP/CBR; SWAp feasibility; Institutional Frameworks; Capacity Assessment and BASE Line in SESP States; PER – WB, ESW/Knowledge Economy – WB.
- Development of a common monitoring system.

These recommendations are spelled out further within Chapter 5, which is supplemented by Annex G, in which conditions for SWAps are discussed in relation to SESP.

1 INTRODUCTION

1.1 OPR Process

- 1.1.1 In September 2003 an IDA-funded, World Bank-supported Universal Basic Education Project (UBEP) was launched in 16 States¹ and in 8 national education parastatals to assist the development of the Federal Government of Nigeria (FGN) universal basic education (UBE) programme. Simultaneously, as a complementary component of UBEP, the Capacity for Universal Basic Education project (CUBE) began a six month inception period as part of a 5-year project due to conclude in August 2008. CUBE is funded by the Nigeria office of the UK Department for International Development (DFID) and is managed by a DFID-appointed Technical Assistance Management Consortium (TAMC) comprising Action Aid Nigeria (AAN), Cambridge Education (CE) and, as lead partner, the British Council (BC).
- 1.1.2 The goal of CUBE is UBE in Nigeria and its purpose is the development and implementation of sustainable State programmes for UBE in 16 States with priority given to educationally disadvantaged LGAs. To achieve this purpose, CUBE is expected to deliver five specific outputs:
- i) Enhanced State and Local Government planning, management and monitoring of UBE on a sustainable basis;
 - ii) Strengthened school management through Local Government and community participation;
 - iii) Innovative state-based approaches for improving access, quality and equity;
 - iv) State and UBE strategies incorporate HIV/AIDS awareness and prevention, planning for impact, and basic education provision for orphans;
 - v) Strengthened Federal capacity and systems to finance and support UBE programmes
- 1.1.3 The first four outputs listed above correspond to the indicators and targets for Component 1 of UBEP and the fifth supports Component 2. The achievement of the CUBE purpose is therefore linked to the indicators and targets of UBEP. This is explained further in Chapter 4.
- 1.1.4 As part of its internal monitoring and evaluation process, DFID requires that the projects and programmes that it funds should undergo periodic assessments of performance: output to purpose reviews (OPR) in which project outputs are assessed as to whether they will achieve the project purpose. The Terms of Reference (TOR) for this OPR are at Annex A.

¹ Bayelsa, Benue, Borno, Ebonyi, Ekiti, Enugu, Imo, Jigawa, Kaduna, Katsina, Lagos, Niger, Oyo, Plateau, Rivers, Taraba

1.2 OPR Scope and Limitations

- 1.2.1 Three outputs are expected from the OPR (Box 1.1). The primary output is the OPR itself, i.e. an assessment of CUBE performance to date. Two secondary outputs are the provision of an outline framework for taking UBEP forward, particularly in view of an expected restructuring of UBEP to accommodate a reduced number of States in future, and how this may be effectively monitored.

Box 1.1: OPR Outputs

Output 1 (Primary); Undertake an Output to Purpose Review of CUBE and to determine progress towards the achievement of Purpose and its effectiveness to date in support of the FGN's UBE programme at both federal and state level.

Output 2. (Secondary); Provide an outline framework for the proposed new Education project, ESW, and TA which will include a framework for the development of a common strategy for monitoring and evaluation.

Output 3. (Secondary); Review the appropriateness of the current outputs and activities as stated in the project document and make recommendations on how best these can be adjusted to satisfy existing and new commitments arising from the restructuring of UBE Project and the proposed implementation of new education projects, thereby ensuring that the project purpose/ development objective is achieved.

- 1.2.2 The OPR was conducted during the period 20 June to 4 July by a team of 5 national and 4 international members (Box 1.2).

Box 1.2: OPR Team

| | | | |
|------------------------|---------------|--------------|----------|
| Sulleiman Adediran | Consultant | SAA Consults | Nigerian |
| Chinyere Agabu-Ekwue | Exec Officer | NPCU | Nigerian |
| Patricia Akhigbe | Exec Officer | NPC | Nigerian |
| Richard Hooper | Consultant | LDP | British |
| Charles Kirkcaldy (TL) | Consultant | DFID | British |
| Murray Macrae (TL) | Consultant | MMD | British |
| Uche Offiah | Dep Dir (Ed) | NPC | Nigerian |
| Philip Yissa | Dep Dir (M&E) | UBEC | Nigerian |
| Tanya Zebroff | Ed Specialist | World Bank | Canadian |

- 1.2.3 **Methodology:** OPR assessment was based on a literature survey, on interviews with key stakeholders and on brief visits to institutions. Annex M contains the OPR schedule of visits and work programme.

1.2.4 Limitations of the OPR evaluation are listed below:

- a) Coming to grips with the complexity of both the UBEP/CUBE programme and the Nigerian educational context made inroads on the time allocation.
- b) Visits to States, institutions and communities were brief and were necessarily restricted to a small sample. As with all such techniques, there is no guarantee how representative the sample is.
- c) Lack of reliable statistical data

2 UNIVERSAL BASIC EDUCATION

[An extended version of this section appears at Annex K]

2.1 Background

2.1.1 The Universal Basic Education (UBE) Programme was launched by HE the President of the Federal Republic of Nigeria, Chief Olusegun Obasanjo, on 30 September 1999. UBE was then and still remains a flagship programme and political commitment of the Federal Government of Nigeria (FGN). The achievement of UBE will ensure that every Nigerian child has an opportunity to benefit from basic education, will enhance literacy rates and will strengthen economic sector work (ESW) in the country as a whole. The first national intake of primary pupils for the programme enrolled in 2000/2001. The UBE programme is in line with the World Education Forum (WEF) Education for All (EFA) goals for 2015, which themselves complement the Millenium Development Goals (MDG) for education. The FGN is a signatory to both EFA and the MDG.

2.2 UBE and Development Partner Support

2.2.1 The implementation of the UBE Programme is an example of collaboration between the Federal, State and Local Governments on the one hand; and the development partners (DP) on the other. International support to UBE includes:

- The World Bank (*currently through an IDA credit that finances Universal Basic Education in the 16 UBEP States; previous support to a girls' education programme in 7 northern states*)
- UNICEF (*notably through application of the SAGEN strategy and project management of the GEP project - also through water, health and sanitation support in 3 LEAs in each of the 37 states*)
- UNESCO (*through appropriate studies and acting as a focal point for education sector research*)
- DFID (*currently through support to CUBE in FME and those 16 states supported by WB; financial support to the girls' education (GEP project); previous support to the Expanded Life Planning Education Programme in Oyo and the Community Education Project in the five states three of which were in the north-east*)
- JICA (*assistance in school construction; strengthening of mathematics and science education in primary schools*)
- USAID (*the LEAP literacy project in 3 states; COMPASS which emphasises girls' education*)

2.2.2 The above DPs meet regularly to develop partnership principles of co-operation and collaboration and to ensure that they provide integrated support to the Universal Basic Education sub-sector. The World Bank and DFID have recently conjoined their support to Nigeria through a Country Partnership Strategy (CPS) agreed in June 2005.

2.3 The Government UBE Programme

2.3.1 The UBE Act of 2004 provides a legal and operational basis for implementing the government's UBE programme. The Act made provision for the establishment of the UBE agencies at the three tiers of government level:

- a) Universal Basic Education Commission (UBEC)
- b) State Universal Basic Education Boards (SUBEBs)
- c) Local Government Education Authorities (LGEAs)

2.3.2 At federal government level the Act stipulates that the UBE Commission (UBEC) should:

- formulate policy guidelines for the successful operation of the UBE programme in the Federation;
- prescribe the minimum standards for basic education throughout Nigeria in line with the National Policy on Education and the directive of the National Council on Education and ensure the effective monitoring of the standards;
- monitor Federal inputs into the implementation of basic education;
- co-ordinate the implementation of the universal basic education related activities in collaboration with non-governmental and multi-lateral agencies;
- liaise with donor agencies and other development partners in matters relating to basic education;
- support national capacity building for teachers and managers of basic education in Nigeria;
- carry out mass mobilization and sensitization of the general public and cater into partnerships with communities and all stakeholders in basic education with the aim of achieving the overall objectives of the Compulsory Free Universal Basic Education in Nigeria.

2.3.3 At State level, State governments should:

- Formulate policies for UBE in their states.
- See to the day-to-day running of the programme in their states.
- Recruit, discipline and promote teachers on grades 07 and above.
- Pay the salaries of junior secondary school teachers.
- Establish and maintain State Primary Education Boards and other state level UBE agencies.

2.3.4 At the Local Government level, LGEAs should:

- Establish and maintain Local Government Education Authorities in their areas.
- See to day-to-day operations of the programme in their areas.
- Recruit, discipline and promote teachers and other primary school level staff in their areas.
- Pay the salaries of primary school teachers in their areas.

Federal and State Roles

2.3.5 It should be noted in the above that there are clear demarcations between the roles of the Federal and State governments. Although the UBE law has been established at a national level, each State government is constitutionally at liberty to establish its own laws and procedures with regard to the development of UBE. In essence, the

Federal government takes an advisory and enabling stance while the onus and responsibility for implementation rest with the State Governments.

2.4 Challenges and Constraints on UBE

2.4.1 There are a number of economic, institutional and capacity constraints that are currently presenting challenges to the successful implementation of the UBE programme. In brief:

- **The curriculum:** How can the curriculum be broadened, especially at JSS level, to cater for broader diversification as envisaged by the basic education program without recourse to curriculum overload?
- **Teacher-factors:** What can be done with regard to the provision of good quality, committed teachers for each level of the basic education programme?
- **Organisation and Management:** To what extent will the present organisation and management of schools affect the implementation of the envisaged reform? What can be done to ensure appropriate organisation and management of schools in the context of the new UBE?
- **Funding:** How can the demands for curriculum, teacher, and organisation and management of the UBE programme be effectively funded? What options are there for efficiency gains and/or alternative sources of funding?
- **Quality Issues:** What strategies are needed to enhance and maintain the quality of basic education delivery?
- **Post-Basic Education:** When and how does planning for post-basic education begin? Are there post-basic structures (other than the normal SSS) on the ground? What do we need to do to ensure that they exist?

3 THE UBEP PROJECT

The World Bank's education strategy in Nigeria emphasises assistance to the most vulnerable and promotes more access, better quality and equity. The focus is on support for "Education for All" (EFA) which includes one of the MDG goals, to provide Universal Primary Education by 2015. In addition, WB acknowledges the strong and growing demand for post-primary education and training provision and a critical mass of post-primary graduates as a prerequisite for economic growth and social stability.

3.1 UBEP Project Design

- 3.1.1 The UBE programme is financed by the government, World Bank IDA credit and DFID. The Universal Basic Education Project (UBEP) was designed to support States' and Federal governments' capacity to manage and implement the UBE programme and achieve universal basic education (UBE). The Project has two main components: (a) State Component, providing US\$5 million to each of the 16 participating States; and (b) Federal Component, providing about US\$ 25 million to the Federal Ministry of Education and up to 11 selected Federal agencies. It is being implemented by the 16 States' education services and the Federal Ministry of Education (through the UBE Commission, UBEC).
- 3.1.2 The State component focuses on:
- 1) institutional strengthening, including support for the Education Management Information System (EMIS) development;
 - 2) increasing the quality of schools, which includes upgrading of physical infrastructure, teacher training and learning materials;
 - 3) increasing access to education through innovative approaches and direct support to communities through self-help.
- 3.1.3 The Federal component focuses effective implementation of the UBE program, requiring strengthening of the capacity of key federal institutions responsible for policy development, and training of education planners, managers, and policy makers at all levels of the educational system. Capacity development activities include the areas of interaction between HIV/AIDS and education; institutional strengthening of the National Institute for Education Planning and Administration; collection, and analysis of education data, studies and statistics through a State EMIS, support for the finalisation of a National Action Plan - based on the EFA goals; and reform of the Inspectorate.
- 3.1.4 The IDA Credit for the UBE project was approved by the Board of the WB in September 2002; and signed in May 2003. The state component was declared effective on 10 November 2003, while the Federal Component was declared effective only on 20 May 2004. The Closing Date of the Credit is 30 June 2008.

- 3.1.5 The original credit amount was SDR 76.3 million (US\$101 million equivalent), of which about 9% has been disbursed to date. The overall implementation progress of UBEP is **unsatisfactory** due to the lack of disbursement and weak institutional capacity.
- 3.1.6 In the first 12 months of implementation, most States focused on establishing the offices for the Project Coordination Unit (PCU) and the Project Implementation Unit (PIU), providing training in procedures and computer skills, and procuring some office equipment, vehicles.

3.2 The UBEP partnership

- 3.2.1 Capacity strengthening at federal and state levels requires significant technical assistance to support the funding provided through the IDA credit. As part of the harmonised approach to development in Nigeria, the World Bank and the Department for International Development (DFID) are working in partnership, under the guidance set out in the Country Partnership Strategy (CPS, June 2005). Education is a key sector within Human Development and in order to achieve a complementary and effective methods to provide capacity strengthening within the Ministry of Education and to achieve the UBE project goals, (DFID) aligned the provision of its £12.5 million (US\$22 million) package of technical assistance (from March 2003 to December 2008) to the overall goals of the UBE project. This integration of technical assistance is an important aspect of the UBE project and highlights how effective donor harmonization can be in creating projects that with flexibility to adapt to the Government's specific needs within a state.
- 3.2.2 A key constraint in the DFID/ World Bank/ FGN partnership has been lack of effective communication at all levels. There have been many staff changes with little handover; gaps between handovers, lack of sufficient updating on progress and changes to the UBE project timelines, and delays in receipt of information. All of these communications challenges have been tackled in the last 3-4 months and there is greater clarity and coordination between all the partners supporting the UBE project. Now, 14 of the 16 states regularly use email for the interactions with the bank, and face to face meetings are being held regularly, although this is still a priority in moving the project forward.

3.3 Progress towards achieving the purpose of UBEP

- 3.3.1 The purpose, or development objective, of the UBE project is to "support the Government of Nigeria's plans to implement a program to achieve UBE and to increase the capacity of states and local governments to manage and implement the UBE program effectively and efficiently". The goals are to assist states and local governments to establish and manage schools with local participation and to build capacity in critical skills such as budgeting, participatory planning, financial management, procurement, and project implementation.
- 3.3.2 Progress towards achieving the development objective is hampered by lack of strategic vision or planning at the State level for the education sector. This is compounded by weak implementation

capacity and no strategy for strengthening that capacity. Further obstacles include some delays in the WB procurement and financial management procedures as well as high staff turnover and insufficient and ineffective monitoring and evaluation systems.

3.4 Economic Sector Work (ESW) and future World Bank projects funded through IDA

3.4.1 At the Government's request, the Bank will support the government in the next year, with the development of State Education SWAp projects for 3-6 selected Lead States; and (b) two sector study reports related to economic sector work (ESW).

3.4.2 The ESW reports will have two key foci:
 (1) Education Public Expenditure Review;
 (2) Post-Basic Education and the Knowledge Economy.

3.4.3 The Education public expenditure review will focus on basic education. The study on Post-Basic Education and the Knowledge Economy will focus on Science and Technology at secondary and tertiary education levels. It will also support the Africa Institute of Science and Technology (AIST) in cooperation with the Nelson Mandela Initiative, because the government is strongly interested in establishing an international campus in Nigeria under this initiative. In FY07 the Bank will deliver a Federal lending operation for Post-Basic Education and the Knowledge Economy, and another Education State SWAp project, with the remaining selected Lead States.

3.5 Restructuring of WB UBEP

3.5.1 It was decided in February 2005 to restructure the UBE Project to address problems arising from low take up of the IDA Credit during 2004 by the UBEP States, a matter of concern to both the FME and the WB. Delays in project implementation at both State and Federal levels arose from meeting the counterpart funds requirement and from weak implementation capacity, especially in planning and procurement.

3.5.2 The first stage in the restructuring process required the States to improve the quality and effectiveness of implementation and show reasonable progress in disbursements. Conditions will be relaxed in order for this happen: e.g. an increased amount will be placed in the Special Account to enable quicker more flexible disbursement; the counterpart funding requirement will soon be removed and States will be allowed to use up to \$2 million for Self-Help activities.

3.5.3 The restructuring re-allocated the US\$5 million reserved for each of the 16 States by making access to these funds more competitive, and added the Federal Capital Territory as a beneficiary of the UBE IDA credit. Failure by UBEP States to achieve disbursement goals by December 2005 will result in a reduction of the State loan from \$5 million to \$2 million. The surplus \$48 million will be made available to the more progressive States: i.e. those who can make a good case for using extra funding beyond the \$2 million.

4 OUTPUT TO PURPOSE REVIEW OF CUBE

4.1 CUBE design

- 4.1.1 The Capacity for Universal Basic Education (CUBE) project is the name of the capacity-building component of the Universal Basic Education Project (UBEP) which was designed in outline form and subscribed to jointly by DFID and the World Bank in late 2002². The DFID Logframe (Annex B) and the WB Project Design Summary framework (Annex C) summarise the two UBEP project documents.
- 4.1.2 CUBE is a diverse project with activities in 6 LGEAs in each of 16 States and in 6 governmental and parastatal institutions. Through broader UBEP, EDB and HIV/AIDS activities, CUBE also has influence and an effect in all of Nigeria's parastatals and 37 States. As such, therefore, CUBE is a complex, ambitious and wide-ranging project.
- 4.1.3 CUBE design is based on the DFID (August 2002) *TOR for Managing Consultants of UBEP* which, in addition to containing the DFID Logframe and the WB Design Summary, defined the **goal** of UBEP as:

Universal Basic Education in Nigeria

and its **purpose** as

The development and implementation of sustainable State programmes for UBE in 16 States with priority given to [6] educationally disadvantaged LGAs [in each State].

- 4.1.4 Of relevance to this OPR, the achievement of the purpose was *to be assessed through the indicators and targets of the World Bank project* (our emphasis). The WB UBEP indicators highlighted (i) improved quality of State plans, (ii) spending targets for basic education of at least 50% of the overall Federal, State and Local Government education budget, (iii) increased parental involvement and community participation in schools and in education (see Annex C).

Issue arising:

During CUBE to date, greatest emphasis has been placed on increasing community participation through action research approaches. Until March 2005 there was relatively little improvement in State planning or assistance with meeting spending targets. An outcome of this is that States generally did not receive adequate capacity building in the preparation of acceptable planning and procurement documentation. As a result there have been delays in releasing funds that would ultimately benefit the communities.

- 4.1.5 After a delay of about one year following project design, a Technical Assistance Management Consortium (TAMC) was contracted in September 2003. The TAMC comprised the British Council (lead

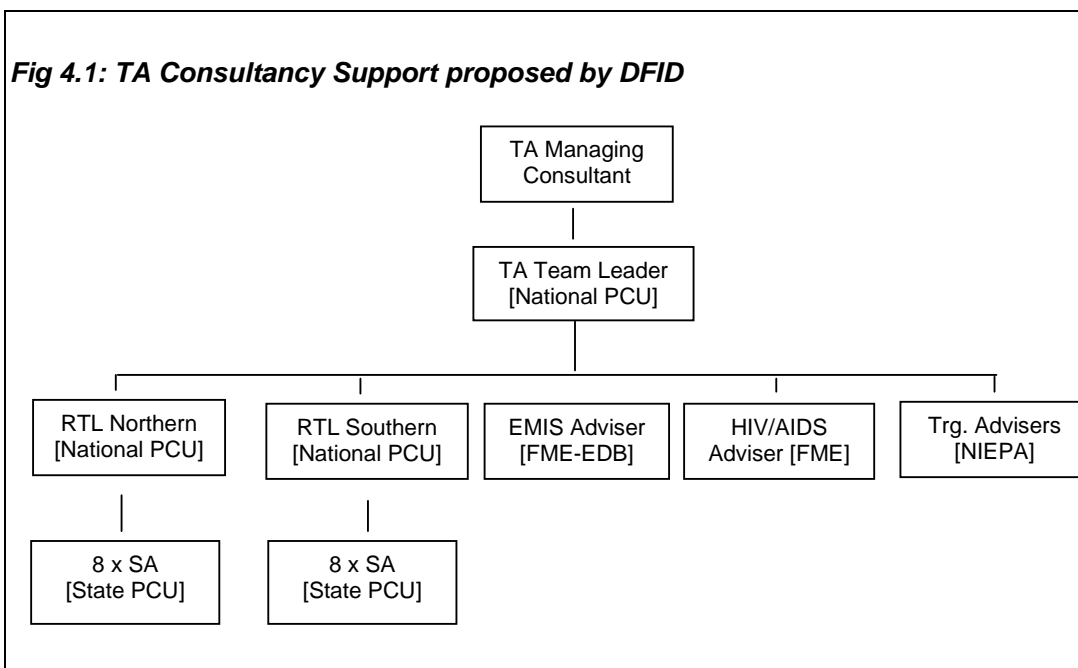
² DFID Project Submission for UBEP (DFID, September 2002, revised December 2003); World Bank Project Appraisal Document for UBEP (August 2002)

partner), Action Aid Nigeria (AAN) and Cambridge Education (CE). Following an inception period (September 2003 – March 2004), the TAMC proposed (and it was accepted) that the acronym CUBE would ‘distinguish [the] project from the main government UBE programme’ (CUBE Inception Report, March 2004).

Issue arising:

This marked an early instance of distancing capacity building from UBEP. A decision that may have subsequently created, or at least added to, some of the confusion that now appears to exist between the roles of CUBE and UBEP in the minds not only of the State beneficiaries but also, to some extent, of the State Advisers (SA), technical assistance (TA) and TAMC itself.³

- 4.1.6 In line with the suggested structure for long-term TA consultancy as provided by DFID in the UBEP TOR (Fig 4.1), the majority of consultants, team leaders and 6 of the 16 State Advisers (SA) were in place by end of the inception period, March 2004, which marked the commencement of the main phase of the project. It was not until September 2004 that all of the SA were appointed and in post



Issues arising:

- a) *The DFID proposal did not position the structure in a sufficiently strategic place within the FME/Governmental hierarchy.*

³ On the issue of ‘naming’ and badging, it was noticed that CUBE vehicles display a ‘British Council’ card prominently on the dashboard. It is appreciated that this is to ease passage through police check-points. However it also gives the impression that CUBE is a BC operation. It would be better to use a similar FGN sticker with the logo of Nigeria.

- b) *However, Fig. 1 was merely a DFID **suggestion** and as the project proceeded, alternatives should have been considered by DFID/WB/TAMC to the TA structure which would have ensured that the team leadership had greater influence and presence in the FME than at the level of the NPCU.*
- c) *In effect, Fig 1 became the CUBE model for long-term TA that was in place at the time of the OPR.*
- d) *The Recruitment and selection of the SAs was not a straightforward task.*
- e) *Although all State Advisers were placed professionally within the State PCU/PIU, there was generally a lack of office space and their actual location varied from good offices (in two cases) and 'lurking in corridors' (reported). Reporting lines varied across States: sometimes to the Governor, to the PS and/or to the Director of the DPRS. Their role and initial skills-development tended towards building community research capacity rather than improving state planning and providing assistance with meeting spending targets.*
- f) *Only one TA was appointed to NIEPA, the rest of the inputs being covered by short term TA.*
- g) *The National TL and, when not in the field, the RLTs appeared to have spent considerably more of their time in the British Council office than in the NPCU where their presence might have had more impact.*
- h) *There were other possibly better locations for the national TL than the NPCU.*

4.2 Progress towards achieving the UBEP purpose

- 4.2.1 The OPR Team assessment of CUBE performance against the five UBEP Logframe outputs in the original logframe, together with a marking against each of the OVIs, is summarised in Annex D. A brief gender assessment is provided at Annex H
- 4.2.2 In March 2004, a DFID internal review of CUBE, led by the then HD Team Leader, Kemi Williams, raised concerns that were very similar to those in the preceding paragraph. The team provided clear pointers as to how CUBE should be more strategic, especially at State level. Whereas there has been some improvement in the intervening period, the general response from TAMC to this advice appears to have been highly defensive with some particular recommendations not acted upon.

Issues arising from Annex D:

At a very early stage of CUBE inception the TAMC decided to adopt a bottom-up approach to capacity building by concentrating on longer-term community sensitisation and education ownership based on an action research approach. This approach was at the expense of shorter-term but potentially high impact capacity improvements in State planning and procurement skills. One outcome of the TAMC decision is that it has resulted in very slow progress towards achieving

some of the major logframe outputs, particularly in the areas of UBE planning and disbursement of UBEP benefits: a situation that has only begun to be rectified in recent months (since March 2005). Therefore, while CUBE is undoubtedly addressing the project outputs; the hitherto over-emphasis on community research makes it difficult to be confident that by the end of the project (March 2008) the outputs will achieve the project purpose.

The relatively more successful outputs in the areas of HIV/AIDS and EMIS at federal levels now need to be rolled out to and consolidated in the States.

4.3 Project Management

Structure:

- 4.3.1 The British Council has overall contractual responsibility for the delivery of the CUBE project to the client DFID, whereas CE and AAN are supporting the process as sub-contractors through the provision of short term TA to NIEPA and CBR/CLEDEP respectively. Communications on management (contractual) issues are between TAMC and DFID, but CUBE being a component of UBEP, professional issues are reported to the WB through the WB/DFID Education Adviser located in the WB office.

Reporting (Contractual):

- 4.3.2 All long term TA (i.e. state-based) are expected to report to their respective Permanent Secretary with the exception of the NIEPA-based TA who reports to the Executive Director of the institute. The advisers are also expected to report professionally to the team leader. All consultants are expected to produce brief monthly progress reports for TAMC and their respective HoDs. Concise consolidated quarterly progress reports are to be submitted to DFID/WB and NPCU on a quarterly basis; in addition to an annual work plan. A monthly financial report showing expenditure to date, together with planned and committed expenditure has to be sent to DFID and copied to NPCU and the DFID/WB Education Adviser.
- 4.3.3 It was proposed in the original Project Submission that the oversight of the project would be entrusted to a Project Steering Committee, which would be established as a sub-committee of NETCOM and would meet quarterly.

Reporting (Actual):

- 4.3.4 Linkages between the management consortium partners have been good with most of the short-term TA inputs being appropriate and provided in a timely manner. Consultants are selected with the approval of the FME or benefiting Agency and their mission reports circulated immediately after completion of the assignment.
- 4.3.5 The system of long term consultant progress reporting is well defined and reports produced and circulated in a timely manner. However more needs to be done to improve the quality of the reports, making them more focused on progress towards outputs with clear performance targets, instead of the current practice of listing activities. A monthly invoice listing expenditure over the period and requesting reimbursement is prepared by TAMC, sent to DFID Contracts Department (East Kilbride) and copied to DFID (Nigeria). The monthly financial report as contractually required is not being issued and its absence creates difficulties for DFID(N).

Planning:

- 4.3.6 Forward planning (quarterly and annual) is weak and this limits opportunities for the clients (DFID/WB/FME) to provide informed inputs on project direction.
- 4.3.7 Planning, progress and implementation issues are discussed on an operational basis at the monthly Project Coordinating Meetings, and more formally at the Project Management Meetings and the broader NETCOM meetings. The project management structure, which allows for timely participation by key stakeholders, has been improved in recent months and now appears to work satisfactorily.

Relations with UBEC Partners:

- 4.3.8 In addition to supporting capacity development, the training courses provided by CUBE to SMEs, FME and Agencies have raised their profile and contributed to good relationships. However, CUBE have been less successful in the development of a healthy partnership with DFID, WB and to a lesser extent NPCU and UBEC. The origins of the dissatisfaction expressed by these partners arose initially through the failure of DFID and WB to establish clear reporting lines and apportion between themselves responsibility for overseeing the project. This was further compounded later by weak communications and misunderstandings and because of CUBE's lack of, or weak response to, addressing strategic and priority issues. The systemic weaknesses became very clear during the hiatus of nine months in 2004 between the departure and arrival of the DFID/WB Education Advisers. In this vacuum CUBE failed to recognise fully the strategic importance of developing planning and procurement capacity at all levels and this is now seen by DFID/WB as a contributory factor to the poor quality of state operational plans and the resultant slow progress and low levels of IDA disbursements. Following the arrival of the new WB team, relations and performance have improved, but lost ground has not been fully made up and a restructuring process aimed at improving performance is now under consideration.

4.4 Technical Assistance (long term)

- 4.4.1 Table 4.2 shows breakdown of technical assistance by location and contract dates.

Table 4.2: CUBE Technical Assistance

| Role | Category | No | Location | Contract dates |
|---|-----------------|-----------|-----------------|-----------------------|
| Education Management Adviser (T/L) | International | 1 | NPCU | Aug 03 - Aug 06 |
| EMIS Adviser | International | 1 | EDB | Feb 04 –Feb 06 |
| HIV AIDS Adviser | International | 1 | HIV Unit FME | Mar 04- Mar 07 |
| Education Management and Training Adviser | International | 1 | NIEPA | Nov 03- Sep 07 |
| National Coordinators | National | 2 | Kaduna / Lagos | Oct 03- Oct 05 |
| State Advisers | National | 16 | UBEP SMEs | Various- 6 Mar 06 |

4.4.2 The contracts of the international advisers in Table 4.1 may be terminated by either party on the basis of N^4 months notice. National advisers/coordinators contracts can only be terminated on grounds of material breach of obligations and it is assumed that employment and/or salary payments will continue until end of contract date.

4.4.3 ***Location of Advisers:***

The regional coordinators and the international advisers were accommodated within the targeted locations shown above. The locating of the team leader in the NCPU provided an opportunity for strengthening capacity within the Unit and provides for strong linkages between the other three international advisers placed in federal agencies. However, the potential for influencing policy or strategy from within NCPU has been limited, or could not be fully exploited. The potential for capacity building was further reduced by the TL spending considerably less time than originally conceived in NPCU; this had a negative effect on the achievement of key project outputs such as the strengthening of planning and procurement processes.

4.4.4 The project design identified the PCUs as the appropriate location for the State Advisers within SMEs, unfortunately this was either not adequately negotiated, or fully agreed as an undertaking with the SMEs at the onset. As a result many of the SA had to struggle to find office accommodation and more importantly an operational position within the institutional structure. This had major negative effects on performance, especially in the first six months and was further exacerbated by the low skill capacity of many of the advisers. The project responded to the problem by providing training for both SAs and key counterparts, however the process was slow and as a result, the expected improvements to state planning were minimal in the majority of states. In a number of cases where states did not provide the agreed office accommodation and the cost was eventually met from project funds.

TOR-Job Descriptions and Performance:

4.4.5 The Team Leader's role is demanding; combining influencing and advising with support of the team as well as reporting. Evidence of influencing at the policy/strategy level is modest and opportunities were missed for better prioritisation of project activity/outputs which, adversely affected project implementation in key areas. This situation was further compounded by the absence of a WB/DFID adviser for a period of nine months in 2004. Greater emphasis was given by the TL to team management and this was done well under difficult circumstances. However the reporting format lacked both costs and forecasting and could have been better.

4.4.6 Those job descriptions that were seen contained clearly defined duties and appropriate indicators. Some slippage was noted in HIV and NIEPA and it is important that performance indicators are

⁴ Information on this was not forthcoming

included in the forward work plans outlining what is expected to be achieved over the remainder of the year.

- 4.4.7 The TOR for State Advisors appear very broad and demanding and required careful prioritization for the officers to be effective. As already mentioned their impact was limited by the time taken for their integration into the project teams and their need for skill upgrading. The time on task report provided by CUBE shows that almost 60% of their time was spent on administration, communications and working with communities. These tasks distracted from more important aspects such as, influencing policy, helping define strategy, improving planning, procurement, monitoring and evaluation and liaising with external project support to build local capacity.
- 4.4.8 The TOR of the Regional Team Leaders are more specific than those of the SAs, but equally demanding. Overall they performed well and provided useful advice and training to SAs. The job descriptions of the two federal advisers and the NIEPA advisers were well constructed and contained an acceptable number of appropriate indicators.

Lessons Learned:

In order for TA to be effective at both the federal and state level it is essential that selection be done against an appropriate and clearly defined TOR. The recruitment and selection of consultants should be done following negotiations with the recipient State/Agency. The process should include agreement on the skill sets required and undertakings by both parties, regarding accommodation and institutional positioning. The contracts of long-term consultants should include an inception period of 3-6 months requiring the consultant to produce a report that defines his/her objectives and a strategy for their achievement. Consultants should also produce an annual work plan that is time bound and includes measurable targets. An annual report should also be produced and both used for performance appraisal

4.5 Monitoring and Evaluation of CUBE

CUBE baseline:

Box 4.1: CUBE baseline (as at 2003/04)

- Measures of FME/parastals and State DPRS competence, as appropriate, in planning, budgeting, financial management, research, statistics, EMIS, tackling HIV&AIDS and monitoring (in terms of trained staff and typical existing professional outputs)
- National and State/LGEA-level EMIS data as at 2003/4 (in terms of Primary and JSS enrolment data by sex, PTR, completion, Primary-JSS transition)
- Numbers of SMC already established per CUBE LGEA, those with guidelines, those with budgets, etc.
- Schools with SDPs per CUBE LGEA
- Incentive schemes already in place (whether government, development partner, NGO, FBO etc) to improve enrolment, attendance, completion rates and quality of education at UBE level.
- State initiatives in place for tackling HIV/AIDS issues
- 2003/04 outputs of Federal Government support to UBE programmes (in terms of institutions, policies, financing, monitoring and dissemination).
- NIEPA capacity as at 2003/04 (the Cawthera report provided baseline data).

4.5.1 During inception TAMC/CUBE did not appear to have undertaken an audit to establish baseline indicators from which performance progress could be measured. Based on the Logframe OVI, such a baseline might have included some of the items in Box 4.1. It is recognised that in some instances the baselines in Box 4.1 may very well have been 'zero'. In other areas, some outputs were already taking place and a baseline would have existed. Whatever the case, the establishment of a project baseline would have enabled an outputs/outcomes approach to project monitoring and evaluation.

Reporting and Monitoring:

4.5.2 CUBE has published comprehensive detailed central and State quarterly and annual reports which are widely circulated and which describe activities and provide an analysis on how events have gone. They mostly take the form of an account of activities and inputs set against the five output areas of the logframe. Some outputs are recorded but, as observed in the previous section, in the absence of a baseline, it is not entirely clear how progress is measured; e.g. from the reports seen it was not always immediately obvious how many people were trained, who were trained, what they were trained in and so on. Moreover, without a baseline, there is no measurable means of evaluating progress.

4.5.3 CUBE appears to be monitored independently of UBEC, which itself has a monitoring responsibility for UBE.

Measures to overcome shortcomings in the UBEP logframe:

- 4.5.4 The UBEP logframe presented a very broad overview of expected logframe outputs. As such, therefore, it was open to interpretation and revision. To improve on the given logframe, it was reported that CUBE had produced nested logframes. It is assumed that the nested logframes provide more detailed coverage of the broad output areas, giving in turn more refined, more detailed (and more measurable) outputs and indicators. This was a positive step: one that would guide UBEP/CUBE activities while assisting in project monitoring and evaluation

Matrix of Recommendations (Chapter 4)

| No | Recommendations for CUBE refocusing | Action by |
|--|---|------------------|
| Arising from CUBE OPR (Annex D) | | |
| 1 | Ensure that, for improved effectiveness and impact, CUBE operates at a higher and therefore more strategic level than hitherto | WB/DFID/TAMC |
| 2 | Provide greater emphasis on shorter-term, higher-impact inputs to capacity building in planning, financial management, procurement, implementation and monitoring at both State and federal levels | TAMC/CUBE |
| 3 | Do not use CUBE funding to extend the present activities of CLEDEP other than for monitoring CLEDEP outputs to date and for a 'synthesis of research findings' report to be disseminated to interested stakeholders (thereafter no further CUBE funding should be available for CLEDEP expansion) | WB/DFID/TAMC |
| 4 | Use the considerable resource and research data generated by CLEDEP and other community activities to accelerate the development of SMCs and their central role in articulating community priorities for education and ensuring that school comply with these priorities | TAMC/CUBE |
| 5 | Provide training to head teachers and relevant LGEA staff in School Development Planning and approaches to school-based internal review and development (including teacher development), linked to Self Help (UBEP) | TAMC/CUBE |
| 6 | Collaborate with other stakeholders (including development partners and NGOs) and projects (specifically GEP and COMPASS) in order to ensure consistency of approach and efficiency gains when identifying initiatives for improving equity, access and quality for UBE | TAMC/CUBE |
| 7 | Conduct a performance and financial audit of NIEPA with immediate effect (in line with the broader recommendations in Annex E) | TAMC |
| Gender (Annex H) | | |
| 8 | Ensure that gender and other equity issues are taken into account when building capacity in State and School Development planning | TAMC |
| 9 | Ensure that project benefits are distributed on an equitable basis | TAMC |
| Planning (Section 4.3) | | |
| 10 | Improve forward planning (operational and financial) and present plans to the quarterly Project Management Meetings for discussion and approval. | TAMC |

| Monitoring (Section 4.5) | | |
|---------------------------------|---|-----------|
| 11 | Establish a baseline for 2005/06 that is in line with the proposals in Chapters 5 and 6 | TAMC/CUBE |
| 12 | Produce a simplified, streamlined and considerably reduced project reporting format, that will be easy to complete, that will work at all levels and that emphasises outputs and potential outcomes | CUBE |
| 13 | Place CUBE project monitoring within UBEC's Monitoring and Evaluation Directorate with a view to developing shared systems and to reconciling national and project M&E systems | UBEC/CUBE |
| General | | |
| 14 | Consider the name of CUBE with a view to bringing it more into line with UBEP. Why not UBEP (Capacity)? | TAMC |

This concludes the OPR component of the TORs for the OPR. Chapter 5 addresses issues surrounding the restructuring the capacity building components of UBEB in order to meet the new DFID/WB paradigm of concentrating operations within fewer States, and the essential points raised in Chapter 4, notably the need to improve project design and implementation, to introduce greater strategic vision and to develop effective monitoring and evaluation systems within a national framework.

5 RESTRUCTURING SUPPORT TO CAPACITY BUILDING

5.1 Restructuring of CUBE

5.1.1 It is recommended that support be continued to capacity building for UBE and that such support must take account of the following:

- The findings of Chapter 4 in respect of CUBE performance, particularly with regard to prioritisation of capacity building in the areas of planning, financial management, procurement and monitoring of State performance;
- The need to form strategic alliances with the highest levels in the Federal and State Ministries of Education;
- Changes arising from the DFID-WB Country Partnership Strategy (CPS), particularly with regard to developing support for a Sector Wide Approach (SWAp) to education development in a limited number of Lead States;
- The need to incorporate the key findings of the community based research component (CLEDEP) of CUBE with a view to reducing the numbers of out-of-school children;
- The need for a common monitoring structure for sector support.

5.1.2 In response to the above issues it is recommended that there should be a radical restructuring of the way that resources for capacity building are deployed and monitored. This restructuring must, however, honour the DFID-WB commitment to the 16 UBEP States by ensuring that they will continue to receive some support while restructuring is conducted. In brief, the following are recommended:

- Removal of the present state advisers from the 16 UBEP States, and their replacement in about 6 of these States, to be known as UBEP+ States, by strategically placed Senior State Education Advisers (SSEA);
- Under an additional essentially different engagement strategy, there will be new provision for small teams of higher level strategic full-time TA support to a limited number of Lead States to be identified under the CPS, mainly through the SEEDS benchmarking process;
- Concentration within UBEC of technical assistance in a central pool whose services can be called down by any of the 16 UBEP States or the Lead States;
- Provision of strategic oversight of the TA at the highest level of the FME by a Senior Federal Education Adviser (SFEA)
- Design, development and implementation of a school facilities programme for the cost-effective sustainable delivery of classrooms, toilets, furniture and textbooks on the basis of local demand and, where viable, local supply;
- Development of a common monitoring system.

- 5.1.3 The above broad concepts are expanded throughout the remainder of this chapter.

5.2 Restructuring the Project Logframe

- 5.2.1 To address the findings of the previous chapter and to inform future restructuring it will be necessary to redraft the project logframe. Annex L contains an indicative revised logframe which, after refinement and agreement by UBE stakeholders, could be used as a basis for building on capacity initiatives already begun.

5.3 Restructuring the UBE Project loan

- 5.3.1 The generally low take up of the IDA Credit in 2004 by the 16 UBEP States reported in Chapter 3 culminated in an agreement (February 2005) to restructure the project. As agreed with FGN, failure by UBEP States to achieve reasonable progress in disbursements by December 2005 will result in a reduction of the loan from \$5m to a guaranteed \$2m per State with matching increases to those more progressive states which develop an appropriate absorption capacity.

5.4 Strategy for Restructuring of TA support to States, FME and Federal Agencies

Support to the States:

- 5.4.1 The strategy for improving UBEP delivery involves the reduction of direct TA support (currently by State Advisers) from 16 States to about 6 or 7⁵ of the better performing more progressive States, referred to here as UBEP+ States. In common with all 16 States the UBEP+ States will lose their current SA. However they will be offered a State Senior Education Adviser (SSEA) to support the implementation of their UBE programme. The other 10 or so UBEP States will not have full-time technical assistance but will, like the UBEP+ States, be able to draw upon the advisory services of a pool of TA experts under UBEP management. These States may wish, however, to continue to employ their SAs at State expense, possibly using IDA credit (subject to letter of no objection).
- 5.4.2 A second IDA credit, designated here as the State Education Support Project (SESP), has been agreed in principle to support an additional 3 - 6 additional Lead States. The SESP Lead States will benefit from the advisory services of a full time SSEA heading a small team of 2 or 3 planning and procurement experts. Some of the SESP States, probably no more than 2, will be selected for the development of a Sector Wide Approach (SWAp) modality of support.
- 5.4.3 Annex G contains a discussion of the requirements for a SWAp and how this fits within the CPS and the proposed SESP States.

⁵ To allow for the possible later inclusion of the FCT (Federal Capital Territory)

- 5.4.4 Technical assistance for the revised capacity building project is summarised in Table 5.1.

Table 5.1: Technical Assistance at State Level

| | Project Component | TA Support | No of States |
|----------|--------------------------|---|---------------------|
| 1 | SESP/SWAp | (a) SSEA (LT) (b) Team (2-3) (c) Pool | 5 or 6** |
| 2 | UBEP+ | (a) SSEA (LT) (b) Pool | 3 or 4* |
| 3 | UBEP | Pool only | 9 or 10 |

*To allow for the inclusion of the Federal Capital Territory (FCT)

**Possibly only one or two designated for SWAp developme

- 5.4.5 This proposal has been designed to improve efficiency while continuing to provide support to UBEP capacity building in all of the 16 States within the agreed timeframe. The proposal also provides for the establishment of linkages with SESP by facilitating the dissemination of good practice (in both directions) through the use of the common TA pool, thereby adding value to the SESP design and ensuring both projects are successfully delivered. See Annex G for a further account of the SESP initiative.

Rationale for limiting SSEA to the UBEP+ and Lead States:

- 5.4.6 There are a number of reasons why the numbers of SSEA will be limited in future:
- Focussing on less States in order to make better use of limited resources and create critical mass to achieve significant change is the new paradigm of the CPS
 - The experience of CUBE to date indicates that there is a limited 'talent pool' and that in some cases the presence of the SA appeared to make very little difference to capacity building
 - Some States are not willing to take guidance from highly placed TA
- 5.4.7 However there is a case for continuing with a scaled down support operation in some States:
- TA *can* make a difference especially if operating at a strategic level
 - They act as a focal point for capacity building and for complex areas such as monitoring, procurement and educational innovation
 - If good practice can be developed, it can act as a model that all 37 States might emulate in future

Criteria for the Provision of SSEA in UBEP+ States:

- 5.4.8 Under WB restructuring UBEP+ States will be identified before December 2005. As described above, they will each receive support in

the form of the full-time appointment of a SSEA to accelerate the existing UBE Project by ensuring that the State is able to furnish a realistic professional approach to absorbing additional resources. The criteria in Box 5.1 are proposed for use when selecting the eligibility of UBEC+ States for a SSEA.

Box 5.1

- State UBE law must be in place and fully compliant
- There must be positive State agreement to the SSEA TORs, in particular where they stipulate that the SSEA must have regular access to the State Commissioner to whom he or she will report directly
- SEEDS benchmarking position
- Geo-political equity among States
- Number/% of Out-Of-School children
- Disbursement capacity under UBEP to date
- Integration with GEP States
- Other monitoring/review reports and rankings

5.4.9 It is proposed that the first two bullet points above (shaded) should be *necessary conditions* for selection. The other criteria (not listed in order of priority) are important and would be used in final selection to identify the most deserving States for support.

Role of the SSEA:

5.4.10 The Senior State Education Adviser (SSEA) will provide strategic advice and technical support for education sector development. Reporting to the State Commissioner for Education, the SSEA will facilitate:

- the development of prioritised strategic and operational state education sector plans, based on identified needs and consistent with the SEEDS;
- identification of capacity building priorities in the education sector, and development of costed capacity building plans;
- rapid, cost-effective and responsible disbursement of IDA project funds for education in the state;
- preparation, design and implementation of the state education SWAp, including leadership of state education TA team (for identified lead states only)

5.4.11 TOR for the SSEA should include:

- Focus on needs-based, prioritised planning in order to ...
- Drive forward implementation of the project in support of FGN UBE programme
- Accelerate responsible disbursement
- Develop SWAp skills and lead TA team in the SESP/SWAp States

- Build capacity in State institutions in the medium term

5.5 Management of TA

Strategic placement in FME:

5.5.1 One characteristic of CUBE is that it has moved into operational activities with an insufficient overview of broad strategic policy considerations. At central levels of Government, apart from some very worthwhile developments in selected FME departments and agencies, there has been very little engagement with the policy makers and planners in FME and the NPC. To rectify this it is proposed that a Senior Federal Education Adviser (SFEA) be appointed to provide strategic oversight to the capacity building component of UBEP. The SFEA will have direct access to the Permanent Secretary, FME and, by association, to the Federal Minister of Education, Ministers of State⁶ and State Ministers.

Role of the SFEA:

5.5.2 The Senior Federal Education Adviser (SFEA) will provide strategic advice and technical support to FME and federal agencies for overall education sector development. Reporting to the Permanent Secretary, FME, the SFEA will facilitate and advise on:

- the development of priority policies for taking forward the education sector and UBE as a prioritised sub-sector within the whole sector;
- the preparation of prioritised strategic and operational federal plans, based on identified needs that are consistent with the NEEDS;
- identification of national capacity building priorities in the education sector;
- appropriate focal areas for education sector studies and other short-term inputs that will strengthen education sector outputs;
- support for the preparation, design and implementation of the State SWAPs, including IEC (information, education and communication), advocacy and PR for the SWAP process;
- the TOR, preparations, delivery and follow-up for joint annual reviews (first review targeted for mid 2007);
- provide advice to the UBEC TA team and ensure that it is meeting strategic considerations in medium term planning, performance indicators and sector evaluation.

5.5.3 TOR for the SFEA should include:

- Develop a national capacity building strategy (including a needs assessment) for Federal agencies in the medium term

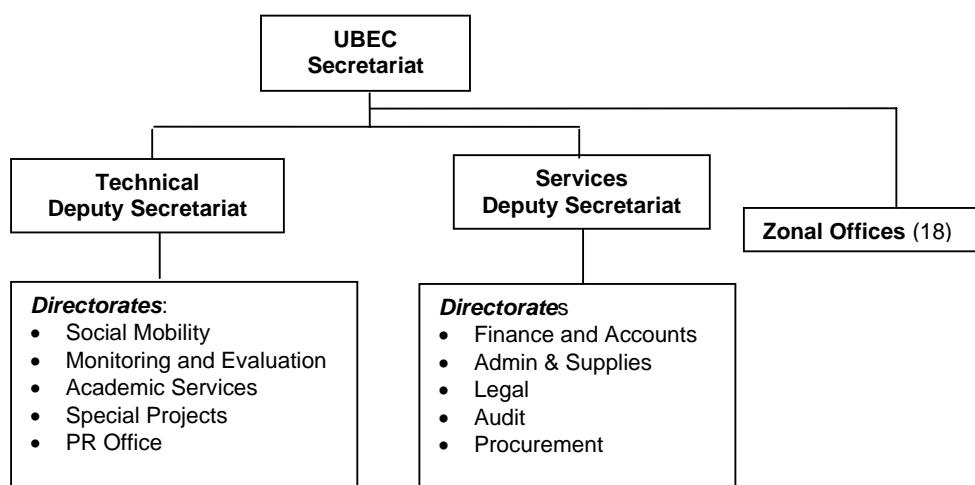
⁶ For example, part of the initial success of the DFID-funded GEP project is due to its close connection to the Minister of State for Education

- Drive forward the FGN UBE programme within the context of whole-sector developments and guidance at national level
- Provide specialist technical advice to very senior Government personnel and to the TA team

Management within UBEC

5.5.4 Given its central role in the promotion of UBE, its clear management structure (outlined in simplified form in Fig 5.1), its recently acquired legal status and its network of 18 zonal offices throughout Nigeria, UBEC is the most appropriate location for the central distribution of the UBEP/CUBE technical inputs for UBE capacity building. The placing of a strong supportive technical team in a pool located within UBEC will build capacity within the Commission, mostly within its Technical Deputy Secretariat, while raising its national profile as a focus for UBE dissemination to States.

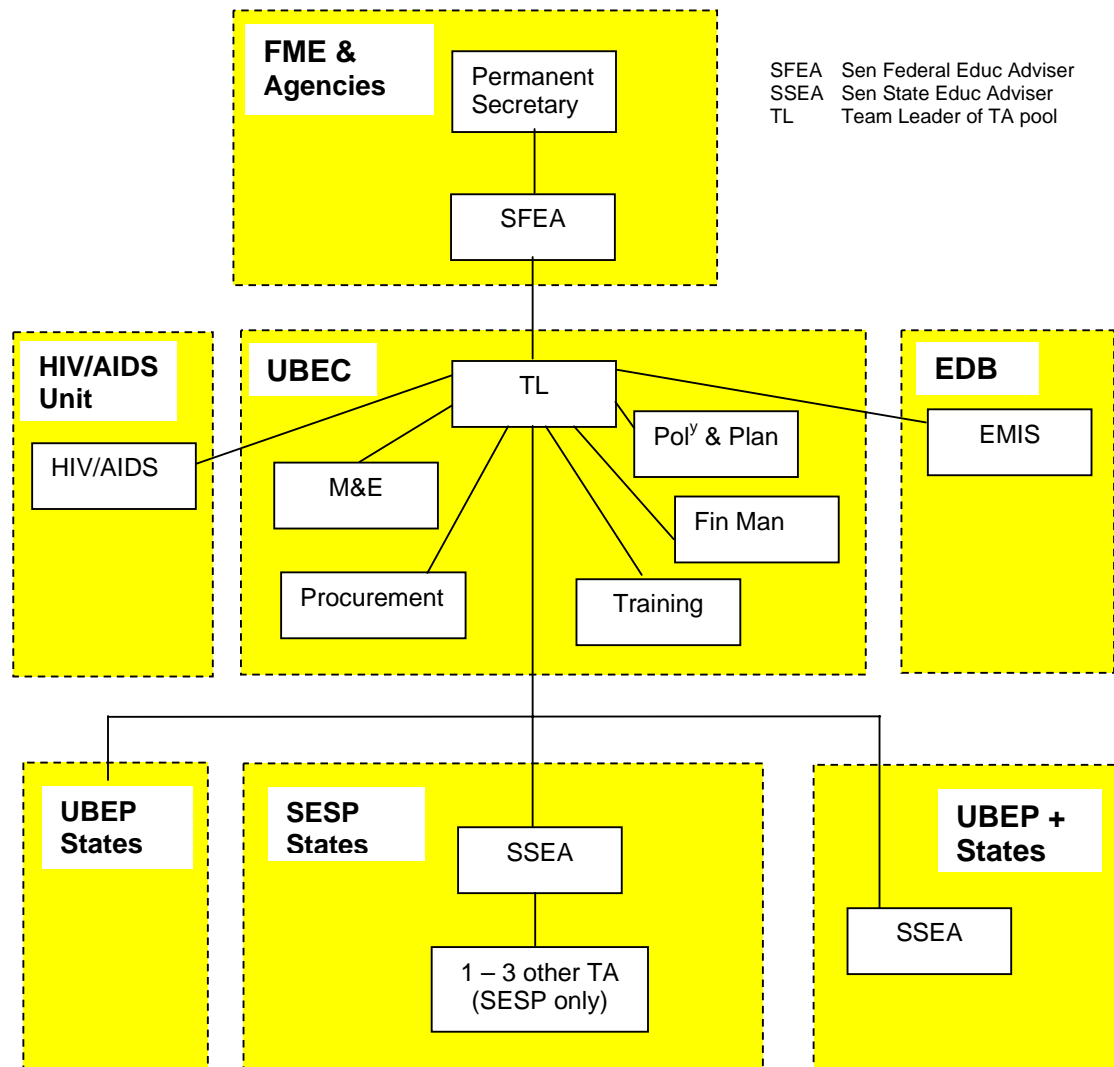
Fig 5.1: UBEC Organogram (simplified)



TA Reporting lines and structure

5.5.5 Fig 5.2 (overleaf) is an organogram showing the proposed reporting lines for the full-time technical assistance staff. The organogram demonstrates the central position of the pool within UBEC but also emphasises the strategic oversight position of the SMEA. There are three scenarios for the states: the 10 UBEP states with access to pool TA only, the UBEP+ States, each with a SSEA with close professional links to the State Education Commissioner and the SESP States, each with a small team of full-time advisers. All project States and Federal and parastatal agencies will have access to the pool and can make written request for the services of short-term TA.

Fig. 5.2: Long Term Technical Assistance showing reporting lines



The pool:

- 5.5.6 From early 2006, States will be supported on demand by a newly established central TA pool based in UBEC. All States, whether UBEP, UBEP+ or SESP, will have access to the central TA pool and may call down support following a written rationale requesting capacity building in specific skill(s).
- 5.5.7 Skills required within the pool will include: education strategic planning and SWAp design; budgeting and financial management; education governance and institutional development; monitoring and evaluation; HIV/AIDS; EMIS. Members could be drawn from existing CUBE national and international consultants, but it is likely that several new resources will need to be brought in. Table 5.2 indicates some of the likely long term TA requirements.

Table 5.2: Indicative Long Term Technical Assistance (Central Pool)

| | Specialism | Location |
|---|---|-----------------|
| 1 | Senior Federal Education Adviser (SFEA) | FME |
| 2 | Planning & Strategy (Pool - Technical TL) | UBEC |
| 3 | Monitoring & Evaluation | UBEC |
| 4 | Procurement | UBEC |
| 5 | Financial Management | UBEC |
| 6 | EMIS | EDB |
| 7 | Educational Management * | NIEPA * |
| 8 | HIV&AIDS | FME |
| 9 | Headteacher/SMC Development | UBEC |

* Depending on the any future decisions regarding NIEPA

- 5.5.8 Whilst every effort should be made to staff the team with national consultants, it is likely that SWAp development will require significant international input. In selecting international TA, consideration should be given to the growing body of experience in the development of education SWAps in Sub-Saharan Africa (and, of course, internationally recruited consultants may also be Nigerian nationals).
- 5.5.9 It will almost certainly be necessary to commission short-term consultancies in specialist areas not available within the long-term pool. Table 5.3 indicates some of the skills-set and specialisms that may be required over the next three years. Some of them may be required by January 2006, particularly SWAp specialists and institutional developers. It is envisaged that small teams comprising Nigerian and international consultants will be used in some cases.

Table 5.3: Indicative Short Term Technical Assistance (Central Pool)

| | Specialism | Location |
|----|--|-----------------|
| 1. | SWAp Specialist/Preparation | UBEC |
| 2. | Governance and Institutional Development | UBEC |
| 3. | Infrastructure | UBEC |
| 4. | Whole School Development | UBEC |
| 5. | Teacher Training | UBEC |
| 6. | Curriculum Development | NERDC |
| 7. | Others as required | as required |

- 5.5.10 It is estimated that a total of 99 person years will be required to service the total TA requirement. See Table 5.4. The cost of TA is provided in the indicative project budget costs in Annex J.

Table 5.4: Technical Assistance (99 Person Years to June 2008)

| <i>TA</i> | <i>No</i> | <i>Years</i> | <i>Person Years</i> |
|---------------------------------|-----------|--------------|---------------------|
| SFEA | 1 | 3 | 3 |
| SSEA (UBEP+) | 5 | 2 | 10 |
| SSEA (SESP/SWAp) | 6 | 3 | 18 |
| State Teams (SESP) | 12 | 3 | 36 |
| Central Pool (inc Technical TL) | 8 | 3 | 24 |
| Short term (various) | | | 8 |
| Total person years | | | 99 |

5.6 The Lead States and SWAp

5.6.1 As noted earlier, the Lead States will be selected mainly on the basis of the SEEDS benchmarking process. Within the Lead States about two will be further prioritised for support under an education SWAp. The remainder of the SESP Lead States will receive special support in the form of small full-time TA teams and the opportunity to call down support from the UBEC-based TA pool (see paragraphs 5.4.2 and 5.5.5). It is quite probable that there could be an overlap between the UBEP+ States and the Lead States, in which case the number of UBEP+ States would decrease.

Criteria for SWAp prioritisation

5.6.2 The following criteria are recommended for selection of the SWAp Lead States

- State leadership at Ministerial and Permanent Secretary level that demonstrates an understanding of, commitment to and advocacy for an education SWAp;
- State capacity for developing a whole-sector Strategic Plan, related Work Plans and institutional systems that will support these plans;
- A robust, transparent financing framework that is linked to the Strategic plan (possibly in the future leading to a Medium Term Expenditure Framework – MTEF);
- Capacity building plans in place;
- State leadership and undertakings for a joint State Government and stakeholder monitoring and evaluation framework, including annual and/or semi-annual reviews.

Roadmap towards a SWAp

5.6.3 There is little knowledge about sector wide approaches to sector development within Nigeria, either at Federal or at State level. Likewise, although some knowledge about SWApS exists within the present Nigeria-based donor/lender community there is little outright experience of SWAp introduction and management. With some States

likely to be encouraged to 'go it alone' on a SWAp, this raises issues about the role of the Federal Government, particularly since large tranches of federal funding will be supporting State SWAps. The levels of complexity and the present lack of knowledge and experience of SWAps would suggest that prior explanation and sensitisation about the advantages and challenges of SWAps will be necessary pre-condition for their introduction. This might take the following indicative form:

- Workshop with key players (State Commissioner, PS, planners, finance officers; Federal planner and PS; NPC; DFID-WB education and procurement officers; other interested donors) in which SWAp concepts and progression are explained and SWAp-related tasks are set. [e.g. Joint 2-day workshop then 3 days in each SWAp State in October 2005]
- Nominated State officers work on SWAp-related tasks with a view to developing SWAp outputs (e.g. strategic plans developed, information-education-communication systems developed; indicators and targets established; monitoring systems planned [October – February 2006]
- Follow-up workshop: review of progress; critique of plans and other outputs; relation of SWAp to financial planning; planning towards 1st State Reviews⁷ to be held in April 2006. [e.g. 1 week in each State in February]

5.7 Strategy for Identifying Future Support to Federal Agencies

5.7.1 Time constraints on the OPR prevented a full analysis of key federal agencies and the identification of capacity constraints, which could adversely affect UBE and SWAp delivery. It will be necessary to undertake a study before the end of September 2005 in order to inform the transformation process.

5.8 Proposed Studies to Support UBEP and SESP

5.8.1 There are two categories of support needed to take forward UBEP and SESP in the immediate to short term: (1) SWAp development, (2) Implementation. The focus for some of these studies, particularly the latter, may be dependent on the outcome of the scoping study of Federal Agencies (see 2 in Box 5.2). Box 2 also contains an indicative list of studies, the first ten of which are shaded to show that they are particularly urgent.

⁷ See Section 5.11.

Box 5.2

1. Performance/Financial Audit of NIEPA
2. Scoping Study of Key Federal Agencies
3. CBR/CLEDEP: A Synthesis Study
4. Feasibility study on readiness for a SWAp in selected SESP States
5. Beneficiary Assessment
6. School Infrastructure Assessment
7. Institutional Government Framework Review of Basic Education
8. Capacity Assessment in Focal States
9. Review of Education Sector Public Expenditure (WB)
10. Review of Post Basic Education & Training for the Knowledge Economy (WB)
11. Review of Teacher Deployment
12. School Based Teacher Development
13. Review of Curriculum Reform
14. Proposals for the development of a Textbook Policy

5.9 Empowering Communities

- 5.9.1 Two of the key findings of the community based research component (CLEDEP) were (i) the high level of commitment shown by communities to the development of their schools and (ii) the provision of facilities was, by far, their number one priority. In consequence, it can be expected that over the life of the UBE Project a high percentage of available resources will be used for this purpose.
- 5.9.2 The popularity of the IDA Self Help component confirms the above assertion. However the team were concerned about the unit costs of the buildings, the speed of delivery, their quality and the low level of community involvement in the process.
- 5.9.3 An evaluation of PEP2 (and other donor) construction should be undertaken as soon as possible and in addition, a School Facilities Grant mechanism be tested (piloted) as an alternative approach. An additional benefit of the grant mechanism approach is that it would test the viability of capitation grants to schools, this being one of the ultimate goals of the SWAp promising the delivery of better quality education, but also dependent upon the establishment of stronger planning, management and financial management systems.

5.10 Post OPR Refocusing and Implementation

- 5.10.1 The tight timetable for the implementation of some of the proposed changes will require adjustments to scheduling in the CUBE annual work plan over the remaining months of 2005. A balance will need to be found between currently planned activities and new work with a view to ensuring that key UBEP activities and the more urgent of the new activities are equally prioritized in the restructuring process. The first stages in this process will take place during the remainder of July and will involve TAMC.

5.10.2 The complexity of supporting preparatory work for the start up of SESP, combined with time constraints, provides a challenge for all those involved in the process, especially TAMC. In order that the changes can be implemented efficiently, a time based change management strategy, including action points and responsibilities, will need to be developed and agreed between TAMC, WB and DFID; this to be supported by good communications and regular meetings. Annex I contains an outline strategy and a list of key action points, which could form the basis for the change management process.

5.11 Strategy for Common Monitoring of UBE

Common UBE indicators:

5.11.1 To monitor UBE performance it will be necessary to develop a set of indicators and a baseline. Ideally these should be based on the EFA Indicators (summarised in Box 5.3) but extended to take account of the JSS and Adult education components of UBE.

Box 5.3: EFA Indicators

- % P1 entrants having attended pre-school
- Public expenditure on primary education as (a) % of GDP, % of per capita GNP
- Public expenditure on primary education as % total public expenditure on education
- % qualified primary teachers
- % certified primary teachers
- Gross enrolment in pre-school/ECD
- Gross intake rate to G1
- Net intake rate to G1
- GER Primary
- NER Primary
- Pupil teacher ratio (Primary)
- Repetition rates P1 – P6
- Survival rate to P1 – P5 (proxy for literacy)
- Coefficient of efficiency
- % of pupils achieving nationally defined learning competencies
- Literacy rate of 15-24 year olds
- Adult literacy rate (15+ population)
- Gender parity index for literacy

5.11.2 At present most of the indicators in Box 5.3 are not captured by NEMIS and, in the continuing absence of reliable national census data, many will remain difficult to gather for some time. It is anticipated, however, that with assistance from the EMIS component of CUBE, it will soon be possible to determine a useful 'short list' of indicators that could over time be developed into a comprehensive set of UBE indicators. Thereafter, it will be necessary to develop agreed realistic targets upon

which progress towards achievement of the indicators will be based (e.g. as in Box 5.4 on the next page).

DFID/WB Joint Reviews of UBEP:

- 5.11.3 In order to reduce the burden on government and to ensure the efficiency of on-going UBEP monitoring and evaluation, it will improve the process if in future DFID/WB conduct joint periodic reviews of UBEP performance. This would also comply with the spirit of the DFID/WB CPS agreed in June 2005. Box 5.5 (next page) contains indicative areas upon which to base the TOR for such a review.

Box 5.4: 2010 Targets for UBE

1. Establish Early Child Care Development Education (ECCDE) centres in public schools
2. Disarticulate JSS by the end of 2007 academic session
3. Increase in annual provision of instructional materials to schools by 50%
4. Increase Teacher Training Development by 60%
5. Increase learning achievements by 50%
6. Increase School Supervision visits by 30%
7. Establish functional school libraries in JSS schools
8. Increase spending on infrastructural facilities by 20% annually (Maintenance, Renovation, Rehabilitation, Construction, Furniture, Workshop/ Laboratories for JSS)
9. Provide undated National Curriculum and Curriculum Modules to all schools
10. Gender equity
11. Teacher/pupils ratio of 1:40
12. Increase enrolment, attendance, retention and completion rates
13. Increase educational facilities for challenged children

Box 5.5: Joint DFID/WB-FGN Review of UBEP

- Review performance against the key Performance Indicators that are included in the revised UBEP Logframe
- Review implementation processes at Federal and State levels with emphasis on tasks, responsibilities and related outputs
- Review institutional arrangement at Federal and State levels with specific emphasis on channels of communication and reporting
- Review Annual Work Plans at Federal and State levels and advise on harmonisation of Nigerian and WB/DFID approaches
- Review the capacity of UBEP States in terms of Procurement, Financial Management and Implementation
- Review procedures on handling implementation issues at Federal and States levels to minimise delays, especially in ensuring that procurement documents are well prepared as a prelude to issuance of *No Objection*
- Review Project Coordination and Management at State level to avoid bottle necks and to offset the effects of frequent changes of staff

Government-led Joint Annual Review of Education Sector Performance:

5.11.4 Building on the experience of the joint DFID/WB reviews and on the move towards adopting a Sector Wide Approach (SWAp) to education development it will be necessary in due course to provide an opportunity for education stakeholders to meet to assess performance in the sector and to agree on future programme priorities. In keeping with the SWAp it is essential to have a timely periodic review of the sector that is held in open forum with those that plan, deliver and support education. Box 5.6 outlines some of the key activities for such a review. Initially it might be advisable to conduct the joint review on a semi-annual basis; after two or three such reviews, the review could become a joint annual review (JAR). A JAR would relieve the monitoring burden on government. It should be noted that given the very low understanding of SWAps within Nigeria, it is unlikely that the first JAR could be held before late 2007 (at the earliest).

Box 5.6: Activities for a Joint Education Sector Review

- Assess and analyse whole sector and sub-sector performance in terms of access, efficiency, quality and equity against selected indicators, targets and statistical trends
- Analyse the financial resource framework for the education sector against Federal and State Medium Term Plans and Expenditure Frameworks, including development partner funding, where it exists
- Report on progress against the priority programmes of the previous year's priorities
- Analyse key areas for capacity building, including progress towards and possible requirements for assisting in strengthening community participation in education monitoring
- Propose, in a Review *Aide Memoire*, activities that will assist in taking forward sector improvement generally and, specifically, in relation to the EFA themes of equity and quality in the UBE sub-sector
- The *Aide Memoire* becomes the base line for the next Review

Adherence of Stakeholders to national Monitoring and Evaluation priorities:

5.11.5 It is imperative to develop strategies and systems that *all* stakeholders will subscribe to and which will lead to the refinement and implementation of some of the propositions in Boxes 5.3 to 5.6 above.

Matrix of Recommendations (Chapter 5)

| No | Recommendation | Action by |
|-------------------------------------|---|---|
| Super Recommendation | | |
| 1 | Review the collective recommendations of Chapter 5 and create a project framework to develop capacity building for UBE in the 16 UBEP States (including the UBEP+ States) and capacity building for education sector development (with emphasis on UBE) within the SESP Lead States, about 2 of which should be selected for support within a SWAp environment. | DFID/WB in collaboration with FME, selected State DPRS and TAMC |
| Studies | | |
| 2 | Undertake a study before the end of September 2005 in order to inform the transformation process from CUBE to the new modality. | TAMC |
| 3 | Complete studies 1 – 10 in Box 5.2 during the transition period, October 2005 to February 2006; the remainder to be completed in accordance with SWAp development in the SESP. [The studies are listed in order of priority.] | TAMC |
| 4 | Undertake an evaluation of PEP2 (and other donor) construction as soon as possible | TAMC |
| 5 | Test (or pilot) a School Facilities Grant mechanism as an alternative to current approaches | TAMC/DFID |
| Common monitoring mechanisms | | |
| 6 | Develop and institute a National Consultative M&E Forum for all stakeholders (policy makers, implementers, development partners, including the DFID/WB partnership), meeting biannually at Federal level and more frequently at UBEC Zonal offices to ensure a unified approach to M&E generally and indicators development, target setting and performance measurement in particular | UBEC with UBEP/CUBE support |
| 7 | Create a UBEC-based M&E Technical Committee, chaired by UBEC, to ensure that UBEP and other donor activities are mainstreamed into federal and State M&E policy implementation (e.g. through direct support to UBEC and through community/LGEA monitoring of school performance, possibly based on lessons learned from the CUBE-CLEDEP approach) | UBEC |
| 8 | Appoint an international M&E specialist to identify and initiate training needs, to advise on the harmonisation of M&E development within UBEC and project States and to improve the M&E of development partner projects including DFID/WB support | CUBE |
| 9 | Ensure that CUBE project monitoring informs and is compliant with the systems used by UBEC's Monitoring and Evaluation Directorate [also see Recommendation 13 in Chapter 4] | UBEC with UBEP/CUBE support |

End of OPR report

Terms of Reference

Universal Basic Education Project Output to Purpose Review

1.0 Background

The UBEP, which started in September 2003, comprises a major IDA Credit and a supporting technical assistance package (CUBE) provided by DFID to assist with the implementation of federal and state plans to meet UBE goals and objectives. The Federal Ministry of Education, federal agencies and 16 participating States have agreed arrangements for the receipt of the credit for funding the basic education programmes outlined in the state plans. There are five main outputs which contribute to meeting this purpose, each of these are linked the UBEP sub-components for the utilisation of IDA credit funds by federal agencies and states:

| DFID TA Output | World Bank Assisted UBEP Sub Components | Sub component code |
|---|--|--------------------------|
| 1. Enhanced State and Local Government planning, management and monitoring of UBE on a sustainable basis | Strengthening capacity Support for EMIS development Project management and monitoring and Evaluation | C1S1 |
| | | C1S2 |
| | | C1S3 |
| 2. Strengthened school management through Local Government and community participation | Improvement of access to quality education Programmes for Strengthening Community support | C1S6 |
| 3. Innovative State-based approaches to improving access, quality and equity | Improvement/expansion of physical infrastructure Improvement of quality Education Provision: Teacher support Teaching materials Improvement of access to quality basic education | C1S4 |
| | | C1S5 |
| | | - C1S5P1 |
| | | - C1S5P2 |
| | | C1S6 |
| 4. State and UBE strategies incorporate HIV/AIDS awareness and prevention, planning for impact, and basic education provision for orphans | Improvement of quality education provision: Teacher support Teaching materials Improvement of access to quality basic education | C1S5 |
| | | - C1S5P1 |
| | | - C1S5P2 |

| | | |
|--|--|------|
| | | C1S6 |
| 5. Strengthened Federal capacity and systems to finance and support UBE programmes | Interaction between HIV/AIDS and education | C2S1 |
| | Institutional strengthening of NIEPA | C2S1 |
| | Collection analysing and publishing education statistics (EDB) | C2S3 |
| | Education Sector Policy Development (ESA) | |
| | Education for All action programme (EFA) | |
| | Project management and monitoring and evaluation | |
| | NPCU | |
| | UBEC | |
| | Capacity strengthening for Federal Agencies | C2S4 |
| | Reform of the Inspectorate | C2S5 |
| | C2S6 | |
| | - C1S6P1 | |
| | - C1S6P2 | |
| | C2S7 | |
| | C2S8 | |

2.0 CUBE Inputs/Activities

The CUBE project inputs and activities to date for achieving the above comprise technical assistance, training and material support, are reported to have focused on the following key areas;

2.1 Each of the 16 participating States has been provided with an adviser (SA) funded under CUBE and appointed to work alongside senior staff in the State Ministry of Education (SMoE) Project Coordination and Implementation Units (PCU/PIU) and the State Primary Education Boards (SPEBs). In each of the participating States, the development of capacity through training and technical support has been facilitated by the project and each state has developed a comprehensive UBE plan, which includes state level institutional strengthening, through capacity building and EMIS improvements, as well as school level activities to increase access and quality of teaching and learning. These plans are not costed and are of variable quality, some good, but others below an acceptable standard, although with project support these are reported to be improving.

2.2 The CUBE EMIS consultant based in the Education Data Bank of the Federal Ministry of Education has worked with staff at the state level in preparation for EMIS development, specified equipment and identified key state level indicators that can be incorporated into the annual school census system.

2.3 The activities relating to outputs 2 and 3 have focused largely on a comprehensive participatory research programme being implemented through the project to determine the current status of education provision and community involvement at the school level. Altogether over 1012 schools have been targeted in 98 LGEAs. The indirect outcomes of these school level activities should include raising community awareness of the UBE project, and increasing expectations of changes for the better in schooling. The identification and training of local people involved in the research should prove a useful resource for further school development activities including the establishment of School Management Committees.

2.4 Training packages have been designed and facilitated for SAs, Project Coordinators and HIV/AIDS desk officers to improve their capacity to plan for and manage HIV/AIDS issues at State level.

2.5 At the federal level support has been given to the establishment and strengthening of the FMOE, HIV/AIDS Unit. Capacity building exercises conducted in-house for staff have built on the institutional strengthening activities conducted with the staff of the unit. A draft workplace policy document has been produced as the result of the collaborative efforts of both Federal and State level stakeholders and support for the development of a national HIV/AIDS strategic plan for the education sector is being provided.

2.5.1 NIEPA's capacity for developing materials and facilitating high quality courses has been strengthened and an institutional Development Plan has been developed through project support

2.5.2 EMIS in Nigeria evolved significantly during 2004 with major milestones achieved. The most significant of these was the activation of the NEMIS (Nigerian Education Management Information System) at the EDB and UBEC. This application stores and reports on census data from 1999 to 2003 and will include shortly, 2004/5 census data to a school level. The 2004 activities laid the basis for even further advances to take place in the area of education data during 2005 when many of the federal IDA credit procurements and activities will take place.

3.0 Current Status of Project

Two joint DFID/WB supervision missions of the UBE project conducted in September 2004 and February 2005 raised a number of concerns over the unsatisfactory rate of progress on implementation of the project, both at federal and state levels, with total current disbursement at 7% or about US \$7 million as of May 31, 2005. An amount of IDA Credit equivalent to US\$113 million remains to be disbursed. Most disbursement made were related to project management, training and workshops, procurement of office equipment and vehicles. Some of the key issues highlighted by the review team were as follows;

3.1 Capacity Building

3.1.1 Weak implementation Capacity At the state level (including Bank procurement and financial management procedures), which has led to delays in the preparation of work plans, procurement plans, and bidding documents.

3.1.2 *High staff turnover.* Frequent changes of qualified project staff in some project units hinder continuity in project implementation.

3.1.3 *Lack of a strategy for capacity building.* Despite considerable effort on capacity building activities over the past year, the project does not have an overall capacity building strategy at the State and Federal level. Most capacity building activities appear to be ad hoc training and workshop activities.

3.2 Project coordination

The linkages between CUBE, UBEC, NPCU and the World Bank could be more effective, with greater emphasis by all concerned on: (a) improved communications; (b) sufficient priority setting (progress reports on outputs rather than activities); (c) reactive planning for better capacity building at the State level in the basics of project implementation.

3.3 State Advisers Efficiency

The performance of SAs is varied, based on skill levels of individuals and degree of acceptance into the units at state level. State advisers' job descriptions were reviewed in November 2004 and much of their work is focused on community action research. Whilst it was recognised that this may prove an asset in the promotion of self-help projects, the supervision mission recommended that following some training they could also provide more effective support to the PCU/PIUs on planning and procurement issues. It is also recognised that an individual SA, regardless of skill level, may not be able to provide the required critical mass of TA in a state. Teams of 2 to 3 are likely to be much more effective.

3.4 Monitoring and Evaluation

The supervision mission rated the project's monitoring and evaluation system as **unsatisfactory**, due to not having an effective system in place. It was recognised that the project requires a clearly defined list of key performance indicators at the Federal and State levels, including baseline data, target indicators, and end-of-project indicators. Regular progress reporting against these is also a project requirement and it was agreed that the Project (including NPCU, State Project Units and UBEC) will (a) review and update key performance indicators, if needed, especially for the State Component; (b) review the baseline data; (c) agree on target and end-of project indicators; (d) agree on monitoring and evaluation studies as part of the midterm review and project completion; and (e) clarify institutional responsibilities for project monitoring and evaluation at the Federal and State levels.

3.5 Project Restructuring

Following the review, it was agreed by WB and FMOE that the project should be restructured. The proposed restructuring would solve several main implementation constraints: (1) promoting fast disbursement under the school self-help sub-projects; (2) reallocating credit funds, increasing each category to allow 100% disbursement (i.e., no counterpart funds required); (3) increasing the procurement thresholds (including school self-help sub-projects); and (4) increasing the Special Accounts at the Federal and State components under the Credit. Each State would remain with US\$2 million of allocated funds to be disbursed before December 2005. The remaining IDA credit funds would be available to the faster disbursing States. The federal component would also be required to show significant disbursement by December 2005, or these funds could be used to supplement the faster disbursing States.

3.6 Redeployment of TA

In line with the restructuring of the IDA credit, DFID has decided to redeploy the CUBE technical assistance to provide a more focused effort in a smaller number of states. First priority will be given to states jointly identified by DFID and WB as "Lead

States” as a result of the current “SEEDS benchmarking” process, provided that it is agreed that support for UBE forms part of the joint platform of assistance for the particular state. States which are making the best use of the existing SAs (some of which are likely to be Lead States) will also be given preference. TA will be withdrawn from states that are neither selected as Lead States nor making the best use of the current SAs.

4.0 New Education Project Components and ESW

4.1 Lending Programme

The World Bank and DFID are jointly supporting the new lending programme for the education sector, through the provision of the IDA credit funds and technical assistance. The Government of Nigeria and the World Bank are currently discussing the pipeline for IDA support to the education sector. To this end, the government is participating in the review of the Bank’s and DFID’s joint Country Partnership Strategy (CPS), which will be based on the Federal Government’s NEEDS and the States SEEDS strategies. Discussions with the Federal Ministry of Education (FMOE), the States, and implementing agencies of the UBE project have focused on, (1) the need for a new sector-wide education project (Education SWAp) at the State level with selected lead states, (2) Post-basic education and knowledge Economy and (3) selected State level interventions. During the next education mission (scheduled for June/July 2005) the Nigerian government plans to finalize project concepts based on the CPS. The Bank’s team emphasized that preparation of any new education intervention financed by the World Bank will depend on making significant progress in the implementation of the UBE project at both Federal and State levels.

4.2 ESW

The economic sector work (ESW) is one of the deliverables of the World Bank’s support to the Nigerian education sector. Several ESW are to be prepared for the new education project (EG: post-basic education and knowledge economy and economic analysis). This type of work entails conducting reviews, studies and assessments to assist in determining the direction of project preparation and inputs into the policy dialogue.

4.3 TA

Technical assistance is required at all key stages: implementation of the existing project, preparation, design and implementation of the new education projects that will be established in selected states, and preparation of ESW. DFID has been providing support to the UBE project through CUBE and its comparative advantage is its ability to provide effective, quick and qualified technical assistance. An integration of these components creates more effective overall support to the education sector in Nigeria and this integrated expansion into the new education project is integral to its success. DFID TA supporting the new lending programme will be provided through redeployment and possible increase of CUBE resources. DFID does not have any new education project in the pipeline.

5.0 Assignment Outputs

Output 1(Primary): Undertake an Output to Purpose Review of CUBE and to determine progress towards the achievement of Purpose and its effectiveness to date in support of the FGN’s UBE programme at both federal and state level.

Output 2. (Secondary): Provide an outline framework for the proposed new Education project, ESW, and TA which will include a framework for the development of a common strategy for monitoring and evaluation.

Output 3. (Secondary): Review the appropriateness of the current outputs and activities as stated in the project document and make recommendations on how best these can be adjusted to satisfy existing and new commitments arising from the restructuring of UBE Project and the proposed implementation of new education projects, thereby ensuring that the project purpose/ development objective is achieved.

6.0 Tasks

6.1 Following a study of project documentation, progress reports and consultations with key stakeholders at each level, the consultants will provide an opinion on the progress achieved by CUBE towards the delivery of the stated project outputs and their contribution to the delivery of the project purpose. This to include performance on issues such as;

- Determination of needs at each level and the action taken by the project to prioritise and sequence these in annual workplans.
- Flexibility and capacity to respond to a changing project environment.
- Quality and timeliness of service delivery to include performance of TA and Management against their TOR
- Team working and the prioritisation and integration of project activities both within CUBE and the wider UBEP
- Linkages and cooperation with other key development partners to achieve common goals.
- Project monitoring to include quality and timeliness of reporting against Objectively Verifiable Indicators.

6.2 In parallel with 6.1 above and following consultations with key stakeholders, the OPR will;

- Assist with the integration of key studies into the framework to include NEEDS, SEEDS, EFA, Economic Analysis of Education Sector (NESEA), and NASSIEN etc.
- Provide an outline of future activities including proposed Technical assistance requirements for both the UBE project and the new education project(s) and ESW, including the draft TORs and estimated budget.

6.3 Using the OPR State performance report and through a visit to two key states;

- Review performance and measures taken by States to access and utilise UBEP resources, their potential to establish a SWAp and absorb additional resources and highlight any capacity shortfalls.
- Determine perceived quality and effectiveness of UBEP inputs on state programmes, to include advisory, material and the delivery of appropriate

training courses through CUBE and NIEPA and highlight capacity to benefit from additional training.

- Assess capacity of the State Advisers and Regional Advisors to provide adequate advisory support (after training) on SWAp development and implementation at the state level and highlight any capacity shortfalls.
- Estimate the level and configuration of CUBE support required to UBE Project states and prepare recommendations for concentrated TA support to specific states within the UBE project and to new Lead States not currently included in the UBE project.
- Assess impact of UBEP at school/community level and review the quality and impact of school-based activities

7.0 Methodology

It is envisaged that the consultants will hold consultations with key stakeholders in Abuja, visit NIEPA and two states. The project documentation and relevant data will be provided in advance of the consultant's arrival and a briefing done at the beginning of the assignment by WB/DFID, which will include a draft schedule of visits. The consultants will spend the first two days acquiring background knowledge through briefings by the CUBE and UBEC teams, reading and through meetings with key staff.

8.0 Outputs

The output will comprise an Output to Purpose Review report in the standard DFID format, which assesses progress towards the achievement of the project Purpose and assesses the effectiveness of UBEP/CUBE inputs and processes at the federal level and in each of the 16 participating states. The report will provide an assessment on whether these are the most appropriate in light of the proposed State education SWAps. It will provide a draft framework for these and make recommendations regarding revised outputs and resource requirements, including technical assistance, that will ensure that the project achieves its purpose/development objective.

9.0 Evaluation team

The WB Education Specialist, DFID education Adviser, two international consultants and two FMOE/UBEC officers will undertake the assignment.

10.0 Reporting and timeframe

The duration of the study will be around 19 days for both the team leader and the team members. The assignment will take place over the period 18 June to 8 July. FME/CUBE/WB will provide all relevant documents to the consultants, these comprising, but not restricted to:

- Copies of appropriate project documentation and guidelines
- UBEP reviews
- Monitoring and evaluation reports
- Training evaluations
- Aide memoirs of WB missions
- CPS
- OPR State Effectiveness Report

The team leader will be responsible for the delivery of a comprehensive and unified report in hard copy and on disk in MS Word and Excel format that addresses fully the

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stated output of the assignment. The report to be delivered by the team leader to DFID and WB by 8th July 2005.

| Activity | Date | Responsibility |
|--|--------------|---|
| Review documentation | 18 –20 June | CUBE TA to compile. Team |
| Conduct review | 20 – 30 June | CUBE TA to arrange visits, counterparts and transport, Team |
| Reporting writing | 1 – 5 July | Team leader and member |
| Final report submitted to DFID/FMOE/WB | 8 July | Team leader |

LOGICAL FRAMEWORK AND PROJECT HEADER SHEET

Draft Logical Framework

Project Name: **UNIVERSAL BASIC EDUCATION PROJECT (UBEP)**
 Country: **NIGERIA** MIS Code: **048-550-032**
 Date of Preparation: **23 July 2002**

| Narrative Summary | OVIs | MoV | Assumptions |
|---|---|---|---|
| <p>Goal: Universal Basic Education (UBE) in Nigeria.</p> | <p>Achievement of Education MDGs: universal primary education by 2015 and equal gender balance throughout education by 2015.</p> | <p>National and international education statistics</p> | <p>Federal, State and Local Governments are committed to achieving UBE within a balanced sectoral policy, and implement this commitment through effective institutional arrangements and adequate funds.</p> <p>This project will form the basis of similar projects to extend UBE to all states in Nigeria, and Federal components of the Project will have significant impact on non-targeted States.</p> |
| <p>Purpose: Development and implementation of sustainable State programmes for UBE in 16 States with priority given to educationally disadvantaged LGAs.</p> | <p>Strengthened state and local government planning for UBE, meeting IDA project targets.</p> <p>School system able to provide quality schooling in the state, meeting the IDA project targets.</p> <p>Increased primary school attendance and completion rates, meeting IDA project targets, with priority given to the poorest areas.</p> | <p>State-level plans for UBE, and monitoring reports on their implementation.</p> <p>State and Federal level EMIS statistics</p> <p>Achievement indicators for literacy and numeracy.</p> | <p>Commitment of Governments to gender equity and poverty reduction.</p> <p>Positive cooperation maintained between DFID-funded TA and management of IDA credit</p> <p>TA effective in enhancing capacity.</p> |

| Narrative Summary | OVIs | MoV | Assumptions |
|---|---|---|---|
| <p>Outputs: Enhanced State and Local Government planning, management and monitoring of UBE on a sustainable basis.</p> | <p>State Departments of Planning, Research and Statistics (DPRS) and other relevant departments fully operational with competent personnel.</p> <p>Functioning State-level EMIS covering the whole education sector</p> <p>Improved State and Local Government budgeting, financing, management and monitoring systems.</p> | <p>Costed plans reflected in government budgeting and funding applications.</p> <p>Analysis and use of statistics for decision-making purposes.</p> <p>Financial statements and output-based progress monitoring reports.</p> | <p>All stakeholders committed to effective, coordinated planning, management and monitoring of UBE.</p> <p>LGAs and States committed to transparent management and monitoring</p> |
| <p>Strengthened school management through Local Government and community participation.</p> | <p>Increased effectiveness of School Committees.</p> <p>Whole school development process in place which fully involves Local Government and Local Community.</p> <p>Regular monitoring of school performance by the community and LGEA</p> | <p>Minutes showing attendance and decisions at school planning and management meetings.</p> <p>Decisions implemented</p> <p>School and LGEA reports</p> | <p>Federal and State Governments support decentralised approach with community involvement including legal provisions for management through School Boards.</p> <p>Relevant information available to local communities.</p> |
| <p>Innovative State-based approaches for improving access, quality and equity.</p> | <p>Implementation of pilot approaches and incentive schemes to raise enrolment, attendance and completion rates and quality of education for girls and boys.</p> | <p>Evaluation studies and monitoring reports.</p> <p>Test scores and examination results.</p> <p>Gender disaggregated data.</p> | <p>Willingness to explore innovative approaches. Significant improvements possible over a short time-scale.</p> |
| <p>4. State UBE strategies incorporate HIV/AIDS awareness and prevention, planning for impact, and basic education provision for orphans.</p> | <p>State level initiatives for tackling HIV/AIDS issues</p> <p>Reduced impact of AIDS on achievement of UBE</p> | <p>Activities implemented.</p> <p>Enrolment and teacher supply projections</p> | <p>Commitment of all stakeholders to tackling educational implications of HIV/AIDS including means of transmission</p> |

| Narrative Summary | OVIs | MoV | Assumptions |
|--|---|---|--|
| <p>Strengthened Federal capacity and systems to finance and support UBE programmes</p> | <p>Improved capacity of Federal Government to support UBE programmes through policy-setting, financing, monitoring and dissemination of good practice.</p> <p>Improved FME contribution to UBE through strengthened planning including a national EMIS and strategic leadership of education efforts to tackle HIV/AIDS.</p> <p>Improved capacity of NIEPA and other key institutions for training, research and dissemination of good practice in relation to planning and management of UBE including the handling of HIV/AIDS.</p> | <p>UBE guidelines and reports. UBE Documentation on good practice present within States</p> <p>FME DPRS reports and workshops. National statistics based on the EMIS</p> <p>FME Education Strategy document for HIV/AIDS AIDS-related curricula in operation</p> <p>NIEPA course documentation and UBE documentation at the selected resource centres</p> | <p>All stakeholders committed to effective, coordinated and transparent planning, management and monitoring of UBE based on accurate data.</p> <p>FME commitment to tackling HIV/AIDS issues in and through the education sector</p> <p>NIEPA and other relevant institutions committed to acting as national resource centres in relation to good practice in the implementation of UBE programmes.</p> |

ANNEX B

| Activities | Budget |
|--|--|
| 1.1 Support for, and training of, senior personnel in State and Local Government 1.2 Development of EMIS in State Ministries of Education 1.3 Promote and support the reform of budgeting and financial management systems 1.4 Strengthen capacity, especially in State Ministries of Education and State UBE Boards, in relation to management and implementation of UBE | State UBE advisers (national consultants) 72 py @ £25k: £1.73m 16 vehicles @ £15,000 + 10% pa maintenance = £0.34m Short-term consultants (national and international) £0.45m Training, workshops, study visits £0.45m Equipment and materials (eg. MIS development) £0.2m Output 1 Subtotal: £3.16m |
| 2.1 Transfer lessons from successful Community Education programmes to thinking and practice within the target LGAs 2.2 Support a whole school development approach utilising community resources 2.3 Develop community sensitisation for promoting educational demand 2.4 Develop School Committees and other systems that provide communities with information and influence on all school resources and performance 2.5 Promote, and strengthen systems for, the monitoring of school performance by the community and LGA and the identification of good practice. | Short-term consultants (national and international) £0.2m Training, workshops, study visits £0.3m Studies including PRA £0.2m Equipment and materials £0.2m Output 2 Subtotal: £0.9m |
| 3.1 Promote, through studies and technical support, innovative approaches to improve access, quality and equity. 3.2 Strengthen and technically support the bringing to scale of pilot approaches and incentive schemes | Short-term consultants (national and international) £0.4m Training and study visits £0.2m Studies and research £0.16m Equipment and materials £0.2m Output 3 Subtotal £0.96m |
| 4.1 Promote and support State-based initiatives for tackling HIV/AIDS issues in schools 4.2 Develop State capacity for assessing the impact of HIV/AIDS on education system with advocacy and planning based on this, including support for AIDS orphans | Short-term consultants (national and international) £0.2m Training and study visits £0.2m Studies £0.1m Equipment and materials £0.1m Output 4 Subtotal £0.6m |

ANNEX B

| | |
|--|--|
| <p>5.1 Develop the capacity of FME in relation to its role of steering, supporting and monitoring UBE, supporting lesson learning and sharing between states and the dissemination of good practice.</p> <p>5.2 Capacity strengthen FME DPRS in relation to planning for UBE.</p> <p>5.3 Develop Federal MIS through support to the FME and the Education Databank</p> <p>5.4 Develop FME capacity for assessing the impact of HIV/AIDS on the education system and to support advocacy and planning based on this, including support for AIDS orphans</p> <p>5.5 Strengthen the National Coordination of HIV/AIDS in Education through FME including the development of a strategic plan.</p> <p>5.6 Strengthen the capacity of NERDC and NIEPA to support the tackling HIV/AIDS issues in schools, building on good practice in Nigeria and elsewhere.</p> <p>5.7 Strengthen the capacity of NIEPA as a training centre for education personnel and as a national resource centre for researching and disseminating good practice in relation to UBE</p> <p>5.8 Identify and strengthen any other key institutions and resource centres for supporting UBE</p> | <p>Team Leader (International consultant) x 5y @ £120,000 pa £0.6m 2xRegional Team Leaders (nationals) x 5y @ £26,000 pa £0.26m MIS specialist, FME x 3y @ £100,000 pa 0.3m HIV/AIDS specialist FME x 3y @ £100,000 £0.3m Long-term consultancy support to NIEPA x8 py @ £100K £0.8m 5 vehicles @ £15,000 + 10% pa maintenance = £0.12m Short-term consultants (national and international) £0.2m Training and study visits £0.2m Studies £0.1m Equipment and materials £0.1m Dissemination and lesson-learning£0.4m (resource centre support, networking, documentation) Output 5 subtotal: £3.38m</p> |
| Project management | <p>Management of finance, procurement, logistics £1.5m Monitoring meetings and workshops £0.3m Subtotal £1.8m</p> |
| DFID monitoring and evaluation etc. | <p>DFID monitoring and evaluation £0.2m Advocacy activities £0.2m Contingency (5%) £0.56m Aggregate inflators £0.45m Project preparation £0.07m Subtotal £1.48m</p> |
| TOTAL | £12,280m |

PROJECT DESIGN SUMMARY FOR THE IDA CREDIT

| Hierarchy of Objectives | Key Performance Indicators | Data Collection Strategy | Critical Assumptions |
|--|---|--|--|
| <p>Sector-related CAS Goal: Governance: strengthening government's capacity to provide services.</p> <p>Community-driven development: empowering communities to address their own development priorities</p> | <p>Sector indicators Improved quality of state plans, taking less time to review with fewer iterations Basic education expenditures of at least 50% of the overall education budget (federal, state, and local government) allocated to basic education Increase in parental involvement and community participation in schools and in education with at least 20 demonstrable incidences in each local government per year</p> | <p>Sector/country reports Annual review of state plans and state budget</p> <p>Project progress reports</p> | <p>(from Goal to Bank Mission)</p> |
| <p>Project Development Objective:</p> <p>To raise primary school attendance and completion rates, with a priority given to the poorest areas.</p> | <p>Outcome/Impact Indicators: Increase in admission rates to class 1 in primary schools by at least 20% over the project period Increase in completion rates in primary school of at least 20% Decrease in the gender gap in schooling, with a target of 50/50 admission into class 1 by the end of the project Increase in transition rate from primary to secondary schools by at least 20% during the project period</p> | <p>Project reports: Annual school data statistics Annual school data statistics Annual school data statistics Annual school data statistics</p> | <p>(from Objective to Goal) States, LGAs and communities are committed to the goals of UBE</p> <p>The school system is able to improve the quality of education</p> |
| <p>Output from each Component: A school system that is able to provide quality schooling in the state</p> <p>Ability for state and local governments to develop state and LGA plans for the implementation of UBE</p> | <p>Output Indicators: Increase in the number of school places and of schools in good condition by at least 20% by the end of the project Decrease in pupil-teacher ratio to 40:1 by the end of the project Increase in the number of qualified teachers by at least 20% by the end of the project Implementation of at least 70% of the plans each year according to the greatest needs Adherence to schedules so implementation is no more than 20% behind schedule</p> | <p>Project reports: Project progress reports Annual school data statistics Project progress reports Annual school data statistics Project progress reports Project progress reports</p> | <p>(from Outputs to Objective) Sufficient capital budget available for school construction Commitment by states and local governments to providing sufficient basic education budget Teacher training programmes are able to produce sufficient number of teachers of high quality</p> <p>State and LGA officials have capacity to develop sound plans</p> |
| <p>Project Components/ sub-components: State programmes for the implementation of UBE Federal Programme, Management and Monitoring, Policy Development and Systems Support</p> | <p>Inputs: (budget for each component) US\$100.3m of which \$80m is from the IDA Credit US\$28.7M of which \$21m is from the IDA Credit</p> | <p>Project reports:</p> | <p>(from Components to Outputs) States are unable to implement plans and have a sound financial management system</p> |

NIEPA

The OPR team visited NIEPA. The following account arises from concerns regarding support to NIEPA in three areas:

- justification for the intervention
- capability of NIEPA to deliver
- financial transparency

Justification for support to NIEPA

NIEPA is identified in the CUBE project design as the main vehicle for developing education sector planning and management capacity in Nigeria in support of UBE.

Prior to CUBE support, NIEPA was a moribund parastatal which was providing virtually no effective training of education planners and managers. Substantial CUBE investment has lifted the capacity of NIEPA to deliver, but, as discussed below, this still falls far short of meeting national needs.

Nigeria has a dynamic management training sector, with many providers of management training and development services in both the public and private sectors. The priority need for UBE is to increase the number of well trained and capable education planners and managers within State and Federal Governments. It could be argued that the main constraint preventing this need being met has been a lack of focus and finance on the demand side, rather than under-supply of training services.

The NIEPA component of CUBE has been addressing a perceived supply constraint, focusing on just one public sector training provider. An alternative would have been to take a market-oriented approach, addressing demand-side constraints.⁸ This is proposed below as a possible way forward for CUBE.

Capability of NIEPA to deliver

Over the past year, substantial technical assistance and infrastructure support has been provided to NIEPA by CUBE. There is some evidence that the capacity of NIEPA, in terms of an increase of professional staff from 4 members to 10 and improved quality of physical facilities, has been enhanced as a result. A limited number of training courses have been provided, financed under CUBE and the IDA credit.

However, there are serious concerns about the capability of NIEPA to scale up provision of cost-effective, appropriate and demand-driven training services to the Federal and State education sectors on a sustainable basis (i.e. with courses paid for by Government customers rather than by development partners). The pricing structure, with typical costs per trainee per 2-day course of N25,000 (GB£100, US\$180), not including accommodation, seem high in comparison with typical market rates in Nigeria,

⁸ In saying this, the OPR team is aware that TAMC was closely following the DFID requirement to provide support to NIEPA. There was no directive to seek other market-led options.

and is unlikely to be affordable on a large scale where Government is meeting training costs directly.

The Executive Director advised that NIEPA would not be in a position to begin working as a fully effective organisation until at least October 2006.

In the opinion of the review team this is an unacceptable position. At a minimum, NIEPA should now be in a position to provide some estimate of the total demand for education planning and management training at the national and State level (their market); and a plan for how they will meet this demand. They appear unable to do this, and hence it was not possible to identify the proportion of total demand they are able to satisfy now and in the future. Indeed, NIEPA were unable even to provide detailed statistics on training services provided (in terms of a standard measure such as person-days training delivered).

Financial transparency

Another serious concern relates to NIEPA's financial transparency.

The operations of NIEPA are closely linked to the operations of a separate entity, NIEPA Consult. This issue was raised at project design stage as a cause for concern during design of the CUBE project [Cawthera, May 2002]).

NIEPA is a parastatal organisation created by edict during military rule whose status has yet to be regularised though a proper legal instrument (we understand that draft legislation is being prepared). NIEPA Consult is, according to information provided to us by NIEPA during our visit, a private company whose shares are held by NIEPA managers. It should be noted that NIEPA Consult was established in response to Federal Government encouragement for education institutions to undertake commercial activities to help defray operating costs. Similar policies are followed successfully in many other countries.

The concerns of the review team relate to the lack of transparency regarding financial flows, resources and asset use and ownership of the two organisations. For example, NIEPA management explained that NIEPA Consult regularly uses NIEPA assets (classrooms, computers etc) for commercial activities. The ownership structure of NIEPA Consult, with shares held directly by NIEPA managers, rather than by NIEPA itself, creates a serious risk that NIEPA managers could appear to be benefiting personally from the use of Government and/or development partner resources.

Transparency is also an issue with regard to the significant payments to NIEPA for training courses financed by CUBE and under the IDA credit. An attempt was made during the review to track payments made by CUBE and the IDA credit into NIEPA's accounting system, but it was not possible to make significant progress on this in the time available. Accounting staff were unaware that fees were paid for training courses. The review team has no reason to believe that these payments have not been properly accounted for and the monies utilised for proper NIEPA purposes. However, given other transparency concerns, it would be desirable to demonstrate clearly that these funds have been properly receipted, banked, accounted for and utilised.

Strengthened School Management through Local Government and Community Participation.

The establishment of SMC's, which involves parents and key local community members, has proven to be an essential element in the majority of African (and other) countries for the effective delivery of basic education and improved access. The CUBE strategy for the delivery of this Output is predominantly bottom up and relies heavily on the engagement of communities through the Community Led Education Development Planning (CLEDEP) programme, which has evolved from community based research (CBR) undertaken in a total of 1012 school communities in 98 LGEAS. The CLEDEP is expected to empower communities by enabling them to participate in the creation of a development plan for their school. The process to lead to the formation of school/community committees and provide the foundation for the establishment of a Whole School Development process.

The team visited three primary schools during their visits to Kaduna and Oyo states and attended a CLEDEP training of trainer's workshop in the latter. Whilst the visit was too brief to make a meaningful assessment of the value of the approach, there was evidence that the process was being enthusiastically received by community members, albeit those spoken to were expecting it to lead to an inflow of resources. The participants on the ToT course appeared equally motivated, although during the visit, which occurred on the final day of training, none of the participants appeared to have a clear understanding of the role of a SMC.

It was clear that the process has provided a number of benefits in terms of increasing the target communities' involvement in school development and has resulted in the identification of constraints and helped define priorities. The team noted that there was considerable similarity between the needs and priorities identified by the communities and this should prove useful for informing state planning, resource prioritization and influence the delivery mechanisms used by the project. Lessons learned will also make community mobilization in the Self Help process easier, especially in the areas of classroom construction where a review of current practice is to be undertaken.

The main concerns of the team were in regard to its value, when measured against the costs (financial and opportunity) involved in further dissemination. It was felt that whilst the initiative is worthwhile, it would be more effectively delivered if more focused and incorporated into a community led project, funded through UBEP or other donor. The team also felt that the establishment of SMCs could be done more efficiently if it was supported by a top down process through SUBEBs and LGEAs, using the newly developed guidelines, and through cooperation with UNICEF. In support of this process consideration in the longer term could also given to supporting the development of a basic Headteacher/SMC training manual.

In view of the above, it is recommended that upon completion of the pilot, project-funded activities in this area should cease, however it is recognized that states may wish to continue using the process from their own budgets. To facilitate this, it is also recommended that the process be evaluated and a synthesis report produced and distributed to all stakeholders.

SESP AND SWAp:

PROPOSALS FOR SUPPORT TO UBE CAPACITY BUILDING BEYOND UBEP

1 Introduction

- 1.1. The CUBE project has the potential to provide important and valuable support to the education sector beyond that required by the restructured UBE Project. This chapter sets out proposals for such support in terms of:
- the framework for future DFID/World Bank support to the education sector;
 - the likely modality for such support – the State level “SWAp”;
 - expected technical assistance needs; and
 - the proposed technical assistance response.

2 Framework for future DFID/World Bank support to education

- 2.1. Future DFID and World Bank support to the education sector in Nigeria will be provided within the framework established by the recently agreed joint Country Partnership Strategy 2005-2009⁹ (CPS).
- 2.2. The CPS sets out the “lead State approach”. Under this approach development support from DFID and the World Bank will be focused on a relatively small group of about six States. These lead States will be selected based on the SEEDS Benchmarking process currently being undertaken by the National Planning Commission, due to report in August/September 2005. State selection will be based on an assessment of those most likely to benefit from developmental support, in terms of poverty reduction and enhanced economic growth, during the CPS period.
- 2.3. The CPS identifies three outcome areas, the first of which - *improved service delivery for human development* – includes education. It is perhaps surprising that the CPS results framework does not include a specific outcome for UBE¹⁰. However the overall thrust of the CPS is clearly towards the overall goal of enhancing educational access and equity.
- 2.4. Under CPS it envisaged that support for education will be directed to those States that prioritise education in their SEEDS. This may not be all of the lead States, given the competing priorities in health and infrastructure. For the purposes of this report, those lead States that

⁹ World Bank Group/DFID June 2005

¹⁰ CPS period outcomes for education relate to: national M&E system; post-basic education reform strategy; increase in girls primary and secondary enrolment and implementation of EFA plans.

receive education sector support have been denoted as SESP States (State Education Support Project)¹¹

- 2.5. In addition the CPS proposes that significant resources will continue to be provided through issue based, direct impact and community driven approaches in non lead states providing for specific MDG-related education priorities for example, girls education

3 The State level education SWAp

3.1 Where a lead State prioritises education, it is likely that support will be linked to the development of a sector-wide approach (SWAp) to education sector development. In most countries SWAps are developed at the national level; but given Nigeria's federated structure, a State-level SWAp is more appropriate.

3.2 Much design work remains to be done on the detailed modalities of SWAps in this context, in particular with regard to financing modalities. Indeed, it likely that much design work will be State-specific and cannot commence until selection of lead States is complete and development priorities identified. However, key features of the approach are likely to include:

- a comprehensive outcome and output oriented State strategy for the education sector covering a 3 to 5 year period, including basic education, post-basic education, and any other education services provided by State¹²; the strategy should "nest" within the SEEDS and should *inter alia* address cross-cutting poverty and growth priorities including HIV/AIDS, equity and access;
- a financing framework for the education strategy which sets out how the strategic interventions will be financed taking into account *all* financing sources (federal, State, donor and user-fee¹³); this financing framework may include provision for pooling of funds and even budget support depending on fiduciary risk considerations;
- jointly (SME/donor partners) approved costed annual plans prioritised according to affordability to enable the strategy to be operationalised, linked to the financing framework and annual State budget;
- a rational and effective legal, governance and institutional structure for managing the various components of the education sector in the State;
- a capacity building programme to address specific capacity constraints on the implementation of the State education sector

¹¹ It should be noted that SESP is not an 'official' acronym. It is used here and elsewhere in this report merely for convenience.

¹² Ideally the strategy should also include private sector/NGO/FBO providers of education services within the State

¹³ For post-basic only

strategy; this programme is likely to focus on education planning, financing and management, and monitoring capacity at State, LGEA and school levels;

- a mechanism for effective civil society engagement in education sector policy dialogue at the local and State levels;
- a single joint monitoring and evaluation framework for the education sector, leading to an annual joint sector review, used by federal, State and donors in partnership, feeding into SEEDS and NEEDS M&E.

4 Technical assistance needs and priorities in SWAp

4.1 The development of national-level SWAp in other SSA countries has been a very challenging and demanding process. Success depends, critically, on mutually agreed principles which include openness, trust and cooperation between governments and development partners, and on clear and effective government leadership¹⁴ of the process. The SESP State approach in Nigeria should help ensure that these criteria are in place, as only States where these criteria are met will be eligible for support¹⁵.

4.2 Experience also suggests that substantial external technical assistance is required over an extended period, in relation to:

- preparation for, and design of, the SWAp including institutional structures;
- development of systems, especially for planning, budgeting, financial management and monitoring and evaluation;
- capacity building interventions to enable effective State-led management and implementation of the SWAp;
- independent technical review and monitoring, feeding into joint annual review processes; and
- strengthening civil society engagement in policy dialogue and implementation in the sector (this may involve direct engagement between development partners and civil society organisations, to bring State and civil society closer together and help ensure that the genuinely independent voice of civil society is heard).

¹⁴ Leadership that goes beyond passive ownership to pro-active advocacy from the very top

¹⁵ Another advantage for Nigerian lead States is that there are few existing education sector projects: a major challenge with developing SWAp elsewhere has been the need to transform a multiplicity of project-based donor interventions into a single sector-wide approach.

5 The technical assistance response and CUBE's role

State Performance Programme:

- 5.1 The implementation of CPS in the SESP States will require a comprehensive package of technical assistance to build critical core public sector capacity. DFID will take a leading role in providing this assistance through the State Performance Programme (SPP) which is currently under development. The SPP has components to strengthen public financial management; governance; human development service provision; the enabling environment for growth; and inter-governmental coordination.
- 5.2 The human development component of SPP focuses primarily on the health sector, with some support for access to clean water. The SPP does not make provision for technical assistance to the education sector. The SPP does, however, provide the overall technical assistance framework for lead States, within which CUBE technical assistance to education will need to be provided. CUBE will in effect provide the "education component" of SPP.
- 5.3 Within this context, the technical assistance priorities for CUBE during the CPS period, which are additional to UBEP support described in Chapter 5, are:
- education sector preparatory work;
 - SWAp preparation and design; and
 - SWAp implementation support.

Education sector preparatory work:

- 5.4 To support effective engagement with lead States, preparatory work is required at the sector level over the next 6-12 months. This includes:
- economic and financial analysis of the sector;
 - assessment of governance and institutional structures and capacity;
 - beneficiary assessment; and
 - infrastructure assessment
- 5.5 CUBE should utilise its existing pool of technical assistance, and bring in other short term TA as required, to support this vital preparatory work in consultation with the World Bank and DFID.

SWAp preparation and design:

- 5.6 The preparatory and design phase for the State SWAps should start as soon as the SESP States are selected, ideally in August 2005. There will be an urgent need to provide focussed technical assistance support to SESP States to make a clear signal of commitment and build momentum for reform: indeed, there are already demands for such support in States expected to be "lead States".

- 5.7 It is proposed that support be provided by a resident Senior State Education Adviser (SSEA) supported by the central pool of specialists, as described in Chapter 5.
- The SSEA and the central pool will support lead States to:
 - understand the SWAp concept: benefits, challenges and risks;
 - devise a realistic plan for SWAp development, including institutional, systems and TA needs;
 - undertake initial training, institutional and systems development;
 - prepare key SWAp instruments (strategic plan, financing framework, capacity building plans etc); and
 - establish a joint M&E framework and undertake baseline studies.

SWAp implementation support

- 5.8 Additional longer term dedicated technical assistance will be required for those lead States in which a viable SWAp approach emerges from the preparation and design process. In addition to TA working in areas such as finance and public sector reform, the education sector TA is likely to consist of a small State-based team working within the institutional structure of the SME (not in a separate “project office”). The composition and skills of these teams will be State-specific, and depend on TA needs identified during preparation and design. A typical team might comprise (in addition to the SSEA) specialists in education budgeting/financial management, education M&E, and/or a key developmental area such as school infrastructure. The location of these teams within the TA structure is shown in Fig. 5.2 in the main body of the report.
- 5.9 To be effective this TA team will need to be engaged as early as possible in the SWAp development process so that individual advisers are accepted as core team members by State officials. The State-based TA team can work alongside the central pool; indeed it is possible that there could be some transfer of resources from the central team to State teams where good working relationships have been established during the design phase.
- 5.10 SWAps operate on an annual cycle, and are likely to need two or three budget cycles to become fully operational. The TA team will need to be committed to the State for an extended period – at least two, ideally three years - to ensure commitment to, and accountability for, results.

Gender assessment

The following points were noted from CUBE reports and from visits to schools and NIEPA. It is acknowledged that gender issues vary across States and that the institutions seen may or may not be typical. However, enough was observed to emphasise the point that to achieve equity, UBEP/CUBE needs to continue to mainstream gender in its activities and participant selection.

- There is some indication that both women and men are included in training (at the level of training of trainers). The effect of this is yet to be felt at the community level.
- In CBR it is suggested to communities that having female representation on PTA is important for whole school development and ensuring all of their children attend school. This effect of this advice was not reflected in any of the schools visited.
- A lack of gender balance was noted in urban schools: the school in Ibadan had only 1 male teacher; an urban school in Kaduna with 6/26 female teachers and a rural school with only 1 female out of 5 teachers.
- Kaduna state had no head mistresses.
- In the community research in Makarfi, 10/30 research coordinators were female.
- A key issue in Kaduna is that there are insufficient female teachers.
- NIEPA has a very poor gender balance.
- NIEPA's HIV/AIDS, Equity and Gender policy is not effective; for example it doesn't ensure that new staff include more females on the professional staff. (Of the 10 professional staff, only 1 is female. Similarly only one of the 5 administrative/board directors is female.)

Activities

(1) Review of Stated Commitments in the TA Work Plan (July – Dec 2005)

Draft Proposals for Discussion (WB/DFID/CUBE)

The implementation of key recommendations and the resulting volume of new priority activities identified in the OPR will need to be carefully integrated into the TA work plan schedule. In order to create space for this whilst ensuring that currently planned UBEP priorities are not overlooked, the following action points have been identified for the purpose of discussion between the WB/DFID and the CUBE team

Consideration be given to suspending/cancelling the following activities

It is important to determine the status of the under listed activities, which fall into two categories (i) those scheduled to have taken place between May and July and (ii) others scheduled between August and November 2005. Where the activities in Table 1 have not taken place it is proposed that they be suspended/cancelled.

Table 1

| S/N | Activity | Scheduled Date |
|------------|---|--|
| 1 | 4 th round capacity training SA+ SC/SM | 3 rd Wk May |
| 2 | 5 th round capacity training SA+ CS/SM | 3 rd Wk July |
| 3 | 3 day gender mainstreaming workshop | 1 st Wk July |
| 4 | Part 3 NPCU/UBEC course development | 2 nd Wk May |
| 5 | NIEPA demand driven state training programme | 1 st & 2 nd Wk May |
| 6 | NIEPA faculty attend local courses | 2 nd Wk May |
| 7 | Part 3 NPCU/UBEC workshop | 1 st Wk August |
| 8 | Part 4 NPCU/UBEC Workshop | 1 st Wk November |
| 9 | Development of Whole School Development materials with International TA | June |

Proposed priorities activities for continuation

The activities in Table 2 should be considered as priorities

Table 2

| S/N | Activity | Scheduled Date |
|------------|---|-----------------------|
| 1 | Support for developing of 2006 UBE state workplan | Oct-Dec |
| 2 | SDP-Training 1 st group of 6 states | May |
| 3 | SDP-community training 2 nd group of 10 states | June |
| 4 | Quarterly coordination meeting HIV/AIDS desk officers | September-November |
| 5 | Planning meeting for ICASA 2005 | November |
| 6 | Provide support for HIV/AIDS Unit in participation at IAS International Conf on AIDS and STIs in Africa | December |
| 7 | HIV/AIDS monitoring review meeting | July-Dec |
| 8 | EMIS in Nigeria evaluation workshop | July |
| 9 | HIV/AIDS WB/NIEPA workshop | June & October |
| 10 | Annual Conference of Education Planners and Administration | September |

Prioritised Work schedules of Key Personnel

- The focus of SAs inputs should be on the following three key areas

| Duties | |
|--------|---|
| 1 | To monitor/evaluate the implementation of plans and use the information in the planning cycle to ensure problems are minimised, successes are shared and adapted appropriately at all times |
| 2 | To carry out such other duties as may be required by the individual State to reflect its own State-specified objectives in regard to UBE |
| 3 | To advise on and ensure (in collaboration with other stakeholders) that State strategies incorporate HIV/AIDS awareness and prevention and planning for impact |

- The RTLs to assist the SAs in carrying out the above tasks
- NTL to focus on the Federal components of the Project as follows:
 - work full time in NPCU
 - revise the WP to cover the next 6 months
 - ensure implementation of prioritised activities
 - manage the RTL's
 - HIV/AIDS resource person should focus on
 - Developing the FLHE curriculum and integrating it into the AWP
 - Implementing the AWP policy at State level
 - ICASA

(2) Project Activities July 2005 to April 2006

On the next page, Table 3 is a time frame for a list of activities designed to take forward CUBE and other capacity building activities associated with the UBEP, UPEB+ and SESP States. The timings in the list are a best-case scenario. It is possible that there may be some slippage.

Table 3 Actions July 2005 – April 2006

| No | Action | Responsible | Target Date |
|-----------|---|--------------------|--------------------|
| 1. | OPR report delivered to DFID/WB | OPR T/L | 08 Jul 05 |
| 2. | OPR report delivered to TAMC | WB/DFID | 11 Jul 05 |
| 3. | Discussion on OPR recommendations | DFID/WB/TAMC | 11 Jul 05 |
| 4. | TAMC- DFID- WB meet to discuss UBEP implementation strategy and prioritization | TAMC/DFID/WB | 13 Jul 05 |
| 5. | TAMC Inform NCPU/NIEPA of need for Performance/Financial Audit of NIEPA and make arrangements TOR, Consultants procurement | TAMC | 21 Jul 05 |
| 6. | TAMC Inform FME and Agencies on proposal to review support to key FME Agencies and make arrangements TOR, Consultants procurement | TAMC | 21 Jul 05 |
| 7. | OPR Report accepted (DFID/WB) | DFID/WB | 31 Jul 05 |
| 8. | Letter from DFID to TAMC outlines proposed changes requesting BC to begin preparation of draft proposal which includes detailed implementation strategy including TA adjustments | DFID | 31 Jul 05 |
| 9. | DFID/WB – Agreement on changes with FME/NPCU | DFID/WB | 31 Aug 05 |
| 10. | TAMC presents proposal for contract amendment to DFID/WB [?] | TAMC | 31 Aug 05 |
| 11. | DFID/WB approve increased budget | DFID | 31 Aug 05 |
| 12. | DFID/WB negotiate with TAMC and agree contract amendments | DFID/WB/TAMC | 16 Sep 05 |
| 13. | Implementation of key changes begins. TA informed officially and procurement process started. To include a decision on future support to NIEPA. | TAMC | 18 Sep 05 |
| 14. | Brief UBEC, UBEP, UBEP+ States, FME, and Agencies on proposed changes and state selection process. | TAMC (DFID/WB?) | 20 Sep 05 |
| 15. | Agencies report received, strategy agreed for further support, preparation for key studies initiated, TOR, Cons Procurement | DFID/WB TAMC | 30 Sep 05 |
| 16. | Institutional Governance for BE, Infrastructure and Capacity Assessment Studies started | TAMC/WB | 30 Sep 05 |
| 17. | State selection (SESP and UPEC +) | DFID/WB TAMC | 30 Sep 05 |
| 18. | Change Management (recruit TA) Key studies supporting future assistance, Agencies/SWAp, Synthesis report on CLEDEP undertaken and disseminated, CUBE direct support for programme phased out. | TAMC | Oct-Dec 05 |
| 19. | New Structure operational for UBEP and UBEP+ | TAMC | 01 Jan 06 |
| 20. | Preparatory work for SESP/SWAp States | WB/DFID | 01 Oct 05 |
| 21. | First 2 SESP/SWAp States to WB Board | WB | 01 Apr 06 |

Budget: Indicative Costs of Recommendations

Scenario 1

| Technical Assistance | £ '000 |
|--|-------------------|
| 1 International Consultant (SFEA) x 3 years x 130k | 390 |
| 8 International Consultants (Pool) x 3 years x 120k | 2,880 |
| 5 National (SSEA, UBEP+) x 2 years x 27k | 270 |
| 18 National Consultants (SSEA, SESP) x 3 years x 27k | 1,458 |
| Various short term say 8 (I & N) person-years x 120k | 960 |
| Sub-total 1 | 5,958 |
| Vehicles | 450 |
| Training/workshops/study visits | 1,565 |
| Other equipment and materials | 800 |
| Misc. inputs, M&E etc | 1,000 |
| Sub-total 2 | 3,815 |
| Contingencies 5% | 489 |
| Grand total of add inputs | 10,262 |
| Less remaining unspent budget/vehicles/equipment = | 8,657 |
| Additional sum required = | 1,605 |
| Management (12% of increased project sum) | 193 |
| Additional sum required | £1,798,000 |

Scenario 2

| Technical Assistance | £ '000 |
|--|----------------|
| 1 International Consultant (SFEA) x 3 years 130k | 390 |
| 8 International Consultants (Pool)* x 2 years x 120k | 1,920 |
| 5 National (SSEA, UBEP+) x 2 years x 27k | 270 |
| 18 National Consultants** (SSEA, SESP) x 2 years x 27k | 972 |
| Various short term say 8 I & N pers. years x 120k | 960 |
| Sub-total 1 | 4,512 |
| Vehicles | 450 |
| Training/workshops/study visits | 1,565 |
| Other equipment and materials | 800 |
| Misc. inputs, M&E etc | 1,000 |
| Sub-total 2 | 3,815 |
| Contingencies 5% | 416 |
| Grand total of add inputs | 8,743 |
| Less remaining unspent budget/vehicles/equipment = | 8,657 |
| Additional sum required = | 86 |
| Management (12% of increased project sum) | 10 |
| Additional sum required | £96,000 |

Note: Budget line for teams of international and national**consultants reduced from three to two years and a budget increase will be required in 2007-08 to finance the additional year*

The Government UBE Programme

1 Background

Education occupies a very unique position in the national development programme of any nation, as it is the gateway to the future and the key factor to economic, social and political advancement.

At the centre-stage of Nigeria's educational reforms is the Universal Basic Education sub-sector, where a lot of attention is being given to improve upon the standard of education and build a solid foundation for the development of further education and other sectors in the country. The focussed attention of the Federal Government of Nigeria on the universal basic education stems from the fact that the programme is about the only sure way to guarantee that every Nigeria child is given the opportunity to basic education. The programme will also provide the capacity to fully address the challenges of enhancing the literacy level in the country and at the same time fulfil the nation's commitment towards the implementation of **Education for All (EFA)** by the year 2015. No government can succeed to the onerous task without database for the basic education sub-sector.

2 EFA:

The World Education Forum (WEF) set a target of 10 years to achieve the Education for All (EFA) Goals. In 2000 the WEF set in Dakar, Senegal to take stock of the achievements towards delivery the EFA Agenda. Unfortunately, the target had not been met, therefore the WEF recommitted itself to a new target of achieving the six (6) EFA goals within the Dakar framework for Action by 2015. Critical factors highlighted and the success of the new target set include genuine partnership with civil society, credible plans and donor commitment to ensure that credible plans did not fail for lack of adequate resources. In that regard, PEP II supported EFA Unit in development of States EFA plans. The 16 UBEP I State plans were developed to achieve the EFA goals. Subsequently, series of Workshops were conducted for the remaining 21 states in preparation of States plans in accordance with EFA goals for proposed Work Bank Credit.

3 The Government UBE Programme

3.1 Introduction

The President of the Federal Republic of Nigeria, Chief Olusegun Obasanjo, launched the Universal Basic Education (UBE) Programme, on 30 September 1999 in Sokoto. The first batch of primary one pupils for the programme were enrolled nation-wide in the 2000/2001 academic session.

3.2 Objectives

The objectives of the UBE programme are as follows:

- ◆ developing in the entire citizenry a strong consciousness for education and a strong commitment to its vigorous promotion;
- ◆ the provision of free, universal basic education for every Nigerian child of school-going age;
- ◆ reducing drastically the incidence of drop-out from the formal school system (through improve relevance, quality and efficiency);
- ◆ catering for the learning needs of young persons who, for one reason or another, have had to interrupt their schooling through appropriate forms of complementary approaches to the provision and promotion of basic education; and

- ♦ ensuring the acquisition of appropriate levels of literacy, numeracy, manipulative, communicative and life skills, as well as the ethical, moral and civic values needed for laying a solid foundation for life-long learning.

3.3 **Scope**

The Universal Basic Education Programme is all inclusive and brings within its ambit the following:

- ♦ programmes and initiatives for early childhood education and development;
- ♦ programmes and initiatives for the acquisition of functional literacy, numeracy and life skills, especially for adults (persons aged 15 and above);
- ♦ special programmes for nomadic populations;
- ♦ out-of-school children, non-formal programmes for updating the knowledge and skills of persons who left before acquiring the basic needed for life-long learning;
- ♦ non-formal skills and apprenticeship training for adolescents and youth who have not had the benefit of formal education;
- ♦ the formal school system from the beginning of primary education to the end of the junior secondary school.

3.4 **The Universal Aspect of UBE has the Following Implications:**

- ♦ Inclusiveness, implying that persons in all manners and conditions of physical, spatial, and psychological existence will benefit from the programme;
- ♦ Special attention to special groups, implying that the special needs of all sectors of the population will be taken into account;
- ♦ Encouragement for the provision of facilities for early childhood education and development, with due attention given to the needs of specific social groups and geographical zones of the country, bearing in mind the need to lay a solid foundation for life-long learning right from early childhood.

3.5 **Implementation of the UBE Programme**

The implementation structure of the UBE Programme is a model in collaboration. Thus the Federal, State and Local Government on the one hand; and the International Agencies, such as the World Bank, the Commonwealth of Learning, UNESCO UNICEF, DFID, Japanese Development Agency, USAID, NGOs and CBOs, on the other hand; are complementing each other's efforts in the implementation of the UBE programme.

3.6 **The UBE Act (2004) States the Functions of UBEC to include the following:**

- ♦ formulate the policy guidelines for the successful operation of the universal basic education programme in the Federation;
- ♦ prescribe the minimum standards for basic education throughout Nigeria in line with the National Policy on Education and the directive of the National Council on Education and ensure the effective monitoring of the standards;
- ♦ monitor Federal inputs into the implementation of basic education;
- ♦ co-ordinate the implementation of the universal basic education related activities in collaboration with non-governmental and multi-lateral agencies;
- ♦ liaise with donor agencies and other development partners in matters relating to basic education;

- ◆ support national capacity building for teachers and managers of basic education in Nigeria;
- ◆ carry out mass mobilization and sensitization of the general public and cater into partnerships with communities and all stakeholders in basic education with the aim of achieving the overall objectives of the Compulsory Free Universal Basic Education in Nigeria.

The UBE Act, 2004 provides for the establishment of the following Agencies at the three tiers of government in Nigeria for the purpose of implementing the UBE programme.

- ◆ Universal Basic Education Commission (UBEC)
- ◆ State Universal Basic Education Boards (SUBEBs)
- ◆ Local Government Education Authorities (LGEAs)

3.7 **At the State Level**

State Governments:

- ◆ Formulate policies for UBE in their states.
- ◆ See to the day-to-day running of the programme in their states.
- ◆ Recruit, discipline and promote teachers on grades 07 and above.
- ◆ Pay the salaries of junior secondary school teachers.
- ◆ Establish and maintain State Primary Education Boards and other state level UBE agencies.

3.8 **At the Local Government Level**

Local Governments:

- ◆ Establish and maintain Local Government Education Authorities in their areas.
- ◆ See to-day-to operations of the programme in their areas.
- ◆ Recruit, discipline and promote teachers and other primary school level staff in their areas.
- ◆ Pay the salaries of primary school teachers in their areas.

3.9 **Strategies for Monitoring UBE Programme**

The UBE Programme will be monitored based on the action plan of he states developed in line with the following UBE objectives:

- ◆ developing in the entire a strong consciousness for education and a strong commitment to its vigorous promotion;
- ◆ the provision of free, universal basic education for every Nigerian child of school-going age;
- ◆ reducing drastically the incidence of drop-out from the formal school system, through improved relevance, quality and efficiency;
- ◆ catering for the learning needs of young persons who, for one reason or another, have had to interrupt their schooling through appropriate forms of complementary approaches to the provision and promotion of basic education; and
- ◆ ensuring the acquisition of appropriate levels of literacy, numeracy manipulative, communicative and life skills, as well as the ethical, moral and civic values needed for laying a solid foundation for life-long.

The areas of focus will include the following activities that can improve **access, equity and quality**:

- ◆ development of physical infrastructure
- ◆ capacity building
- ◆ teaching materials
- ◆ teacher support programmes
- ◆ development of Management Information System (MIS)

3.9.1 Monitoring Mechanisms

- ◆ condition survey
- ◆ intensive routine monitoring
- ◆ financial management control
- ◆ follow-up monitoring
- ◆ nationwide monitoring
- ◆ investigative monitoring

3.9.2 Frequency of Monitoring

- ◆ twice quarterly

3.9.3 Monitoring Agencies

- ◆ Universal Basic Education Commission
- ◆ Federal Inspectorate Service
- ◆ National Planning Commission
- ◆ State Universal Basic Education Board (SUBEBs)
- ◆ National Assembly
- ◆ Federal Ministry of Finance.

3.10 Challenges

- ◆ **Curricula Issues:** How can the curriculum be broadened especially of the JSS to cater for broader diversification as envisaged by the basic education program without recourse to curriculum overload?
- ◆ **Teacher-factor:** What can be done with regards the provision of good quality, adequate and committed teachers for each level of the basic of the basic education program?
- ◆ **Organisation and Management:** To what extent can the present organization and management of schools affect the implementation of the envisaged reform? What can be done to ensure appropriate organization and management of schools in the context of the new UBE?
- ◆ **Funding:** How can the demands for curriculum, teacher, and organization and management of the programme be effectively funded? What options are there?
- ◆ **Quality Issues:** What strategies are needed to enhance and maintain the quality of basic education delivery?
- ◆ **Post-Basic Education:** When and how do we plan for post-basic education? Are the post-basic structures other than the normal SSS on ground? What do we need to do to ensure that they exist?

2. LOGICAL FRAMEWORK AND PROJECT HEADER SHEET

Draft Logical Framework
UNIVERSAL BASIC EDUCATION PROJECT (UBEP)

Project Name:

Country:

NIGERIA

MIS Code: **048-**

550-032

Date of Preparation of Original: **22**

July 2002

Date of Revision:

1 July

2005

| Narrative Summary | OVIs | MoV | |
|---|---|--|---|
| <p>Goal: Universal Basic Education (UBE) in Nigeria.</p> | <p>Achievement of Education MDGs: universal primary education by 2015 and equal gender balance throughout education by 2015.</p> | <p>National and international education statistics</p> | <p>Fed con bal this ins fun Thi pro Nig Pro tary</p> |
| <p>Purpose: Development and implementation of sustainable State programmes for UBE in up to 16 States with priority given to educationally disadvantaged LGAs.</p> | <p>Strengthened state and local government planning for UBE, meeting IDA project targets. School system able to provide quality schooling in the state, meeting the IDA project targets. Increased primary school attendance and completion rates, meeting IDA project targets, with priority given to the poorest areas and girls.</p> | <p>State-level plans for UBE, and monitoring reports on their implementation. State and Federal level EMIS statistics Achievement indicators disaggregated for boys and girls for literacy and numeracy.</p> | <p>Con equ Pos DF cre TA</p> |
| <p>Outputs: Enhanced State and Local Government capacity for the delivery of UBE on a sustainable basis.</p> | <p>SMOE Departments of Planning, Research and Statistics (DPRS) personnel capable of developing functional strategic and operational plans (within a SWAp environment where appropriate) Efficient SMOE/SUBEB management structures and systems fully operational with competent personnel and effective project management State-level EMIS functioning with competent personnel and covering the whole education sector in coordination with Federal, parastatal and LGEA systems State and Local Government personnel delivering accessible and effective budgeting and financial management Key staff regularly and competently use monitoring systems for measuring progress</p> | <p>Strategic plans (which includes EFA and UBE plans) and costed annual operational plans produced reflected in government budgeting and funding applications. UBE Law at State Level Effective procurement and high levels of disbursement against annual plans Analysis and use of statistics for decision-making purposes by policy makers, DPRS, M&E Financial statements and deliverables from costed plans Quarterly and other progress reports, FMR,</p> | <p>All coc mo Sta fre LG ma Ma buc UB the imp</p> |

| Narrative Summary | OVI s | MoV |
|--------------------------|-------------------------------------|---|
| | towards stated outcomes of the AWP. | EMIS data, agreed performance indicators, examination results, Inspection reports |

| Narrative Summary | OVI | MoV | |
|---|---|--|--|
| <p>2. HIV&AIDS awareness and prevention effectively disseminated at State level and FLHE curriculum taught in schools</p> | <p>HIV&AIDS workplace policy implemented at State level FLHE curriculum approved and disseminated to schools Relevant FLHE support materials developed and disseminated to all schools HIV&AIDS mainstreamed across the school curriculum Awareness of national policy on OVCs created at State level Staff regularly monitoring progress against HIV and AIDS</p> | <p>HIV&AIDS workplace policy documents available at State and LGA levels School timetable and examination schedules to include FLHE Policy documents on OVCs readily available at State and LGA levels HIV/AIDS indicators (e.g. schools with clubs; TOTs and teachers trained)</p> | <p>Co edu incl Sta cur</p> |
| <p>3. Sector Wide Approach (SWAp) established in two of the Lead States.</p> | <p>SWAps that prioritise UBE established Annual (initially biannual) review of whole sector performance based on state monitoring</p> | <p>Education Strategic plan Operational plan Financing Framework that addresses key educational issues (e.g. teacher supply – deployment, certification, utilisation; PTRs) Review Aide Memoire</p> | <p>Pol the SW lea</p> |

| Narrative Summary | OVI | MoV | |
|--|--|---|---|
| <p>4. Improved access, quality and equity in basic education</p> | <p>Effective implementation of Self-Help Scheme in selected LGAs</p> <p>Regular monitoring of school performance by the community and LGEA through effective SMCs in selected LGAs</p> <p>Improved school facilities (classrooms, toilets, furniture) in selected LGAs</p> <p>Increased availability and use of teaching and learning resources in basic education schools</p> <p>Approved textbook policy (revised)</p> <p>Effective school management provided by trained Head Teachers</p> <p>Testing and dissemination of innovative schemes which raise enrolment, attendance and completion rates (e.g. school feeding)</p> <p>Testing and dissemination of innovative schemes which improve quality of and equity in education (e.g. SBT, GEP)</p> <p>Harmonisation of the monitoring functions of UBEC and FIS</p> | <p>Pre and post Self-Help test data</p> <p>Revised UBE Self-Help manual published and distributed to all participating communities and LGAs</p> <p>Records of SMC meetings</p> <p>Building inspection reports</p> <p>Test scores and examination results</p> <p>School Inspection Reports</p> <p>Gender disaggregated enrolment data and pupil-classroom ratios (EMIS derived)</p> <p>Donor Agencies, NGO, CBO, FBO reports</p> | <p>Fed dec inv ma Loc imp Wil inn Sig sho</p> |

| Narrative Summary | OVIs | MoV | |
|--|--|---|--|
| <p>5. Strengthened Federal capacity in policy development, programme management, monitoring & evaluation and systems to finance and support UBE programmes</p> | <p>Review roles and responsibilities of key personnel in FME and relevant Federal Agencies (in particular UBEC, ESA, EFA, FIS, EDB, NERDC, NMEC, NCCE, NCNE, NIEPA) select strategic posts and build capacity to support UBE programmes through policy-development and strategic and operational planning</p> <p>National Project Coordination Unit (NPCU) fully operational with competent personnel and effective project management and procurement</p> <p>National EMIS functioning with competent personnel and covering the whole education sector in coordination with State, parastatal and LGEA systems</p> <p>FME and Federal Agencies personnel delivering accessible and effective budgeting and financial management</p> <p>Key FME and UBEC staff regularly and competently use monitoring systems for measuring progress towards stated outcomes of AWP's</p> <p>The HIV&AIDS unit of FME personnel provide strategic planning and donor coordination ensuring that HIV&AIDS messages are effectively disseminated to education sector personnel and students at all levels.</p> <p>Improved capacity of key institutions to deliver training, research and dissemination of good practice in relation to planning and management of UBE.</p> | <p>National Strategic Education Sector Plan (which includes EFA and UBE plans) developed and disseminated</p> <p>UBEC strategic plans and AWP's available and implemented</p> <p>Effective procurement and high levels of disbursement against annual plans</p> <p>National statistics based on the EMIS</p> <p>Analysis and use of statistics for decision-making purposes by policy makers, DPRS, M&E</p> <p>Financial statements and deliverables from costed plans</p> <p>Quarterly and other progress reports and Financial Monitoring Reports (FMR), EMIS data, performance indicators, Inspection reports; FME DPRS reports</p> <p>FME Education Strategy document for HIV&AIDS; workplace policy approved and implemented; FLHE curriculum published and distributed to schools</p> <p>Prospectuses of education planning and management courses available and records of course completers</p> | <p>All coc mo Sta fre FM tra Ma buc FM tac the</p> |

2. LOGICAL FRAMEWORK AND PROJECT HEADER SHEET

Draft Logical Framework

Project Name: **UNIVERSAL BASIC EDUCATION PROJECT (UBEP)**
 Country: **NIGERIA** MIS Code: **048-550-032**
 Date of Preparation of Original: **22 July 2002**
 Date of Revision: **1 July 2005**

| Narrative Summary | OVIs | MoV | Assumptions |
|--|---|--|---|
| <p>Goal:</p> <p>Universal Basic Education (UBE) in Nigeria.</p> | <p>Achievement of Education MDGs: universal primary education by 2015 and equal gender balance throughout education by 2015.</p> | <p>National and international education statistics</p> | <p>Federal, State and Local Governments are committed to achieving UBE within a balanced sectoral policy, and implement this commitment through effective institutional arrangements and adequate funds.</p> <p>This project will form the basis of similar projects to extend UBE to all states in Nigeria, and Federal components of the Project will have significant impact on non-targeted States.</p> |
| <p>Purpose:</p> <p>Development and implementation of sustainable State programmes for UBE in up to 16 States with priority given to educationally disadvantaged LGAs.</p> | <p>Strengthened state and local government planning for UBE, meeting IDA project targets.</p> <p>School system able to provide quality schooling in the state, meeting the IDA project targets.</p> <p>Increased primary school attendance and completion rates, meeting IDA project targets, with priority given to the poorest areas and girls.</p> | <p>State-level plans for UBE, and monitoring reports on their implementation.</p> <p>State and Federal level EMIS statistics</p> <p>Achievement indicators disaggregated for boys and girls for literacy and numeracy.</p> | <p>Commitment of Governments to gender equity and poverty reduction.</p> <p>Positive cooperation maintained between DFID-funded TA and management of IDA credit</p> <p>TA effective in enhancing capacity.</p> |
| <p>Outputs:</p> | <p>SMOE Departments of Planning, Research</p> | <p>Strategic plans (which</p> | <p>All stakeholders committed to effective,</p> |

| Narrative Summary | OVIs | MoV | Assumptions |
|---|--|---|--|
| <p>Enhanced State and Local Government capacity for the delivery of UBE on a sustainable basis.</p> | <p>and Statistics (DPRS) personnel capable of developing functional strategic and operational plans (within a SWAp environment where appropriate)</p> <p>Efficient SMOE/SUBEB management structures and systems fully operational with competent personnel and effective project management</p> <p>State-level EMIS functioning with competent personnel and covering the whole education sector in coordination with Federal, parastatal and LGEA systems</p> <p>State and Local Government personnel delivering accessible and effective budgeting and financial management</p> <p>Key staff regularly and competently use monitoring systems for measuring progress towards stated outcomes of the AWP.</p> | <p>includes EFA and UBE plans) and costed annual operational plans produced reflected in government budgeting and funding applications.</p> <p>UBE Law at State Level</p> <p>Effective procurement and high levels of disbursement against annual plans</p> <p>Analysis and use of statistics for decision-making purposes by policy makers, DPRS, M&E</p> <p>Financial statements and deliverables from costed plans</p> <p>Quarterly and other progress reports, FMR, EMIS data, agreed performance indicators, examination results, Inspection reports</p> | <p>coordinated planning, management and monitoring of UBE.</p> <p>Staff remain in post and are not subject to frequent transfer (without justification)</p> <p>LGAs and States committed to transparent management and monitoring</p> <p>Managers accept the importance of EMIS, budgeting, planning and M&E</p> <p>UBE Law at State Level is compliant with the UBE Act and is accepted and implemented</p> |

| Narrative Summary | OVIs | MoV | Assumptions |
|---|---|--|--|
| <p>3. HIV&AIDS awareness and prevention effectively disseminated at State level and FLHE curriculum taught in schools</p> | <p>HIV&AIDS workplace policy implemented at State level FLHE curriculum approved and disseminated to schools Relevant FLHE support materials developed and disseminated to all schools HIV&AIDS mainstreamed across the school curriculum Awareness of national policy on OVCs created at State level Staff regularly monitoring progress against HIV and AIDS</p> | <p>HIV&AIDS workplace policy documents available at State and LGA levels School timetable and examination schedules to include FLHE Policy documents on OVCs readily available at State and LGA levels HIV/AIDS indicators (e.g. schools with clubs; TOTs and teachers trained)</p> | <p>Commitment of all stakeholders to tackling educational implications of HIV&AIDS including means of transmission State Governments accept FLHE curriculum</p> |
| <p>6. Sector Wide Approach (SWAp) established in two of the Lead States.</p> | <p>SWAps that prioritise UBE established Annual (initially biannual) review of whole sector performance based onstate monitoring</p> | <p>Education Strategic plan Operational plan Financing Framework that addresses key educational issues (e.g. teacher supply – deployment, certification, utilisation; PTRs) Review Aide Memoire</p> | <p>Political commitment and acceptance of the SWAp process by all stakeholders SWAps championed by educational leaders (Ministers and Commissioners)</p> |

| Narrative Summary | OVIs | MoV | Assumptions |
|--|---|---|---|
| <p>7. Improved access, quality and equity in basic education</p> | <p>Effective implementation of Self-Help Scheme in selected LGAs</p> <p>Regular monitoring of school performance by the community and LGEA through effective SMCs in selected LGAs</p> <p>Improved school facilities (classrooms, toilets, furniture) in selected LGAs</p> <p>Increased availability and use of teaching and learning resources in basic education schools</p> <p>Approved textbook policy (revised)</p> <p>Effective school management provided by trained Head Teachers</p> <p>Testing and dissemination of innovative schemes which raise enrolment, attendance and completion rates (e.g. school feeding)</p> <p>Testing and dissemination of innovative schemes which improve quality of and equity in education (e.g. SBTD, GEP)</p> <p>Harmonisation of the monitoring functions of UBEC and FIS</p> | <p>Pre and post Self-Help test data</p> <p>Revised UBE Self-Help manual published and distributed to all participating communities and LGAs</p> <p>Records of SMC meetings</p> <p>Building inspection reports</p> <p>Test scores and examination results</p> <p>School Inspection Reports</p> <p>Gender disaggregated enrolment data and pupil-classroom ratios (EMIS derived)</p> <p>Donor Agencies, NGO, CBO, FBO reports</p> | <p>Federal and State Governments support decentralised approach with community involvement including legal provisions for management through Self-Help and SMCs.</p> <p>Local communities can read and implement the manuals</p> <p>Willingness of all stakeholders to explore innovative approaches.</p> <p>Significant improvements possible over a short time-scale.</p> |

| Narrative Summary | OVIs | MoV | Assumptions |
|--|--|--|---|
| <p>6. Strengthened Federal capacity in policy development, programme management, monitoring & evaluation and systems to finance and support UBE programmes</p> | <p>Review roles and responsibilities of key personnel in FME and relevant Federal Agencies (in particular UBEC, ESA, EFA, FIS, EDB, NERDC, NMEC, NCCE, NCNE, NIEPA) select strategic posts and build capacity to support UBE programmes through policy-development and strategic and operational planning</p> <p>National Project Coordination Unit (NPCU) fully operational with competent personnel and effective project management and procurement</p> <p>National EMIS functioning with competent personnel and covering the whole education sector in coordination with State, parastatal and LGEA systems</p> <p>FME and Federal Agencies personnel delivering accessible and effective budgeting and financial management</p> <p>Key FME and UBEC staff regularly and competently use monitoring systems for measuring progress towards stated outcomes of AWP</p> | <p>National Strategic Education Sector Plan (which includes EFA and UBE plans) developed and disseminated</p> <p>UBEC strategic plans and AWP available and implemented</p> <p>Effective procurement and high levels of disbursement against annual plans</p> <p>National statistics based on the EMIS</p> <p>Analysis and use of statistics for decision-making purposes by policy makers, DPRS, M&E</p> <p>Financial statements and deliverables from costed plans</p> <p>Quarterly and other progress reports and Financial Monitoring Reports (FMR), EMIS data, performance indicators, Inspection reports; FME DPRS reports</p> | <p>All stakeholders committed to effective, coordinated planning, management and monitoring of UBE.</p> <p>Staff remain in post and are not subject to frequent transfer (without justification)</p> <p>FME and Federal Agencies committed to transparent management and monitoring</p> <p>Managers accept the importance of EMIS, budgeting, planning and M&E</p> <p>FME and Federal Agencies commitment to tackling HIV/AIDS issues in and through the education sector</p> |

| Narrative Summary | OVIs | MoV | Assumptions |
|-------------------|---|--|-------------|
| | <p>The HIV&AIDS unit of FME personnel provide strategic planning and donor coordination ensuring that HIV&AIDS messages are effectively disseminated to education sector personnel and students at all levels.</p> <p>Improved capacity of key institutions to deliver training, research and dissemination of good practice in relation to planning and management of UBE.</p> | <p>FME Education Strategy document for HIV&AIDS; workplace policy approved and implemented; FLHE curriculum published and distributed to schools</p> <p>Prospectuses of education planning and management courses available and records of course completers</p> | |

ANNEX M

**Nigeria:
DFID and World Bank
Joint Education Portfolio Review Mission
June 20 - July 12, 2005**

**¹⁶DRAFT AGENDA
OPR component**

| Date | Time | Activity | Participants | Place |
|--------------------------------|------------------------|---|---------------------------|--------------------|
| Friday, June 17 | | Arrival of Murray and one other International Consultant to carry out OPR for DfiD financed CUBE | | |
| Saturday, June 18 | | Arrival Charlie (DFID) | | |
| Sunday, 19 | | | | |
| Monday, June 20 | 9:00 am - 10:30 am | Project Briefing | TAMC, OPR team, Halil, | British Council |
| | 10:30 am - 12:00 pm | OPR team meeting | OPR team | DFID office |
| | 12:00 pm - 1:00 pm | Meeting with NTL and PA | OPR team | DFID office |
| | 1:00 pm - 2:00 pm | Lunch | | |
| | 2:00 pm - 4:00 pm | Education Data Bank meeting | OPR team | EDB office |
| Tuesday, June 21 | 9:00 am - 11:00 pm | UBEC meeting | OPR team | UBEC offices |
| | 11:00 pm - 1:00 pm | NPCU meeting | OPR team | NPCU office |
| | 1:00 pm - 2:00 pm | Lunch | OPR team | |
| | 2:00 pm - 5:00 pm | FME – HIV/AIDS unit, including revelant Federal agencies: NERDC, NCNE, NCCE, NMEC | OPR team | FME |
| Wednesday , June 22 | 9:00 am - 3:00 pm | Visit Kaduna State | OPR team | |
| | 3:00 pm | Drive back to Abuja | | |
| Thursday, June 23 | 9:00 am - 5:00 pm | Flight to Akure and visit NIEPA | OPR team | |
| | 5:00 pm | Overnight in Ondo | | |
| Friday, June 24 | 7:00 am - 9:00 am | Drive to Ibadan | OPR team | |
| | 9:00 am - 4:00 pm | visit Oyo State | | |
| | 4:00 pm - 5:30 pm | Drive to Lagos and fly back to Abuja | | |
| Saturday, June 25 | | | | |

¹⁶ NET = Nigeria Education Team

ANNEX M

| | 9:00 am – 12:00pm | Report Writing | OPR team members | tbd |
|---------------------------|---------------------|--|---------------------------------|-------------------|
| Sunday, 26 | | ? | | |
| Monday, June 27 | 9:30 am - 10:30 am | “Nigeria Education Team (NET) meeting” progress on CPS, HD strategy, mission outputs, Aide-Memoire building, ESW concept notes and LENP concept notes for FY06 | Jacob Bregman, NET | WB Country Office |
| | 9:00 am – 5:00 pm | OPR team meetings – to be decided | OPR team | DFID |
| | 11:00 am - 12:00 pm | Briefing with Hafez Ghanem, Country Director | Jacob Bregman, NET | WB Country Office |
| | 12:30 pm - 2:00 pm | Lunch | | |
| | 2:00 pm - 3:00 pm | UBEC and NPCU: preparatory meeting for discussing Capacity Building, Staff Training, Management, Monitoring and Annual planning | NET, UBEC and NPCU | WB Country Office |
| | 3:30 pm - 4:30pm | UBEC: Meeting with Professor Tahir to discuss the implementation of UBE Programme and the Secondary Education Workshop | Jacob Bregman, Tunde, and Halil | UBEC |
| Tuesday, June 28 | | | | |
| | 9:00 am – 12:30 pm | Meeting with selected SAs and research coordinators | OPR team | DFID |
| | 12:30 pm - 2:00 pm | Lunch | | |
| | 2:00 pm – 5:00 pm | OPR meetings | OPR team | DFID |
| Wednesday, June 29 | 9:00 am - 10:30 am | Meeting with CUBE team to review implementation of CUBE | NET, OPR team | Tbd |
| | 11:30 pm - 1:00 pm | Meeting with DFID – to discuss performance and restructuring of CUBE | NET, OPR team | WB |
| | 1:00 pm – 3:00 pm | Lunch and Donor’s meeting presentation of the updated CPS and implications for the Nigeria education sector, donor coordination, and cooperation | NET, OPR team | WB |
| | 3:00 pm | Leave for Airport to visit Kwara State | NET | |
| | 4:00 pm | Departure for Kwara. | NET | TBD |
| Thursday, June 30 | | | | |
| | 9:00 am – 5:00 pm | Further restructuring meetings on CUBE | OPR team, John, Peter | DFID |
| Friday, July 1 | | | | |
| | 10:30am-12:30pm | Participate in the Stakeholders Meeting – to review the status of Implementation and Challenges of the UBE Project | NET, OPR team | tbd |
| | 12:30 pm - 2:00 pm | Lunch | | |
| | 2:00 pm - | Participate in the Stakeholders Meeting – to | Commissioners, | Tbd |

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|--------------------------|---|---|--|-------------------|
| | 4:50 pm | review the status of Implementation and Challenges of the UBE Project | Project, Federal Agencies, NPCU, UBEC, NET, OPR team | |
| | | | | |
| Saturday July 2 | 10:00 am - 12:00pm | Meeting with Ms. Amina Ibrahim to discuss the preparation and implementation of EFA Plans | NET, OPR team? | tbd |
| Sunday July 3 | Arrival of Yaw Ansu and Laura Frigenti | | | |
| | | | | |
| | | | | |
| Monday, July 4 | 9:00 am - 11:00 am | Meeting with HD Team : Sector Progress, challenges and CPS | HD Team, Yaw, Laura. OPR team? | WB Country Office |
| | 11:00 am - 3:30 pm | OPR team report writing | OPR team | tbd |
| | 3:30 pm - 5:00pm | Meeting with DFID (William and HD team). | Yaw, Laura, Jaap, Halil, Tanya, John, Eva, OPR team? | DfiD |
| | | | | |
| Tuesday, July 5 | 9:00 am – 12:00 pm | OPR meetings - tbd | OPR team | |
| | 12:00 pm - 3:00 pm | Lunch and HD Roundtable discussions: meeting the HD MDGs in Nigeria—challenges and opportunities | Yaw, Laura, Jane, John, Anne, NET, Charlie, Murray? | |
| | 3:30 pm - 4:30pm | Meeting with the Federal Minister of Education | Yaw, Laura, John, and NET, OPR Team? | |
| Wednesday, July 6 | 7:00 am | Field trip to Kaduna | Yaw, Laura and HD team | |
| | 9:00 am – 5:00 pm | OPR report writing | OPR lead team members | tbd |
| Thursday, July 7 | 9:00 am – 5:00 pm | OPR report writing | OPR lead team members | tbd |
| Friday, July 8 | 10:00 am - 12:00 pm | Post-basic and knowledge economy workshop with key officials and stakeholders: Issues, constraints and the key priorities of the NEEDs | Laura, Jaap, Halil, and Tunde | WB Office |
| | 9:00 am – 2:00 pm | OPR draft completed and submitted to DFID | OPR lead team members | Tbd |
| | 12:30 pm - 2:00 pm | Lunch | | |
| | 2:00 pm - 4:00 pm | Education team meeting – to review the progress and discuss the draft Aide Memoire; and review the Concept Notes for ESW and Education SWAp, to review preliminary results of OPR | NET, OPR team | |

ANNEX M

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| Saturday July 9 | | Consultants leave | | |
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