

Capacity for Universal Basic Education (CUBE) Project

Project Completion Review

May 2008



CUBE
Capacity for Universal Basic Education
A Government of Nigeria/ DFID Project

Contents

Foreword	1
Executive Summary	2
Introduction	5
Output 1 indicators	6
1.1 Enhancing capacity of the PPM&R.	6
1.2 NEMIS producing timely, accurate and relevant data	8
1.3 Developing UBEC communication strategy	10
1.4 Supporting policy development and improved implementation..	12
1.5 Progressing Federal Inspectorate Service reform strategy	14
1.6 Enhancing capacity of ETF.	15
Output 2 indicators	17
2.1 Completing nine State Education Sector Public Expenditure Reviews.	17
2.2 Completing effective state-wide EMIS data collection	18
2.3 Endorsing and costing 10 year education sector plans.	19
2.4 Reflecting a 3-year rolling ESOP in 2009 State Education Budget plans	21
Output 3 indicators	23
3.1 Completing SESP technical papers in three Lead states	23
3.2 Approving SESP credit for three States	23
3.3 Agreeing pre-effectiveness activities.	25
3.4 Finalising SESP monitoring and evaluation (M&E) results framework.	28
3.5 Enhancing capacity of SESP states to	29
Annexes	31
Annex 1 Revised Logical Framework and Project Header Sheet	31
Annex 2 Updated DFID CUBE Monitoring and Evaluation Framework	35

Foreword



Foreword

CUBE is approaching the end of a two-year journey marking phase two of the project. This period has seen CUBE working intensively in the three States of Kaduna, Kano and Kwara and with Federal authorities to help shape the policy planning environment. The fundamental driver behind these activities is to support the delivery of resources to schools in order that improvements can take place.

Nigeria is a complex country politically, socially and economically and the education sector has suffered a substantial period of neglect. This has resulted in a system which faces enormous constraints - a weak infrastructure, a burgeoning population and ever increasing demands for resources, making reform of the sector a Herculean task. In order to address the challenges the Federal Ministry of Education needs to play its constitutional role and lead on setting and shaping policy and it is equally important that States play their part in ensuring that policies are implemented accordingly.

In the coming months and years we need see more resources flowing through the system to ensure improvements in infrastructure, better trained teachers, and more text books to bring about a dramatically improved learning environment. This will require better planning, management and monitoring to enable children to move through the stages of education as better learners, enabling them to be productive citizens who contribute to Nigeria's prosperity.

Executive Summary



Executive Summary

This report focuses on the achievements of CUBE from July 2006 – May 2008 and has been drafted to assist ESSPIN, DFID's successor to the CUBE project. It sets out observations and lessons learned in relation to each of the project outputs.

A key requirement of the CUBE project has been the need to understand political contexts for change and how a programme of technical assistance (TA) can be implemented successfully:

- TA to Federal and State organisations must be informed by in-depth knowledge of institutional arrangements, the respective positions and effectiveness of the organisations within the institutional framework and political and technical factors that affect them
- It's important that networks of contacts - inside government, in government agencies and in the wider community - are expanded so that there is wide support for the project. Establishing effective communications with potentially influential individuals and organisations in the private sector and civil society is also important
- Communications and knowledge management needs to be considered at the outset of any new programme with a strategy that aims to simplify and popularise education messages. The strategy will support the dissemination of education sector objectives and establish mechanisms to hold politicians and public officials accountable for delivering against objectives.

Support to the development of the Community Accountability and Transparency Initiative (CATI) must be part of this process, but building this initiative into an effective independent monitoring body will require considerable effort and resources.

Working with government

When working with government and parastatals, senior level buy-in is essential. Decision-making is concentrated at the top and engaging with officials lower down the management hierarchy can lead to a lot of frustration and wasted effort. Accessing senior managers and engaging them in fruitful dialogue depends partly on being able to offer something useful, but also on capturing their imagination. The benefits of the focused study tour for officials of the Federal and State inspectorates are still being felt in the excellent relations that exist between CUBE and the leading figures in the reform of the inspectorate. On the other hand, reliance on individual "champions" who show interest and with whom it is easy to do business, has to be balanced with engagement at an organisational level.

Influencing policy development

Being able to influence policy development requires working at both Federal and State levels to ensure good policy design. This will help build ownership of and commitment to policies and increase the likelihood of them being implemented. As part of a strategy to strengthen the relevant Federal institutions and build the capacity of the staff who work in them, ESSPIN should seek involvement with existing policy formulating bodies, the JCCE

Reference Committees, the JCCE Plenary Session and the NCE Conference. The programme should also contribute towards the formulation of policies based on empirical research and analysis.

Strategic Planning

Much of ESSPIN will be built around strategic planning. Considerable progress has been made to develop Education Sector Plans, but the process has been largely consultant-led. If the development of operational plans is a collaborative and participative effort, rather than a “deliverable” within pre-determined deadlines, it will be possible to significantly increase capacity in government organisations.

Implementation of Policies

Advocacy for strategic and operational planning should not detract from efforts to improve the implementation of policies that tackle obvious deficiencies in the education system. Whilst the lack of proper planning needs to be addressed, the dire state of the education sector is also a result of the failure of budget execution and service delivery. A priority should be helping States translate plans into reality by making clear links between planning and budgeting – and to help them develop monitoring to assess how effectively this is working.

Financing education

Education finance in Nigeria is complex and opaque. More streamlined and transparent funding mechanisms need to be established to help education actors leverage funds, so that more resources reach front line services.

Underpinning planning, management and monitoring

Developing reliable sources of data as the basis for planning, management and monitoring remains a priority. Continued support to NEMIS and decentralising data collection and analysis will be necessary to achieve this. The Federal Ministry of Education (FME) needs assistance to develop a new role as facilitator of the States’ efforts to manage data processing and usage. Providing assistance to States, with a focus at both technical and strategic levels, will improve the accuracy of EMIS data and its range of uses. There is a dire need for information on learning achievement to inform policy, planning and service delivery.

Capacity Building

A major focus of any technical assistance programme must be building capacity; a long-term commitment that is often compromised by tight deadlines. Future programmes should incorporate capacity building whenever appropriate, including gaining support for organisational change, more on-the job assistance and less short term consultant-driven solutions.

Experience from CUBE shows that finding the right entry point for TA requires both political and technical knowledge of the situation coupled with a good deal of patience. When dealing with Federal institutions and States, it is better to wait for the right issues to emerge rather than engaging in peripheral activity to satisfy the requirements of the log frame or performance management framework.

Support to SESP

- Much of the CUBE team's time and energy has been spent helping the three SESP States access World Bank Credit and prepare for implementation of the project. This experience demonstrates the low levels of capacity in many government departments and the need for the project to be prepared and conducted in a more measured way. Also, being more flexible with work plans and timeframes will establish ownership and encourage greater appreciation of the purpose of the project.
- Development Partner agencies need to appreciate the volume of work that fulfilling their administrative and procedural requirements generates and the considerable additional burden this places on State officials. The capacity of States to cope with the level of additional work involved in major projects and programmes is limited and, as a result, much TA time, energy and resources are required. Paradoxically, high levels of TA can strain the absorptive capacity of States and reduce their ability to derive benefit from consultancy inputs.
- It is important that TA keeps sight of strategic goals and is not diverted into only addressing operational issues. CUBE's effectiveness has been limited by the expectation that it should become immersed in the minutiae of SESP implementation schedules and bidding documents. This has produced a dependency on the project team that ESSPIN will find difficult to scale back. DFID may want to consider the extent to which the activities of its TA professional staff and its resources and funding should be subordinated to the perceived need for rapid disbursement of Credit funds.
- Capacity Development for planning and management and the reform of Inspectorate services are DFID-funded sub-components of the SESP. However, they have objectives that have application and impact beyond the confines of the SESP. A flexible, "process" approach is needed but this does not fit well with the blueprint approach characterised by SESP workplans and disbursement schedules. DFID and the World Bank, together with State partners, may wish to consider whether the current arrangements of dual funding of the SESP is the most effective way to provide support to these important areas of activity in future joint Country Partnership operational arrangements.

Introduction



Introduction

This report has been compiled by CUBE as a contribution to the Project Completion Review taking place in May 2008. In contrast to previous CUBE reports (quarterly and consultants' reports), this document avoids detailed discussions of the technicalities of CUBE activities in favour of a more concise, strategic review. Much of the discussion focuses on outcomes and observations on the processes involved and on the lessons that can be learned for the future. A CD ROM containing key documents produced by CUBE will be made available

The report addresses:

- (i) the extent to which CUBE has achieved outputs in the revised logical framework (Annex 1)
- (ii) achievements, observations and lessons learned from August 2006-May 2008 (following cancellation of the World Bank-funded UBE project and restructuring of CUBE).

The report considers the key issues of working with the "Lead States" and discusses how reform in Federal level institutions can be supported. It does not analyse strengths and weaknesses of CUBE prior to reorganisation, which are already well documented, but focuses on identifying learning that may be applied under the ESSPIN programme. The format of the report follows the logframe indicators against the following outputs for CUBE:

- Enhanced capacity within the Federal Ministry of Education and key parastatals to lead policy and planning of education reform in Nigeria
- Enhanced capacity of some (*) States to plan, manage and budget for education with a focus on UBE and educationally disadvantaged LGEAs and communities (*). Principally Kano, Kwara and Kaduna States, but also evidence of CUBE initiatives spreading to / supporting other states
- Three Selected States (*) have access to World Bank credit and implement SESP in selected LGEAs (*)Kano, Kwara and Kaduna States were selected, following the restructuring of CUBE/UBEP from original 16 states in 2005-6.

Output 1 indicators



Output 1 indicators

1.1 Enhanced capacity of the PPM&R to lead and coordinate Federal education policy and planning by August 2008.

Achievements

CUBE supported Minister Dr Obi Ekwizili and the Federal Ministry of Education (FME) in planning a reform agenda, producing four key documents:

- Situation Analysis
- Vision 2020 for the Education Sector
- The 10 Federal Education Plan
- The National Framework for Education

The development of these documents over the period September 2006-April 2007 reflected the Minister's desire to highlight underlying weaknesses in the education sector and to plan to address these. Support for the FME Policy, Planning, Monitoring and Research Department (PPM&R) has laid the policy and planning foundations for the current education reform agenda.

Following the completion of this work and the hiatus following the 2007 General Election, CUBE set about assisting the FME to: (i) make the process of formulating policy more systematic and (ii) consolidate learning from developing these documents, to provide support for individual States adopting a more strategic approach to policy development and planning.

CUBE has encouraged FME to align policy formulation with the annual budgetary cycle and to improve the evidence base on which policies are founded. The first part of this strategy has been achieved. In 2008, the JCCE Reference Committee Meeting was held in April rather than September/October, which had become the practice in recent years. This provided the opportunity for policy decisions to be translated into costed plans with greater immediacy.

The second part of the strategy, which is on-going, is to improve the quality of research to ensure that evidence underpins discussion and decision-making of JCCE and NCE. The FME has established a Policy Formulation Technical Team, including members from relevant parastatals - UBEC, NCCE, NTI and NERDC - to ensure that policy papers presented at the JCCE Reference Committee Meeting, JCCE Plenary Session and the NCE are founded on empirical evidence and backed up by robust research. In addition, CUBE has established a presence at the JCCE Reference Committee Meeting and has actively participated in policy debates.

Lessons learned from work at the Federal level and in the three Lead States, Kaduna, Kano and Kwara, has lead to development of Planning Guidelines "*Implementing Policy: A Guide to the Planning Process*". This document provides States with a framework for 10 Year

Strategic plans and 3 Year Operational Plans to ensure a uniform approach and minimum standards of quality, content and output. A national workshop was held in the first quarter of 2008 bringing States and Development Partners together to share the experiences of those States which have started the “journey”. Delegates evaluated best practice and its application to the Nigerian environment and reviewed the draft document. An officially endorsed document, available from mid-2008, will provide a template for how ESSPIN technical assistance can support those States wishing to engage in a formal, structured planning process.

Observations

- There are three significant observations about the process of change within a Federal structure. The first is a general observation about low levels of capacity and inefficient working practices throughout the education system. A series of stakeholder meetings, workshops and focus group sessions has improved confidence of PPM&R staff over the past 18 months but capacity remains weak. This is particularly apparent in key areas such as the interpretation of data; the development of policy initiatives driven by data; the translation of these policy initiatives into practice; the costing and budgeting of subsequent operational plans and the monitoring of f initiatives once operationalised. Whilst further capacity building is needed, this in itself will not be enough.

- A more specific observation is that the process of change within a Federal structure demands an understanding of the political context, the processes that enable change and the ability to influence these. In particular, it is important to be aware of the influence non-technical stakeholders can exert to promote or hinder progress. Thus, whilst the FME has a degree of influence due to its constitutional role, its effectiveness is limited by the complexity of the Federal system and the broader political environment in which education policy formulation takes place. It is also the case that in Nigeria, as elsewhere, things do not necessarily work in practice in the ways in which they are described on paper.

- Efforts to bring about change are being slowed down and undermined by the political context, weaknesses in budgetary processes, uncertainties about financial allocations, delays in disbursement and a lack of delegated authority below the very top levels of government. Thus, we need to be realistic and note that CUBE’s achievements in FME have occurred within a relatively restricted sphere of influence, with the support of officials, who, although nominally in influential positions, have very little effective power. Also, there are clearly limits to the effectiveness of TA in promoting technical solutions to problems which are both technical and political in nature.

Lessons

1. In order to operate successfully and have a measurable impact upon a reform agenda, TA must be implemented in a politically aware manner. This will involve developing extensive networks both within the Ministry and beyond amongst the wider stakeholder community to seek engagement in opportunities for policy debate. At times, Development Partners will need to help influence political decision makers.
2. Networking with Special Advisers and Technical Advisers to Ministers, Commissioners and SUBEBS will help develop the extensive and effective relationships needed within and without government. In the economic arena, ESSPIN needs to establish links with influential private sector organisations such as

the Nigerian Economic Sector Group (NESG) – and specifically the Human Capital Commission - which have potential to drive change from outside government.

3. Greater emphasis needs to be placed on building capacity and finding a balance between ‘getting the work done’ and transferring skills so that others can get the work done in the future. Capacity building is a lengthy and complicated process. Tight time frames to complete work can necessitate consultants getting things done quickly, but can lead to a culture of dependency. This tension is likely to continue, but future programmes need to include capacity building whenever it is appropriate, so that it is regarded as a key deliverable. This will mean more on-the-job support linked to the completion of activities central to the change agenda and less short term consultant-driven solutions.
4. ESSPIN should seek greater involvement with policy formulating bodies through the JCCE Reference Committee Meetings held annually before the JCCE Plenary Session and the NCE Conference. CUBE’s recent attendance at the April 2008 JCCE Reference Committee Meeting in Gombe produced three significant findings: that the gathering has considerable influence, which could be used to drive change; that there needs to be more analytical and evidence-driven papers to stimulate incisive discussions; and that informed outsiders - particularly those already engaged in providing TA - are welcome to participate. As a matter of course, ESSPIN consultants should participate at the JCCE Reference Committee Meetings, present work undertaken as *Information Memoranda* and sponsor *Joint Policy Memos* with relevant Departments, such as PPM&R. This approach will strengthen the knowledge management component of the programme.

1.2 NEMIS produces timely, accurate and relevant data used for evidence-based policy and planning with increased decentralization of EMIS data management by August 2008

Achievements

CUBE support for the NEMIS and Statistics Division within PPM&R has:

- enabled better planning and implementation of the data management cycle (data collection, entry and storage and dissemination)
- provided the potential for increased use of EMIS data for policy analysis and education strategic planning (e.g. National 10-year Plan, National Action Plan for EFA, and national ESA)
- enhanced NEMIS’s capacity to produce timely and accurate data - through the development of data analysis software and skilled personnel. This has resulted in the publication of the Annual School Census (ASC) for 2005 and preparation of a version for 2006.

CUBE assistance has helped to institutionalise the ASC. FME has funded the exercise for the last two years, 2006 and 2007. Following the completion of the 2006 ASC, with CUBE support, FME NEMIS produced projected school census data giving a fuller picture of basic

education in Nigeria for the first time. This enabled LGA level analysis of demographic indicators. CUBE also helped FME disseminate EMIS data in publications (2005 EMIS publication, draft 2006 publication, 3 thematic brochures, national education factsheet, historical statistics 1999-2005).

CUBE has championed and supported the establishment of a broad-based National EMIS Committee tasked with overseeing EMIS development in Nigeria. The production and distribution of the EMIS White Paper accelerated EMIS development in Nigeria and informed the implementation plan for the extension of EMIS (also known as the “statistical roadmap”) which is being developed by FME. By facilitating approval of a national EMIS policy, CUBE has helped to establish the basis for long term sustainability of EMIS.

Observations

- At strategic level, FME has struggled to combine strategic EMIS development with day-to-day operational activities and has tended to concentrate on the latter. It continues to pursue disparate information initiatives (ORASS, ORAPS, biometric survey, OMR data capture, etc.) without adopting a strategic and sustainable vision of its education information system.

- Considerable work needs to be done to ensure the long-term sustainability of the NEMIS. The untimely release of the budgets and political pressure to expend funds within a short space of time compromised the 2007 ASC. This led to a less than perfect Census and undermined the credibility of the data, which devalued the TA provided to support NEMIS.

- Given the size of Nigeria and the volume of data that needs to be regularly collected, processed and analysed, long term sustainability lies in decentralisation of data collection and analysis to States. Pilot work to strengthen State level EMIS undertaken with the SESP states has contributed to the approval of the NEMIS policy in December 2007. However, actual decentralisation of EMIS has been slow and hesitant, with FME reluctant to devolve control. More specifically, implementation of the decentralisation strategy is weak on technical support and capacity building for States. Also weak is advocacy to generate political support and joint planning and review with States. There are concerns that insufficient thought has been given to building flexibility into the NEMIS software to enable States to customise it to their own needs in the future. This may ultimately detract from the usefulness of the software and the States’ resolve to make use of it.

Lessons

1. The effectiveness of EMIS will be judged on its uses and data will only be used when people have faith in the information. This depends on the accuracy and completeness of data collection and processing and until this is sorted out, no amount of database sophistication or analysis will increase usage.

2. Developing EMIS is not an end in itself, but needs to be conceived in terms of a wider strategy to improve policy processes and planning cycles. Full discussion of the uses of EMIS data need to be part of the technical development process. This will help to avoid having to “sell” the usefulness of an EMIS once it has been developed.

3. For decentralization to work in a federal environment, FME must jointly develop long term strategies with States, including making proper provision for financing, monitoring, and quality assurance.

4. Long term commitment by government and its development partners is required to establish the necessary policy framework and strategic vehicles to drive EMIS development. Development partners can play a facilitating role by ensuring a coordinated and joined up approach to their support.

1.3 UBEC communication strategy for UBE developed and disseminated to SUBEBs

Achievements

CUBE activities that have enhanced communications in support of UBE have involved Federal and State Ministries and parastatals. They have not focused exclusively on UBEC. Strategy workshops have been held to encourage the FME and UBEC to work together at a technical level and to shape their own strategic communication thinking to support policy delivery. This work has been complemented by the development of communications strategies in the three SESP States.

Although CUBE has been working with the Social Mobilisation Department of UBEC, the Department has only recently started leading a concerted drive for the dissemination of a UBE communication strategy. A closer relationship with the Executive Secretary and his high level backing for CUBE interventions is belatedly enabling CUBE to breathe life into the strategy. However, much of the progress in developing communications strategies has been directly targeted at the Federal Ministry of Education and State Ministries of Education and SUBEBs in the three SESP States.

A documentary film is currently under development, which will be broadcast on national television in July 2008. Made in partnership with the BBC World Service Trust, the documentary follows the stories of children, parents and teachers in one school in each of the three SESP States to highlight the challenges and opportunities facing education in Nigeria today. Following broadcast of the documentary, a 45 minutes "Talk Talk" TV debate will be screened as a forum to discuss the issues arising. It is anticipated that this work will continue under ESSPIN in the form of a longitudinal documentary series.

At State level, communications strategies have been developed through collaboration with SMOEs and SUBEBs. Each SESP State now has an active and well-supported Communication Committee whose principal role is to coordinate communication efforts towards UBE across the State and with key stakeholders. Each group has developed their key priorities and an action plan, the delivery of which is led by the Chair and Deputy Chair or Secretary. Chairs and Deputies of the Committees have met together to share their thinking and experiences. A similar, but less formally constituted, group comprising senior Ministry of Education Deputy Directors and parastatal representatives has been formed at the Federal level.

Communications training is being delivered at State and Federal levels, including modules on public and education sector campaigning, media, key writing and language skills. State Communication Committees have developed actions around the central campaigning theme of promoting greater community participation in school improvement, particularly in relation to the creation of School Based Management Committees. The SESP States have

developed Education Journalism Awards to encourage and recognise good media reporting of education issues around key UBE themes including girls' education, community involvement in schools, teacher professional development and improving school environments.

Observations

- There is growing evidence of a greater commitment to use communication proactively to engage and inform. The Kwara Commissioner for Education for example, has embraced the idea of information dissemination as part of a coherent reform strategy. There is less clarity of purpose in Kano and particularly in Kaduna, where political engagement on educational issues is less forthcoming. At Federal level, the change in government and Ministerial teams has caused some delay in the development of communication strategies. However, UBEC has recently used the media to promote a debate about the funding of education and has indicated a desire for a more a coherent UBE communication strategy, for which CUBE/DFID support has been requested.

- Initial contacts have been made to support the Community Accountability and Transparency Initiative (CATI) and develop specific actions to improve the monitoring of expenditure on school infrastructure. This area of activity in support of public accountability will need to be further developed.

Lessons

1. It is essential that appropriate vehicles for encouraging communication and money to pay for this work is found. The Communication Committees established in the three SESP States provide a useful model. However, these are ad hoc bodies and there is a need for further development of operating rules and working practices so that 'flagship' outputs for communications can be scheduled. Whilst flexibility is important, some key deliverables such as major events, reports and publications, and campaigns can be agreed in principle, for example, every quarter. This would foster a more structured approach to communication.

2. Senior buy-in to building communication is essential. Only limited progress can be made at the technical level of government and parastatal officials.

3. Communications and knowledge management needs to be considered from the outset of any programme of targeted interventions with a view to both supporting the dissemination of education sector objectives more widely to build support, and in helping hold politicians and public officials to account for delivering against these. This will require greater communication-focused capacity to support specific activities over time. Responsibility for communications also needs to be built into specific staff job descriptions. National consultants with public relations or journalism backgrounds can provide the necessary technical assistance to Ministry staff in this respect.

4. The profile of communications within TA interventions needs to be raised, so that knowledge management and dissemination is a constant cross-cutting issue and is given sufficient time and senior management attention. ESSPIN will need to assign specific responsibility for communications across the programme, create a document and information resource centre and have a dedicated information officer to ensure the smooth flow of appropriate information.

5. The development of CATI into an effective independent monitoring body will require considerable effort and resources.

1.4 UBEC supports policy development and improved SUBEB implementation of decentralized school management, teacher management and outlines ways to improve UBE IF utilization by August 2008

Achievements

The CUBE project team has found it difficult identifying areas of UBEC that would benefit from strategic support. This is partly because UBEC regarded CUBE TA as an opportunity to train staff on a departmental basis – something that did not fit with the project’s strategic purpose. However, the ongoing study of the UBE Intervention Fund has opened up a number of opportunities to address substantive and strategic issues confronting the organisation.

The study is timely, because of recent negative publicity on the disbursement and improper use of Intervention Funds in some States (*This Day*, 16 March 2008). It is also timely because it addresses the need of the UBEC management for an independent review. It has allowed CUBE to demonstrate its usefulness at a strategic level and has increased access to the decision makers. It has also helped to draw into focus some of the institutional weaknesses of UBEC and provided pointers for future ESSPIN involvement. The study, which is looking into States’ access to and uses of the UBE Intervention Fund, is scheduled to report by the end of June 2008.

Observations

- CUBE’s ability to engage with UBEC in influencing policy implementation by the States has been limited. This reflects the reality that UBEC has very little input into policy development. Consequently, although CUBE has conducted studies on teacher policy and school-based management, UBEC has not been the principal interlocutor in either study. UBEC has provided neither a research base nor an intellectual rationale to underpin the policy of school based management. Although it has encouraged SUBEBs to implement the policy with some success, the level of involvement, beyond disseminating the need for School-based Management Committees (SBMCs), has not gone much further than quantifying their existence. UBEC has not developed a role of qualitative monitoring or researching different models and modes of operation for SBMCs. The recent State-based studies of SBMCs that CUBE conducted found no evidence of UBEC involvement in influencing the way in which the Committees operate on the ground.

- UBEC’s influence in implementing teacher policies has also been limited. Although it provides funding for teacher professional development (up to 15% of the matching grant component of the UBE Intervention Fund), it plays little part in determining the nature of this training or monitoring its effectiveness. UBEC has not been a major player in moving towards more rational teacher policy or in influencing the way SUBEBs operate. The fact is that SUBEBs operate in isolation and pay very little effective attention to UBEC, beyond

regarding it as a source of funding. Constitutionally UBEC is on shaky ground if it is seen as interfering with how the States conduct basic education.

- Whilst UBEC is tasked with supporting the States to achieve UBE, it has not identified many ways to do this, apart from sponsoring workshops and other gatherings. Even its central function of disbursing funds is frustrated by States' unwillingness to play by the rules. Only N44 billion out of an allocated N90 billion has been disbursed over the last three years.

- CUBE's interaction with UBEC has demonstrated the difficulty of working with institutions, which, although appearing important in the overall picture of education management, may not have an achievable mandate, do not significantly influence change and are hindered by internal weaknesses. Although UBEC is supposed to coordinate States' efforts towards attaining UBE and provide support and encouragement, including the promotion of policies on teacher and school management, in practice this has amounted to little more than exhortation. While it is important to maintain a presence in major Federal institutions on issues relating to teacher policy and school management, the experience of working in the SESP States has shown that more can be achieved by engaging at the State level. Work on the inspectorate reform discussed in 1.5 below provides an illustration of what can be achieved by this approach.

- Given that UBEC's core function is to act as a channel for Federal funds to States, it would make sense in future to support the organisation in improving this function and strengthen accountability in the system.

Lessons

1. TA to Federal organisations needs to be informed by in-depth knowledge of the position and effectiveness of the organisation and the political and technical factors that affect it.
2. Finding the right entry point for TA can take a long time. It is better to wait for the right issue to emerge rather than engaging in a lot of peripheral activity, simply to be able to tick the right boxes in reports to the client. Its important to keep sight of strategic goals and not be diverted into addressing only technical issues.
3. In organisations, in which decision-making is concentrated at the top,, a lot of time can be wasted attempting to engage with officials lower down the management hierarchy, particularly when those officials do not see any incentive in facilitating access to the top person. Therefore, gaining direct access to the Executive Secretary, rather than having to work through "gate-keepers" lower down the organisation, has made a considerable difference to the effectiveness of TA. It was not until CUBE started to engage with UBEC on the subject of the Intervention Fund that the Executive Secretary saw the value added of external assistance. Gaining his confidence and allowing him to express his frustrations about his position and his organisation on a one-to one basis has opened doors that were hitherto closed.
4. An area of involvement with UBEC that will require further work in future is the issue of accountability. This is not simply a matter of financial accountability, although clearly there are major concerns of fiduciary control. It is an issue of accountability for the performance of the education sector. Through the Community Accountability and Transparency Initiative (CATI), a small step has been taken in creating civil society oversight of the education system. It has a very long way to go before this could be

regarded as an effective instrument for independent monitoring, but it is a start. CATI is due to be housed in UBEC and the Executive Secretary is keen to develop its functions. Official support is important to allow CATI to gain access to the system, but it has to be tempered by the need to maintain a considerable degree of autonomy in order to retain credibility.

1.5 Federal Inspectorate Service reform strategy in progress

Achievements

The 2006-7 education reform agenda and in particular the ORASS exercise provided impetus to reform the inspectorate at both Federal and State levels. The Minister's speech at the 2007 NCE in Katsina reinforced government commitment for this process. Following this, the CUBE team worked with Federal Inspectorate Service (FIS) officials to determine the aims and objectives of a reformed Inspectorate and options for its purpose and structure.

CUBE has supported FIS to draft a National Framework for Educational Quality Assurance to present this to the JCCCE Reference Group meeting in Gombe in April 2008.

A draft policy document for the National Agency for Education Quality Assurance (NAEQA) has been prepared. Also, a plan has been produced to identify all the actions needed to establish an independent agency for quality assurance and to help FIS understand the complexity of their task and focus their efforts.

Through a series of meetings and workshops with senior inspectors, the following documents have been drawn up:

- Models for the new agency
- Cycles of quality assurance
- Core functions of such an agency
- Vision and Mission of the agency
- Agreement about the areas of a school to be judged for external (inspection) and internal (self-evaluation) quality assurance review.

In addition a set of education quality standards has been produced.

Inspection instruments, based largely on the pilot work to develop quality assurance practice in the three SESP States have been trialled. Training has been conducted in evaluating teaching and learning, including follow-up during field study trips. As a result, professional divisional directors within the FIS have developed a good understanding of inspecting for quality rather than compliance.

Observations

- The FIS's capacity to manage major change is limited, with senior personnel wishing to be involved in key decisions, but with limited time to engage fully. This has led, at times, to misunderstandings about progress made and the direction of future activities. Other inspectorate staff have been isolated from broader developments in the field of inspection and this has caused its own technical difficulties..

- Budgetary constraints have also led the Head of FIS to see CUBE TA as a vehicle for obtaining funds to support some of her own personal initiatives. This has at times caused tensions and temporarily detracted from the broader strategy.

Lessons

1. The establishment of good relations at both political and operational levels, through a focused Study Tour at the start of the work programme, provided considerable impetus to this area of work. It reminds of the value of such exercises when properly planned and managed.

2. Whilst the purpose of TA is not to provide operational funds for Ministry activities, sufficient funds need to be budgeted to allow for their strategic use to leverage change.

3. The process of negotiating change involves battles, advances and tactical retreats.

4. Workshops have proved an effective means of moving things on and encouraging people to engage. Control over the focus and pace of work can also be maintained better than in meetings. However, when there is writing to be done, consultants usually find themselves on their own.

5. There is a need for close coordination between the development of the new Federal quality assurance body and the work going on to reform inspectorate services in the States, through SESP. It is important that Federal level bodies seek to learn from the States in developing policy as well as leading them. A failure to do this can lead to policy development divorced from the reality of implementation at State and LGA level and subsequent resistance to implement policy at those levels.

1.6 Enhanced capacity of ETF in strategic planning, budgeting and assessing the impact of the use of funds by EOP.

Achievements

The Education Trust Fund (ETF) became involved in CUBE activity at Federal level following a request to DFID for Technical Assistance. Collaboration between CUBE and ETF made some initial progress: discussions were held on impact assessment and a consultancy in strategic planning and budgeting was initiated. However, progress came to an abrupt halt. This was largely due to a change in Executive Secretary and the reluctance of the senior management of ETF to embark on collaborative arrangements with external partners until the direction of the new leadership became established.

For reasons beyond the control of CUBE, no substantive progress has been made against this indicator.

Observations

- The change in leadership has brought about a number of staff changes with senior managers being moved around. More significantly, policy changes are also in the air. It is likely that ETF will shift the focus of its activities in order to concentrate entirely on tertiary institutions, leaving involvement in basic education to UBEC. Such a shift would reduce CUBE's "interest", because of the project's concentration on basic education.

- If, in future, ETF moves exclusively into tertiary education, this will have a knock-on effect on basic education. The availability of Federal funding through ETF for infrastructure should (other things being equal) reduce the pressure on State governments to fund tertiary institutions. More importantly, it will mean that ETF will potentially be a significant funder of colleges of education. Since the supply and quality of pre- and in-service teacher training is a concern of ESSPIN, there will still be scope for strategic involvement.

Lessons

1. The problem of involvement with ETF underlines the lessons learned in relation to UBEC: that discussions on external assistance have to involve the person at the top of the organisation. Such is the lack of delegated authority that dealing with even senior managers can be a wild goose chase.

2. Whilst it is tempting to support "champions" who show interest and with whom it is easy to do business, these individuals move on or can be overruled. TA also has to find a way to retain a focus on the institutions that individuals represent.

3. Useful work could be done with ETF under ESSPIN, particularly in the areas of strategic realignment and monitoring and impact assessment. However, involvement with ETF should not be pursued in isolation simply because it is part of the Federal "furniture".

Output 2 indicators



Output 2 indicators

2.1 *Nine State Education Sector Public Expenditure Reviews completed and used to inform Education Sector Analyses by end of 2007*

Achievements

Public Expenditure Reviews (PERS) have been completed for Kano, Kaduna, Kwara, Jigawa, Borno, Lagos, Enugu, Cross River and the Federal Capital Territory, providing a “representative” view of States in all the geo-political zones of Nigeria. This process was completed by the end of December 2007, presentations were made in all the States concerned and final PER documents have been delivered to DFID.

A synthesis report, that will form the basis of a national level PER, has also been completed with the involvement of DFID and World Bank staff. This now has “grey-cover” status as a World Bank publication and will be published in Nigeria as an official publication of the Federal Ministry of Education. An event to publicise this publication will be organised by DFID with CUBE/ESSPIN logistical support.

Observations

- The State PERs provide a picture of education financing and the related challenges faced by policy makers. In Kwara, Kano and Kaduna, the PERs provided much of the statistical basis for the Education Sector Analyses (ESAs). However, the ESAs themselves include more thorough analyses, financial simulations and costed policy options and have largely superseded the PERs in these States. Nevertheless, the PERs, as a body of research, do present a valuable snapshot of the state of education throughout the country.

- The process of drafting, reviewing, revising, and seeking approval from relevant parties for the final reports proved to be a drawn out affair and delayed the finalisation of the work, affected the currency of the findings and limited their impact. A fundamental problem was the confused management arrangements that saw World Bank, DFID and CUBE all play roles in managing the process.

- The completion of the PERs was also severely hampered by the paucity of reliable and trustworthy data. Multiple sources of education funding, questionable data and a need for speedy work, led to some unreliable data being presented in the reports. This led to criticism of the documents in some States, notably in Kwara and Lagos. Furthermore, the PER process was almost exclusively consultant driven and thus there was less ownership of the findings at State level and less “buy in” of the findings than could have been the case if the process had been devised and managed differently.

- The PER reports have fed into the Education Sector Analyses (ESA) in the three SESP States and provided important and useful background information for the chapters on financing education.

Lessons

1. The credibility of the PER documents is contingent upon the validity and reliability of the data analysed. At present, in the education sector in Nigeria (and no doubt in other sectors too), it is virtually impossible to secure agreement that any set of statistics are

valid and reliable. Whilst this is partly symptomatic of the broader problem of “lies, damn lies and statistics“, it is also a factor of the size and complexity of Nigeria and of the far from perfect data management systems in place. Every effort needs to be made to support Federal, State and LGA bodies to improve the quality of data available. There also needs to be agreement on a limited number of key data sets so that the real business of drawing upon data for policy and planning purposes can proceed without endless squabbling over statistics.

2. Greater ownership of such projects is required in future if this kind of exercise is to genuinely inform policy and planning at the State level. This requires involving State officials in the process and accepting that a degree of on the job capacity development will be needed. This could lengthen the time frame required to complete the work.

3. More prosaically, in future it's suggested that Development Partners should not attempt to micro-manage activity, which they do not have the time to do. Managing Agents should be allowed to manage activities and produce results, for which they should be held accountable.

2.2 States able to complete effective state-wide EMIS data collection, entry and publication of annual EMIS results

Achievements

Functioning EMIS units – capable of managing school census data independently of FME and providing support to the planning and monitoring of SESP components - have been established in three States. Templates for State annual statistical publications and thematic brochures have been introduced and State, LGA and School Report Cards (based on 2006 EMIS data) have been produced and distributed.

State EMIS Committees have been set up to mobilize resources, coordinate state-wide EMIS development and plan for sustainability through the decentralisation of EMIS. A school census model, based on support for head teachers and multi-level verification of data, has been piloted. These developments have resulted in an increased awareness of EMIS and its uses amongst education stakeholders, as well as heightened understanding of the need for more rigorous verification mechanisms amongst education data managers.

The work assisted by CUBE has enhanced capacity in the three states to undertake education sector analysis, plan interventions and monitor progress. It has provided a more robust empirical basis for SESP with regards to baseline information and planning of component interventions.

Spatial school mapping of an average of 86% of schools in each of the three SESP states has been conducted with relevant staff training. A Training Monitoring Information System (TMIS) application has been developed to monitor inputs into staff capacity development in SESP states. The publication of School Report Cards has introduced a potentially powerful tool for supporting greater accountability and demand for improvement in the education system and can become a key tool in the reformed inspectorate system.

Observations

- Apart from development assistance (LEAP, UBEP and CUBE), no resource allocations existed for EMIS development in any of the States. The lack of operational capacity in the deployment of personnel, the scheduling of tasks and even the maintenance of fuel supplies to support the use of IT equipment have been significant challenges. However, the development of State operational plans for EMIS has improved understanding and built ownership. The State EMIS Committees, with high level membership and State-wide focus, offer a strategic platform for disseminating lessons learned and scaling up project impact from SESP LGAs.

- TA to the States was successful in establishing the technical backbone for EMIS development: the activation of an EMIS unit; the establishment of data management capacity; and staff training. However it is not the role of development assistance TA to undertake the management of large data collection/processing systems, despite expectations from some quarters that this was CUBE's role.

Lessons

1. Building EMIS resource allocations into the annual budgeting cycle is an important preparation for and measure of sustainability in the States. When annual budgets are activity-based rather than incremental, and when key EMIS data are used to draw up annual workplans and budgets, better resource allocation for EMIS will result. Therefore a key lesson is to view EMIS development in the context of the wider purpose and use of EMIS data - and not as a discrete exercise to build the capacity to churn out statistics.

2. This suggests that ongoing advocacy, at both executive and operational levels must run hand-in-hand with technical development of EMIS.

2.3 Endorsed and costed 10 year education sector (ESP), and 3 year rolling ESOP Plans prioritised and realistically costed by August 2008

Achievements

Education Sector Analyses have been completed in all three States and, after a period of consultation, draft ESPs have also been produced.

In Kano, the ESA/ESP is complete and is being printed. SMOE is planning to disseminate the ESP to members of the Kano State Assembly and the Executive Council with the intention of securing political commitment within the next month or so. In Kwara, where a reform agenda "Every Child Counts" has already defined the policy priorities, the ESP has been drafted to reflect these and the plan has the full support of the Commissioner for Education.

In Kaduna, at the time of writing, there is still not sufficient political buy-in for the whole ESA/ESP process. The ESP that has been developed is called the Consolidated State Education Plan (C-SEP) which has sought to synthesise and modify a number of other existing plans that are less comprehensive, overly ambitious or not fully costed – hence its title. However, the political leadership in the State has not so far been persuaded of the

value of the C-SEP and it has not been formally adopted as the State's education policy and planning document. This means that the core of the C-ESP has not been incorporated in the draft KADSEEDS-II document. No further work on the ESP in Kaduna can proceed until the policy direction is agreed. DFID support to raise these issues with the State is required.

Work on the ESA and ESPs and the interaction between CUBE consultants, State officials, Development Partners and other Stakeholders has provided some unanticipated benefits in both Kano and Kwara States. In Kano, the State requested CUBE to undertake studies into the Model School strategy and the integration of Islamic Schools (IQT) within the formal education sector. Work is currently on-going to look at how the findings of these studies will be incorporated into the ESP and become part of the formal State policy on education. In Kwara, the Commissioner for Education has sought CUBE assistance to help him define and articulate his education reform agenda thus ensuring that the ESA, and in particular the ESP, genuinely reflects the State's priorities with the greater likelihood of future funding and commitment to implement the plan.

The development of ESOPs in all three States, completion of which was originally intended for July, will not now be achieved during the lifetime of CUBE. This is due to the need for political agreement for the ESPs before substantive work can start.

Observations

- High quality ESAs and ESPs will have been produced in all three States, but the process has been expensive in terms of time and resources and heavily consultant driven. The assumption that detailed ESOPs will be developed from the ESP in time for the start of 2009 budget cycle is unrealistic, even if the current consultant-led approach were continued. If the intention is that the planning process should include an element of capacity building, development of ESOPs needs to be a participative process and this will take time.

- Excellent as the ESAs/ESPs are, they are not easy documents to read and it is likely that few people will have the time, energy or inclination to assimilate all that they contain. The ESOPs are likely to be even weightier tomes. There is an obvious need for a condensed, more popularly assessable version for a wider audience. Publicising these abridged documents would help make the whole process more transparent and accountable (see the reference in section 1.3 above on communications).

- Political "buy-in" has been sought for the ESA/ESPs as plans developed rather than before the process started. The approach assumes that rational analysis will have political appeal and has not taken sufficient cognisance of the fact that politicians have their own priorities that do not necessarily conform to rational argument. They also have their own time horizons, typically related to the four year gubernatorial term. The volume of work required to formulate an ESA, develop 10 Year Strategic Plans followed by Operational Plans, and the time required to complete this work is considerable. This may act as a deterrent to State officials operating within the limited 4-year timeframe of a political administration.

Lessons

1. Education planning should not be regarded simply as a technical exercise. It needs to be informed by understanding of the political context and supported by active engagement

with the relevant political leadership. Wider involvement of a broad coalition of education stakeholders including practitioners and parents is also required.

2. There is considerable potential for capacity building if the development of operational plans is conceived as a collaborative effort. It would therefore be a mistake to regard the ESOP solely as a “product” to be produced in a tight time-frame.

3. Simplifying and popularising education planning documents should be a major concern of the knowledge management component of ESSPIN.

4. DFID and ESSPIN advocacy for strategic and operational planning should be tempered by emphasis on the importance of implementing action to tackle obvious deficiencies in the education system. The importance of planning is self-evident and there is no shortage of plans in existence in Nigeria. Whilst many of the plans drawn up over the years may have fundamental weaknesses, it is failure to properly implement, rather than to develop plans, which has led to the dire state of Nigeria’s education sector. In some quarters, the ESA/ESP process is seen as an alternative to existing plans, rather than a realistically costed amalgam of existing plans. This provides food for further discussions about plans, rather than driving forward the implementation of strategies that will enhance the learning of children in schools.

2.4 2009 State Education Budget plans reflect a 3-year rolling ESOP with a focus on UBE by August 2008

Achievements

There is little prospect of operational plans being fully worked through and agreed in time for the 2009 budget cycle. It is therefore highly unlikely that this indicator will be achieved under CUBE.

Observations

- No plan is going to be effective unless it is seen as an input into the budget process. It is possible that the ESP priorities could be reflected in the plans for the coming year. It is likely, for instance, that Kwara’s education budget will be adjusted to reflect the main priorities in the Commissioner’s “Every child counts” policy. Similar priority emphases could influence budgetary allocations in Kano, where the ESP already has some backing. The situation in Kaduna is less certain.

- In all three States, progress will only be possible when State governments move away from the traditional system of incremental budgeting. The problem is that the relationship between planning and budgeting is not established in practice. There is a danger that annual budgets will be constructed on the basis of business as usual.

- The focus of attention throughout the period in which the ESAs and ESPs have been developed has been on “where we are” and “where we want to be”. Part of the process of putting plans into operation also involves asking the question “how are we doing?” Whilst monitoring is an essential component in the cycle of planning, implementing, reviewing and planning, there is a dearth of relevant data in key areas. This includes a lack of recent

information on learning achievement, other than the limited baseline studies carried out by CUBE in the SESP States. Nor has information been forthcoming on outcomes of teacher training programmes or on progress made in building classrooms using Intervention Funds.

Lessons

1. Assisting States to translate plans into reality through linking planning and budgeting should be a priority for ESSPIN. In Kwara, Kaduna and Kano it will feature as part of the Capacity Development sub-component of SESP (which is DFID-funded), but it is highly likely that the current provision of on-the-job training in the SESP work plans will need to be considerably supplemented.

2. In order to ensure that synchronisation of planning and budgeting is not a one-off occurrence, to assess how effectively plans and budgets are being executed and to understand what impact budgetary changes are making, monitoring capacity within the States needs to be developed. . This needs to be tied in to the broader national agenda to establish regular monitoring of learning achievement (MLA).

Output 3 indicators



Output 3 indicators

3.1 *Three Lead states complete SESP technical papers and costed work plans by March 2007*

3.2 *SESP Credit approved for three States by April 2007*

Achievements

Technical papers and costed work plans for all SESP sub-components were completed by March 2007, providing a solid base of proposed action on all SESP components. The Credit was approved in April 2007. However effectiveness was delayed until April 2008.

Observations

- Institutional relationships between the State Ministries of Education (SMoE), which have the responsibility for SESP, and SUBEBs and where the execution of the major activities are based, were not operationally conducive to the development of technical papers and work plans. State-based institutions had no prior experience in developing internationally-funded projects and staff members were not prepared for the nature of the assignment they were undertaking.

- Building line departments' commitment to the work involved was a slow process and there was a tendency to rely heavily on the Project Support Unit (PSU). Frequent changes in technical team participants (Lead and Deputy Lead persons) caused inconsistencies in departmental representation during critical discussions and slowed down the momentum of the design and preparation of the project. The engagement of local government in the process of project preparation was limited, largely because of time pressures, although LGEAs will be expected to play significant roles in the implementation of SESP.

- Technical papers and work plans were created quickly. This adversely affected their quality, resulting in plans that were insufficiently coordinated. The separate development of individual sub-components encouraged a "silo mentality". This led to unrealistic expectations about the absorptive capacity of Ministry and SUBEB staff and their ability to manage sophisticated programmes. It is a matter of professional debate, for instance, whether school development should have been conceived separately from teacher professional development and the supply of textbooks. It also remains to be seen how States will cope with the level of complication that characterise some sub-components.

- Naturally, the States are delighted to have succeeded in accessing additional funds for education development through the SESP. However, it's important to ask to what extent State officials feel that the SESP design reflects their own priorities for education reform rather than the priorities of World Bank officers.

- Relentless pressure to complete documents for the World Bank Board left State personnel with little time to absorb both the long-term vision and operational processes, embodied in the technical papers and work plans. Over the last 12 months, this has meant that CUBE has had repeatedly to explain to Ministry, SUBEB and LGEA personnel what each component is attempting to achieve and how objectives will be realised operationally. A delay in Project Effectiveness has provided the time to do this. This has proved to be no bad thing, because, if the SESP started in mid-2007 as originally expected, the States would have been unprepared for implementation.

- The extension of the pre-project period prolonged the period of intensive CUBE technical support to SESP. This has meant that considerable CUBE resources have been tied up with the SESP since mid 2006. Much of CUBE's activity in the States has been on SESP specific issues and not on the broader challenges facing the education sector. It is for DFID to decide whether this has been the best use of its TA resources and the extent to which this strategy should also be pursued under ESSPIN.

- Given the delays in completing administrative work for project effectiveness, it is worth questioning the wisdom of pushing hard for the SESP approval immediately before the 2007 General Election. Had there been less pressure to complete the process in the timeframe laid down by the World Bank, there would have been much greater opportunity for ensuring State buy-in for the project design and for building State understanding of the project components. Furthermore, the current pressure being exerted upon the States to rush ahead with implementation to make up for the "lost time" during the past year, is likely in turn to create further tensions and problems..I In the view of CUBE, this is counter productive to the effective implementation of the SESP.

Lessons

1. The experience of SESP demonstrates that project preparation needs to be conducted in a much more measured way, ensuring that a clear appreciation of the purpose and main features of the project are widely known in the States. Adequate 'lead-in' design time is required to ensure all key players are brought fully on-board: shared ownership of both overall objectives and implementation processes is vital. All stakeholders - LGEAs as well as SMOE & SUBEB - need to be fully involved in the preparatory and design work.

2. Work plan structures should be flexible to allow for a dynamic context and weak organisational set-up. Detailed plans, fully costed, for activities 3 years down the line are not realistic: a combination of broad long-term and specific shorter-term operational plans is required.

3. Key local events should be factored into the planning time frame – the elections and resulting change of administration in mid- 2007 caused many delays as new officials took office and decisions were held up pending these new staff finding their feet. Attempting to force the pace of project preparation can be counter-productive.

4. Development Partner agencies need to appreciate the burden their procedural requirements place on State institutions and officials and realise the extent to which project staff have their substantive roles to perform in addition to their project roles.

3.3 Agreed pre-effectiveness activities completed by Credit Effectiveness

Achievements

Procurement: States have struggled with WB/SESP procurement requirements and CUBE supported the States through three key strategies: initial training for the three SESP State Procurement Teams; on the job training and mentoring of the State's appointed Procurement Officers provided through a CUBE funded full-time procurement adviser based in the State; and an International Procurement Adviser. The adviser has supported the three State teams by holding regular cross-State procurement sessions to share and learn from experiences and by quality assuring the work undertaken in the States to ensure proper procurement procedures have been observed.

Materials production: Two major SESP components, the School Development Scheme (SDS) and the Teacher Professional Development (TPD), required major materials production. These materials have been developed by a pool of international consultants working with CUBE-funded National Advisers and the State Component Lead Teams. The materials now completed are:

- For SDS: Two SDS Manuals, a full 'reference' version and a school-based version, have been produced and copies printed sufficient for Year 1 SDS operation. In addition, notes for trainers have been prepared together with a set of template documents for the writing of School Development Plans and Grant Submissions.
- For TPD: A comprehensive package of Modules for the Teacher Training Programme has been produced. The package caters for all three SESP States, allowing each to select those modules appropriate to its specific situation and priorities. Each Module has a facilitators' guide and a participants' handbook.

Every effort has been made to tailor the above Manuals and Materials to the cultural and educational context of each State. Reference group sessions were held to review all the materials. These processes have also helped to familiarise the component team members with (i) the training content that they themselves will in certain cases be responsible for delivering, e.g. the Local School Supervisors training the School-based Management Committees (SBMCs) and head teachers; and (ii) the innovative procedures which will feature during implementation, e.g. the handling of Grant Funds at each school.

Preparation of detailed implementation schedules: Because of the weaknesses in the original work plans, detailed implementation and logistic schedules were required to map out the delivery of the SDS and TPD programmes. Major work had to be done to flesh-out the broad implementation statements contained in the original PAD. Both SDS and TPD are complex programmes, with many activities and different levels of training and delivery. CUBE has assisted the States in developing these detailed schedules and both SDS and TPD programmes are set to have begun by June 2008.

Sensitization/training/workshops.: SESP sensitization/training activities were carried out amid uncertainties about the approval of the project at Federal and State levels and the dates of commencement of activities at the field level. This uncertainty over the start of the project constrained plans to build effective awareness, define roles and responsibilities and draw continued support, especially at the local level. To mitigate the isolation of LGEA staff

during the long pre-effectiveness period, CUBE maintained communication and linkages with key staff through the work of State SDS and TPD Advisers in targeted LGAs and through the participation of LGEA staff in state level activities. To maintain interest and momentum at State level, a continuous dialogue with ministry and parastatals was maintained through thematic/technical workshops and reviews of work in progress.

Observations

- As experience has been gained 'on-the-job', the States are in a stronger position to manage procurement, but with major procurement activities still to be undertaken (Textbooks, Infrastructure), continued support in the field of procurement will be needed.

- Implementation strategies were only described in a general way in the technical papers and the PAD. Insufficient time was given during the pre-appraisal phase to go into practical details with all actors involved at State, LGA and school levels. It was therefore necessary to go back to the implementation strategies, especially for SDS and TPD where there were frequent changes in state leadership positions, to make them understandable and operational. These major refinements have improved the logical sequence of activities, the complementary roles and responsibilities of implementers (core state implementation teams, LGEA officials, consultancy firms, etc.) and time-schedules for school-based activities. Indeed, it was not possible to plan and stabilize school-based activities related to SDS and TPD until recently due to constant postponement of credit effectiveness and delays in accessing pre-project financing from the World Bank, which prevented any procurement activity starting before February 2008.

- Customised materials writing for programmes such as TPD takes a lot of time – much more than was envisaged in the earlier planning for SESP.

- International support to materials and manual development work has been vital, but there has been at times a conflict between pressure to complete work and the need to spend quality time in consulting with the State Teams. A balance has to be struck between delivering on-time and making extra time available to consult State teams fully to develop local ownership.

- As State government officers had no previous experience of working on externally funded programmes, their capacity was determined only by their experience of working within government service. Nearly all are ex-serving teachers who received no training on entering the Ministry/SUBEB, and whose capacity to carry out even their core roles and responsibilities is weak, let alone their expanded role required under SESP. The idea that the project would be integrated into departmental responsibilities and led by Lead Persons, supported by the PSUs, has taken a long time to be appreciated. There is still a tendency to regard SESP activity as "extra". A sense of ownership is stronger in some components than others and this largely reflects the competence, or at least the confidence, of the respective Lead Persons.

- At the inception of SESP, very few members of the core teams were computer literate. This hindered the capability of the States to write and revise project documentation required by the World Bank. Electronic communications were restricted due to a lack of computers, and an absence of basic knowledge or culture of internet communication. CUBE has provided computers for SESP-PSU members, internet facilities and ICT training for SESP officials.

- Generally, the key State officials are now comfortable communicating by email and have made some progress in the use of MS Word, Excel and PowerPoint, but there is still a long way to go before the use of ICT becomes the normal working practice. At the LGEA level in particular, there is virtually no ICT experience whatsoever (and indeed poor power supplies with which to make use of ICT equipment if it were to be provided). The SESP teams still need to develop computerised systems for recording and classifying technical documents. Kano PSU, for example relies fully on CUBE archive system and this needs to be transferred once the SESP-PSU office is fully equipped and networked.

- There is still scope for considerable improvement in working practices, which are characterised by: low levels of delegation; poor communications within and between ministries and agencies; a lack of punctuality in attending meetings and workshops; the absence of a reading culture; weak ability to provide written comments on documents; failure to keep records of meeting decisions and ensure follow-up; unwillingness to disseminate information; etc¹. A further fundamental impediment is the lack of basic project management skills. Weaknesses range from poor writing skills (e.g. drawing up TORs); to being unable to calculate activity budgets for workshops; to weak planning of training activities.

- Through the constant interactions between CUBE and the state teams there have been small improvements in time management, documented feedback, sharing of information and accountability of actions.

Lessons

1. States' capacity to cope with the level of additional work involved in major projects and programmes is limited and time, energy and resources are required to provide the basic foundations on which successful implementation can be built. A heavy series of consultancy inputs during the past year has pointed up further concerns about the absorptive capacity of States and their ability to obtain maximum benefit from TA.

2. The role of international TA should be to provide strategic advice and not to get immersed in the minutiae of implementation schedules and bidding documents. The danger now is that the three SESP States have become accustomed to a degree of "hand-holding" at an intricate level and will have difficulty in reducing their dependency on support for producing detailed plans.

3. In moving forward into ESSPIN, DFID may wish to consider the extent to which it wishes its TA resources and funding to be subsumed by the exigencies of the World Bank disbursement imperative.

¹ See CUBE HR studies for Kaduna, Kano and Kwara States.

3.4 SESP monitoring and evaluation (M&E) results framework and baseline assessment report finalized by Credit Effectiveness

Achievements

A Results Framework has been drawn up by a CUBE-supported International M&E Consultant, who has worked closely with the Lead & Deputy M&E Officers in the States. Training, both centrally in Abuja and then through workshops and consultation in the States, has led to a greater understanding of both SESP M&E structures and procedures. M&E constitutes a major innovative development in relation to usual practices. Continued support on M&E will be required and a National M&E Adviser funded through the IDA Credit will be engaged by each State for three months of each year.

A Baseline Survey was conducted in mid 2007. This was a large-scale research study, which included an enquiry into learning conditions in each of the SESP States, a survey of teaching strategies and teacher and head teacher attitudes and, most significantly, the testing of learning achievements in numeracy and literacy of almost 4,000 students in Primary Grades IV & VI. This last part of the survey revealed very poor levels of attainment in reading accuracy and reading and listening comprehension. It also showed equally low achievement levels in basic mathematics. Not only were learning outcomes poor, but that they were also inequitable. Girls performed generally less well than boys in both reading and mathematics. Geographical location also accounted for inequalities in outcomes. Children in urban schools read and performed basic arithmetical tasks better than those in rural schools. The Baseline Survey provides stark testament to the parlous state of education in Nigeria and a salutary reminder that interventions to improve the quality of education are an urgent necessity.

Observations

- The M&E Framework reflects a “blueprint approach” to project planning in which specific component work plans and activities have been fully scheduled. While this may be appropriate to parts of SESP, it is less useful where the detailed planning of outputs needs to develop over time, e.g. Capacity Building & Inspectorate. The Results Framework for these components should therefore be regarded, not as a rigid set of targets, but as a “living document” which changes as work progresses. Whether this approach can be accommodated within the theology of a World Bank project remains to be seen.

- In conducting the Baseline Survey, CUBE supported the design of the instruments through international TA, but involved a team of practising teachers from each SESP State as a reference group and outsourced the management and delivery of the survey to a local consultancy firm. The enumeration required substantial time and manpower which would have been beyond the States’ capacity.

Lessons

1. Where there is no tradition of monitoring and evaluation, the habit of systematically recording activities and results takes time to develop. The ability and willingness to make evaluative judgements, based on evidence, takes even longer. Sustained assistance is needed to develop the ability to make use of quantitative and qualitative information collected, to analyse findings and apply them to manage future activity.

2. The results of the Baseline Survey provide a timely reminder of just how bad the education system is. Wide dissemination of research findings of this sort is necessary to ensure that all stakeholders make the connection between the planned interventions and their objectives. Otherwise concentration on the technical mechanics of project implementation can obscure the purpose and rationale for activities.

3. National capacity to provide quality logistical and administrative support to research is available in Nigeria, but international assistance is required in research design, analysis and presentation of findings.

3.5 Enhanced capacity of SESP states to implement the planning, management and capacity development and inspectorate sub-components of SESP by EOP

Achievements

Work on the Inspectorate Component started in late 2007. On a Study Tour, participants attended an Inspection Conference in Thailand and saw inspection practices at first hand in China.

Joint workshops involving participation of inspectors from SESP States and staff of the Federal Inspectorate followed by sessions with the State Inspectorate Lead Persons and their Task Teams, have led to have a major revision of school inspection instruments with some field-trialling, and a revised work-plan to the end of CUBE. Work on more institutional/strategic reform of the State Inspectorate, including plans for a rationalised and autonomous Inspectorate continues and should form a key strand of early work under ESSPIN.

Work started on the Capacity Building sub-component late in 2007 and progress has been made on (a) the Education Sector Analysis; (b) Human Resource Management; and (c) Communications.

- The ESAs and ESPs have been commented on under section 2.3
- As a prelude to capacity building in Human Resource Management, a detailed organisational analysis has been conducted across the three key government organs – SMOE, SUBEB and LGEAs.
- The importance of communications, both as an operational PR instrument and as a strategic tool to encourage greater public awareness and thus build State Ministry and SUBEB accountability, has been described in section 1.3 above

CUBE support for these two sub-components of SESP will end in July 2008. Whilst there is an expectation that DFID support will continue under ESSPIN, the precise nature of this support will have to await the inception phase of ESSPIN.

Lessons

1. Work on the Capacity Development for Planning and Management and the Reform of Inspectorate sub-components of SESP involves a broad range of objectives and activities that have whole-State application. Their impact is not confined to the LGEAs in which the rest of SESP is working and the nature of the activities dictate that a flexible, “process” approach is adopted. DFID and the World Bank, together with State partners, may wish to consider whether the current arrangements of dual funding of the SESP is the most effective way to provide support to these areas of activity.

2. The need for ESSPIN to ensure close coordination between State-based developments to reform Inspectorate services and the changes going on at the Federal level is self-evident.

Annexes



Annex 1 Revised Logical Framework and Project Header Sheet

Project Name: CAPACITY FOR UNIVERSAL BASIC EDUCATION PROJECT (CUBE)

Country: NIGERIA **MIS Code:** 048-550-032

Date of Preparation of Original: 22 July 200

Date of Revision: 4 December 2007(to satisfy September 2007 OPR recommendations)

Table 1 – DFID CUBE Revised Logframe

Narrative Summary	OVI	MOV	Assumption
<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</p> <p>Project will have significant impact on non-targeted States.</p>
<p>Purpose:</p> <p>Development and implementation of sustainable federal and selected state programmes for UBE with priority given to educationally disadvantaged LGAs.</p>	<p>Federal and state level plans for UBE produced, costed, approved and resourced by EOP.</p> <p>Strengthened capacity of school system to deliver quality education by EOP.</p> <p>Increased basic education school access, retention and achievement 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 in literacy and numeracy. disaggregated for boys and girls</p>	<p>Commitment of Governments to gender equity and poverty reduction.</p> <p>Federal and State Governments commit sufficient resources</p>
<p>Output 1</p> <p>Enhanced capacity within the Federal Ministry of Education</p>	<p>1.1 Enhanced capacity of the PPM&R to lead and coordinate Federal education policy and planning by August 2008.</p>	<p>Situation Analysis document</p> <p>Vision 2020 document</p> <p>National framework document</p>	<p>Commitment of FMoE to develop evidence-based policy.</p> <p>FMoE commitment to allocate sufficient recurrent resources to implement the plans.</p>

Narrative Summary	OVI	MOV	Assumption
<p>and key parastatals to lead policy and planning of education reform in Nigeria</p>	<p>1.2 NEMIS produces timely, accurate and relevant data used for evidence-based policy and planning with increased decentralization of EMIS data management by August 2008</p> <p>1.3 UBEC communication strategy for UBE developed and disseminated to SUBEBs</p> <p>1.4 UBEC supports policy development and improved SUBEB implementation of decentralized school management, teacher management and outlines ways to improve UBE IF utilization by August 2008.</p> <p>1.5 Federal Inspectorate Service reform strategy in progress</p>	<p>Annual JCCE Minutes</p> <p>Draft education reform strategy and workplan</p> <p>Completed policy studies</p> <p>Costed operational plans produced for the FME</p> <p>NEMIS publications improved, in terms of timeliness, content, completeness and accuracy.</p> <p>Evidence of communication materials (brochures, posters, leaflets), TV ads at Federal and State levels</p> <p>State-based Teacher Management Studies</p> <p>Approved state-based policy for SBMC</p> <p>Recommendations Paper for Improved Management and Operations of the UBE IF</p> <p>Draft Min. National Standards (MNS) for basic cycle schools (OVI 1.4 and 1.5)</p> <p>FIS Plan in line with 10 Year Federal Plan</p> <p>Organisational Assessment Study</p> <p>Federal Plan in place for Consolidation and Coordination of inspection function that incorporates use of MNS</p> <p>Draft 10 year ETF Strategic Plan and 3-year operational plan</p>	<p>Federal and State EMIS are backed by sufficient human and financial resources.</p> <p>Continued UBEC active participation</p> <p>UBEC commitment to implementing an effective decentralization policy that supports States who effectively manage and finance their basic education system.</p> <p>Utilization of UBE Intervention Fund supported by matching funds from the states.</p> <p>There is commitment within the FIS to move forward with systemic reform .</p>

Narrative Summary	OVI	MOV	Assumption
	1.6 Enhanced capacity of ETF in strategic planning, budgeting and assessing use of funds by EOP.	Assessment Model developed	ETF strategy is coordinated with those of other Federal funding agencies.
<p>Output 2:</p> <p>Enhanced capacity of some (*) States to plan, manage and budget for education with a focus on UBE and educationally disadvantaged LGEAs and communities</p> <p>(*) Principally Kano, Kwara and Kaduna States, but also evidence of CUBE initiatives spreading to / supporting other states</p>	<p>2.1. Nine State Education Sector Public Expenditure Reviews completed and used to inform Education Sector Analyses by end of 2007.</p> <p>2.2 States able to complete effective state-wide EMIS data collection, entry and publication of annual EMIS results</p> <p>2.3 Endorsed and costed 10 year education sector (ESP), and 3 year rolling ESOP Plans prioritised and realistically costed by August 2008.</p> <p>2.4 2009 State Education Budget plans reflect a 3-year rolling ESOP with a focus on UBE by August 2008</p>	<p>Approved and published PER Reports</p> <p>Evidence of PER data used to produce ESA</p> <p>Approved and published ESAs</p> <p>EMIS reports of acceptable quality for 2005/6, 2006/7, 2007/8 in KKK and other states.</p> <p>% of basic cycle schools (pub & private) mapped and printed on large scale maps of states</p> <p>Costed ESP and ESOP (with state endorsement) and approved letters of state education policy</p> <p>JCCE minutes meeting</p> <p>Joint Education Sector Review</p> <p>2009 State Education Budget (submission and approved budget)</p>	<p>Political backing is forthcoming at State level for implementing the plans accompanied by sufficient resource allocations.</p> <p>Effective provision of federally managed budget for EMIS data operations.</p> <p>State management commit sufficient resources and management oversight to support EMIS operations in a timely and comprehensive manner</p> <p>Political acceptance of authority of SMoE to lead education planning process and effective mechanism in place to align conflicts with multi-sectoral planning initiatives that encompass education (i.e. SEED-II, Transition Committee Road Maps) with a commitment to undertake budgeting in line with ESP/ESOP identified priorities</p> <p>Budget process for 2009 proceeds on time within states</p>
<p>Output 3</p> <p>Three Selected States (*) have access to World Bank credit and implement SESP in selected LGEAs</p> <p>(*)Kano, Kwara and Kaduna States were</p>	<p>3.1 Three Lead states complete SESP technical papers and costed work plans by March 2007</p> <p>3.2 SESP Credit approved for three States by April 2007</p>	<p>Published World Bank PAD</p> <p>World Bank Board Approval document</p>	<p>Preparations are completed before April 2007 Elections.</p>

Narrative Summary	OVI	MOV	Assumption
<p><i>selected, following the restructuring of CUBE/UBEP from original 16 states in 2005-6.</i></p>	<p>3.3 Agreed pre-effectiveness activities completed by Credit Effectiveness.</p> <p>3.4 SESP monitoring and evaluation (M&E) results framework and baseline assessment report finalized by Credit Effectiveness.</p> <p>3.5 Enhanced capacity of SESP states to implement the planning, management and capacity development and inspectorate sub-components of SESP by EOP.</p>	<p>CUBE Quarterly Reports SESP Aide Memoires (WB progress summary)</p> <p>SESP M&E Results Framework CUBE/SESP Baseline Assessment Report CUBE Quarterly Reports SESP Aide Memoires (WB progress summary)</p> <p>CUBE Final Report Sub-component workplans SESP Aide Memoires (WB progress summary) SESP Progress and Financial Reports</p>	<p>State project teams (Lead Persons and PSUs) and State Government see SESP as a priority and have sufficient time and resources to do the work.</p> <p>Sufficient interaction with / Commitment from SUBEBs in SESP States to 'buy-in' to the CUBE/SESP initiatives. DFID is committed to continuing support beyond August 2008.</p>

Annex 2 Cube Monitoring and Evaluation Framework

GOAL	Universal Basic Education (UBE) in Nigeria	
PURPOSE	Development and implementation of sustainable federal and selected state programmes for UBE with priority given to educationally disadvantaged LGAs.	
OUTPUT 1: Enhanced capacity within the Federal Ministry of Education and key parastatals to lead policy and planning of education reform in Nigeria	Indicators	Achievements
	1.1 Enhanced capacity of the PPM&R to lead and coordinate Federal education policy and planning by August 2008.	<p>Situation Analysis; Vision 2020 for the Education Sector; The 10 Federal Education Plan; The National Framework for Education produced</p> <p>Timing of policy formulation processes (JCCE/NCE) aligned to the budgetary cycle.</p> <p>Procedural improvements to improve the research base of policy formulation.</p>
	1.2 NEMIS produces timely, accurate and relevant data used for evidence-based policy and planning with increased decentralization of EMIS data management by August 2008	<p>Capacity of FME NEMIS and Statistics Division to complete the Annual School Census (ASC) enhanced.</p> <p>ASC for 2005, 2006 & 2007 completed with 2006 census supplemented with projected data giving a fuller picture of basic education in Nigeria and enabling LGA level analysis of demographic indicators.</p> <p>EMIS data disseminated through publications (2005 EMIS publication, draft 2006 publication, 3 thematic brochures, national education factsheet, historical statistics 1999-2005)</p> <p>Operational capacity of NEMIS to produce timely and accurate data improved through development and improvement of the NEMIS software and provision of skilled personnel</p>

		<p>EMIS White Paper produced and disseminated and National EMIS Policy on decentralisation adopted at 2007 NCE.</p> <p>A broad-based National EMIS Committee established to oversee EMIS development in Nigeria</p>
	1.3 UBEC communication strategy for UBE developed and disseminated to SUBEBs	<p>Profile of communications in Federal and State Ministries and parastatals raised. Documentary film Nigeria School produced for broadcast with follow-up debate in July 2008.</p> <p>State Communications Committees established in Kano, Kaduna and Kwara to coordinate information dissemination and to organise campaigns.</p> <p>Campaigns planned on community participation and School-based Management Committees</p>
	1.4 UBEC supports policy development and improved SUBEB implementation of decentralized school management, teacher management and outlines ways to improve UBE IF utilization by August 2008.	<p>Coordination of policy research established under the Policy Formulation technical Team under PPM&R in FME.</p> <p>Draft teacher policy study completed.</p> <p>School management studies completed – draft report under discussion.</p> <p>Study of UBE Intervention Fund to be completed by June 2008.</p>
	1.5 Federal Inspectorate Service reform strategy in progress	<p>A National Framework for Educational Quality Assurance drafted for presentation to the JCCE Reference Group meeting in Gombe in April 2008 where it was provisionally approved.</p> <p>A draft policy document for the National Agency for Education Quality Assurance (NAEQA) prepared.</p> <p>Key documents for the new agency and revised inspection instruments produced.</p>
	1.6 Enhanced capacity of ETF in strategic planning, budgeting and assessing use of funds by EOP.	<p>Policy changes at ETF negated the need for such activities.</p>

OUTPUT 2: Enhanced capacity of some (*) States to plan, manage and budget for education with a focus on UBE and educationally disadvantaged LGEAs and communities. (*)Principally Kano, Kwara and Kaduna States, but also evidence of CUBE initiatives spreading to/ supporting other states	Indicators	Achievements
	2.1 Nine State Education Sector Public Expenditure Reviews completed and used to inform Education Sector Analyses by end of 2007.	PERS completed for Kano, Kaduna, Kwara, Jigawa, Borno, Lagos, Enugu, Cross River and the Federal Capital Territory. ESAs completed for Kano, Kaduna and Kwara. National synthesis PER report completed.
	2.2 States able to complete effective statewide EMIS data collection, entry and publication of annual EMIS results	Functioning EMIS units established in three states capable of managing school census data independently of FME. State EMIS Committees set up to mobilize resources for and coordinate state-wide EMIS development. A school census model based on support for head teachers and multi-level verification of data piloted. Spatial school mapping conducted in each of the three SESP states with relevant staff training. A Training Monitoring Information System (TMIS) application produced to monitor staff capacity development in SESP states. Templates produced for state annual statistical publications and thematic brochures. State, LGA and School Report Cards produced and distributed.
	2.3 Endorsed and costed 10 year education sector (ESP), and 3 year rolling ESOP Plans prioritised and realistically costed by August 2008.	Costed ESPs produced in three States. In Kwara and Kano these have strong political backing. Development of ESOPs will start following political approval for ESPs.
	2.4 2009 State Education Budget plans reflect a 3-year rolling ESOP with a focus on UBE by August 2008	Element of the long-term plans can be incorporated into the 2009 budget cycle. ESOPs to be developed as a participative process over the coming year.

OUTPUT 3: Three Selected States (*) have access to World Bank credit and implement SESP in selected LGEAs. (*)Kano, Kwara and Kaduna States were selected, following the restructuring of CUBE/UBEP from original 16 states in 2005-6.	Indicators	Achievements
	3.1 Three Lead states complete SESP technical papers and costed work plans by March 2007	Technical papers and work plans completed on time. Time pressure adversely affected the quality of the documents and limited State's ownership of the process.
	3.2 SESP Credit approved for three States by April 2007	Credit approved but Effectiveness delayed for 12 months largely due to procedural problems within the Federal Government. States were however, unprepared for early implementation and intensive CUBE support has been required.
	3.3 Agreed pre-effectiveness activities completed by Credit Effectiveness.	Agreed activities completed: support to procurement; materials production; detailed implementation schedules; sensitization activities. Scope and duration of support activities exceeded expectations due to extended pre-effectiveness period. CUBE resources tied up in supporting SESP preparations for longer than anticipated.
	3.4 SESP monitoring and evaluation (M&E) results framework and baseline assessment report finalized by Credit Effectiveness.	M&E Framework produced. Baseline Study, including assessment of learning outcomes undertaken.
	3.5 Enhanced capacity of SESP states to implement the planning, management and capacity development and inspectorate sub-components of SESP by EOP	Inspection reform activities well advanced, involving both State and Federal inspectorate teams. Capacity building sub-component progress made: Strategic planning – ESAs completed; Human Resource Development: Organisational Analyses conducted Communications: State Communications Committee set up to coordinate public information campaigns