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(ESSPIN)**

**Assignment Report**

**Study of Teacher Management and Deployment**

**Report Number: ESSPIN 328**

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## Acronyms and Abbreviations

APER	Annual Performance
COE	College of Education
CUBE	Capacity for Universal Basic Education
ECCE	Early Childhood Care and Education
EMIS	Education Management Information System
EPSSIM	Education Policy and Strategy Simulation Model
ESA	Education Sector Analysis
ESSPIN	Education Sector Support Programme in Nigeria
ESP	Education Sector Plan
FME	Federal Ministry of Education
FTS	Federal Teachers' Scheme
HAPSS	Harmonised Public Service Salary Structure
JAMB	Joint admissions and Matriculation Board
JSS	Junior Secondary School
LGA	Local Government Area
LGEA	Local Government Education Area
MOU	Memorandum of Understanding
NCCE	National Commission for Colleges of Education
NCE	National Council for Education (or Nigeria Certificate in Education)
NUT	Nigeria Union of Teachers
PTA	Parent-Teacher Association
PTR	Pupil : Teacher Ratio
SBMC	School-Based Management Committee
SMoE	State Ministry of Education, Science and Technology
SSO	School Support Officer
STL	State Team Leader
SUBEB	State Universal Basic Education Board
TDNA	Teacher Development Needs Assessment
TORs	Terms of Reference
TPSF	Teacher Professional Standards Framework
TRCN	Teachers' Registration Council of Nigeria
TSC	Teaching Services Commission

## Abstract

1. The study reports on current policies and practices in relation to teacher management and deployment in Jigawa and Kwara States. It analyses the number and profile of teachers and the balance between supply and demand. It considers the impact of current policies and practices and makes recommendations to improve effectiveness.

## Executive Summary

2. The primary purpose of the study has been to examine teacher management policies and practices and how they affect the appointment, deployment and professional career structures of teachers. A second purpose has been to examine ways in which policies and practices need to be changed in order to have better outcomes and to provide guidance on the development of rational teacher management policies and practices. The study focuses on Kwara and Jigawa States and is limited to issues within basic education.
3. The report is based on documentary sources, an analysis of the School Census 2009-10, interviews with stakeholders in Jigawa and Kwara States and the outcome of workshops in Jigawa and Kwara at which an interim report was presented.
4. The report commences by defining the components of an effective teacher management and deployment system and proceeds by analysing current policies and practices against those components. The components are defined as incorporating:
  - an appropriate policy framework;
  - an effective planning process to determine the supply of and demand for qualified teachers at each level and in each subject area;
  - effective arrangements for training appropriate numbers of quality teachers;
  - effective procedures for the recruitment and posting of teachers;
  - effective assessment of teachers;
  - effective procedures for the promotion of teachers;
  - supportive professional development policies and practices.
5. The findings from the study indicate that in general terms, the policies and procedures relating to teacher management and deployment do not differ significantly between the States of Jigawa and Kwara. However, the context in which those policies and procedures operate differs in that Jigawa has a significant shortage of qualified teachers, whilst Kwara has no such shortage.

6. It is widely accepted that “the education sector in Nigeria is in a state of crisis”<sup>1</sup>. The findings from the study are consistent with this view, in particular:
- there has been no systematic process for determining the supply of and demand for teachers;
  - arrangements for the training of student teachers have failed to match supply and demand and there have been no effective quality assurance arrangements;
  - the recruitment and posting of teachers is centrally driven and has led to an unequal distribution of teachers between LGEAs and in many cases a mismatch between teachers’ skills and experience and the needs of schools;
  - assessment processes have failed to recognise the low quality of teachers; failed to provide incentives for improvement and for reward; and are largely subjective with no agreed teaching standards or agreed benchmarks against which to make objective assessments;
  - promotion procedures lack rigour; fail to apply objective criteria; and fail to link responsibility and reward;
  - there are limited opportunities for professional development leading to low morale, no quality improvement and poor quality of teaching.
7. However, the study has shown that there are some initiatives for reform including the Federal Minister’s strategic plan; NCCE’s curriculum and accreditation reforms and the Commissioner’s reforms in Kwara which include:
- the preparation of a policy bill to consolidate policies on the management, funding and conduct of education;
  - radical reform of teacher training in terms of quality and balance between supply of and demand for teachers;
  - the development of a career path for teachers based on a Teacher Professional Standards Framework (TPSF) and revised procedures for recruitment, posting, assessment and promotion of teachers.

The implementation and sustainability of these reforms is fragile, however, and will depend upon commitment and capacity at political, managerial and stakeholder levels.

8. At various stages in the report recommendations are made to support the development of teacher management policies and practices so that they will have better outcomes. The various recommendations might be summarised as the need to strengthen capacity in the following areas:
- provision of pre-service teacher training, including:
    - review of curriculum, teaching methodology, structure and management capacity at the colleges of education;

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<sup>1</sup> Presentation by the Federal Minister of Education (2006) and Education Sector Situation Analysis (FME, 2007)



- provision of in-service training and opportunities for professional development, including:
    - awareness raising;
    - career development;
    - head teacher training;
    - appraisal training;
  - strategic direction from SMoE / SUBEB to training providers, including:
    - guidance on pre-service and in-service student numbers (including ECCE/Primary/JSS/ Special Education / Adult and Non-formal);
    - establishment of a tertiary sector plan;
    - appropriate funding arrangements;
    - focus on quality of provision;
  - processes for assessing need, including:
    - record keeping (numbers of teachers, students, etc);
    - analytical capacity;
    - forecasting processes – ability to address the “what if” questions;
    - improved linkages between SMoE/SUBEB and LGEAs and schools;
  - processes for deployment, including:
    - increased involvement of:
      - schools and SBMCs in terms of need and selection;
      - applicants in terms of choice of school;
    - incentives to work in rural / disadvantaged schools;
  - processes for appraisal and promotion, including:
    - establishment of objective criteria in terms of:
      - a Teacher Professional Standards Framework (TPSF);
      - an agreed career path for teachers;
    - more rigorous implementation of procedures;
    - promotion on merit;
    - review of the APER form;
    - training for assessors.
9. Of all the recommendations in the report, the ones that will have the most sustainable impact are those that focus on improving the quality of pre-service teacher training. Quality assurance is an essential component of teacher management and deployment. If the quality of new teachers continues to be at the appalling level indicated by the Teacher Development Needs Assessment (TDNA) any improvement in management and deployment processes will have little impact on the quality of education received by children in basic education schools.

## Introduction

### *Purpose of the Consultancy*

10. The primary purpose of this consultancy (Annex 7: Terms of Reference) is to examine teacher management policies and practices and how they affect the appointment, deployment and professional career structures of teachers. This includes an assessment of the current situation regarding teacher supply and how it relates to current teacher management practices.
11. A second purpose is to examine ways in which policies and practices need to be changed in order to have better outcomes and to provide guidance on the development of rational teacher management policies and practices.
12. The study focuses on Kwara and Jigawa States and is limited to issues within basic education.

### *Structure of the Report*

13. The requirements of the study, as defined by the purposes and the tasks (Annex 7), require both qualitative and quantitative analysis. The tasks, in particular, call for a significant amount of data and detailed reporting. This provides a problem of presentation in that the report may be of relevance to multiple audiences: some may be interested in the detailed situation in Jigawa and / or Kwara States; some may be interested in a consolidated overview; others may be more concerned with recommendations for change.
14. In order to cater for these various preferences - and in the hope that it will prove to be at least reasonably readable – the main section of the report (“Findings”) will be relatively brief and will focus on an overview. It will be structured around a single question, namely: “What might be the components of an effective teacher management and deployment system?” Having identified those components, they will be used to analyse current policies and practices in Jigawa and Kwara to determine their effectiveness; to establish any connections between teacher management and deployment and measures to increase professionalism and motivation; and to suggest ways in which, if necessary, current policies and practices might be changed in order to have better outcomes. The “Conclusions” section will consolidate the analysis and provide step by step guidance for the development of rational teacher management practices over the next five years.
15. In addition to the main section of the report, there will be two case studies (one on each of Jigawa and Kwara) which will provide more detail on the issues of teacher supply identified under “tasks” in the terms of reference.

### *The key question*

16. In order to provide a framework for the report, let us try to answer the question “What might be the components of an effective teacher management and deployment system?” The interim report made suggestions which were tested and agreed at the workshops in Jigawa and Kwara. They are:

- an appropriate policy framework;
- an effective planning process to determine the supply of and demand for qualified teachers at each level and in each subject area;
- effective arrangements for training appropriate numbers of quality teachers;
- effective procedures for the recruitment and posting of teachers;
- effective assessment of teachers;
- effective procedures for the promotion of teachers;
- supportive professional development policies and practices.

17. Each of these components will be addressed in the main section of the report.

### *Context and relevance*

#### *General*

#### Quality

18. Many readers will be familiar with the state of basic education in Nigeria, but for completeness it may be worth reiterating the main contextual factors and pausing for a moment to consider the relevance of the study.

19. The following three statements should adequately convey the context for the study:

- “The education sector in Nigeria is in a state of crisis .... Nothing less than major renewal of all systems and institutions is required” (FME, 2006). A succession of FME strategic plans has placed emphasis on the need to improve the quality of education.
- “In present day Nigeria, other than the minimum standards for teacher education, performance standards for teaching after graduation are not well articulated let alone used to guide teacher preparation and evaluation”: (*National Strategy for Teacher Quality Development* (FME Quality Task Team (2007) p29).
- In a Teacher Development Needs Assessment conducted in Kwara (Johnson, 2008) only 75 out of 19,125 primary school teachers reached what were deemed to be minimum standards. Results from some other States show equally appalling results: those from Jigawa have not yet been published. These results provide evidence that:
  - the current NCE curriculum is inadequate (currently being addressed by NCCE);
  - pre-service training by colleges of education is failing to provide the quality of teacher that pupils, parents and other stakeholders should rightfully expect;
  - in-service provision is failing to provide for professional development or improvement in children’s learning outcomes; and

- the extensive process of supervision and monitoring - by NCCE (when accrediting colleges of education), colleges of education (when admitting, graduating and assessing students' performance) and senior staff and officials (when assessing and promoting teachers) - is totally devoid of any rigour and credibility.
20. This study, therefore, only has relevance if it leads to an improvement in the quality of basic education. The key question posed in the above section was disaggregated into a number of components. Addressing the issues identified in each of those components will contribute to an improvement in basic education. Those components may broadly be categorised as (i) structures and procedures and (ii) training of teachers.
21. It is the contention of this report, strongly emphasised at the workshops in both Jigawa and Kwara, that to address only structures and procedures (often the easier option) will have limited impact. If the quality of basic education is to be improved then "to deliver high quality education we need high quality teachers" (*Every Child Counts*, Kwara State, p10). That implies a high priority being given to improving the training of teachers. Kwara has already embarked upon a reform process, a key element of which is reform of pre-service teacher training. The workshop in Jigawa identified and prioritised a similar need in that State.
22. If there is any doubt about this, and bearing in mind that an election is imminent, perhaps a pertinent question might be: "If you were appointed as a new Commissioner, would you rather inherit a situation in which there are excellent teachers but poor structures and procedures or one in which there are excellent structures and procedures but poor teachers?"

#### Professionalism and motivation

23. Just as there is general recognition of the poor quality of basic education, so is there also a general perception that the level of professionalism and motivation amongst teachers is low. Various studies have categorised the reasons. Adelabu (2005), for instance, identified the following:
- Low wages when compared with other professionals
  - Low status in the society
  - Mass promotion of teachers
  - Lack of career advancement opportunities
  - High teacher-pupil ratio
  - Poor work environment
  - Inadequate fringe benefits
  - Irregular payment of teacher salaries
24. Similarly, tables 4-7 below drawn from the report of the National Strategy for Teacher Quality and Development (FME, 2007), highlight the mismatch between teachers' expectations and current management and deployment practices.

25. During the field work and particularly during the workshop in Jigawa, stakeholders stressed that issues of teacher management and deployment are only a part of the reform necessary to restore the status of teachers to that of fifty years ago. Some of the issues raised (for instance: pay and benefits, provision of basic tools to teach effectively and provision of an acceptable working environment) lie outside the remit of this report to investigate. The view was also expressed that decisions on such matters are often taken beyond the realms of educationalists and so their ability to influence such decisions is limited.
26. Nevertheless, there is evidence to suggest that current policies and procedures on teacher management and deployment are themselves contributing to the low status of teachers. For instance, since current management practices (for instance on assessment and promotion) fail to distinguish between good and bad teachers, there is no incentive to be a good teacher. It cannot be a surprise, in these circumstances, if society's regard for teachers has declined. If, as some do, colleges of education themselves acknowledge that there is a problem of "garbage in, garbage out", why should society, and teachers themselves, think any differently?
27. It is a thrust of this report that even though educationalists alone may not be able to address all the issues contributing to lack of professionalism and low motivation, they can at least make a start by addressing some of the key issues in teacher management and deployment over which they do have control, or at least influence.

### *Specific*

28. In addition to the general context of quality outlined above, the study report refers to, or is influenced by, a number of specific themes and on-going activity. It may be helpful to the reader to specify these at the outset. They are:
  - the policies and procedures relating to teacher management and deployment do not differ significantly between the States of Jigawa and Kwara. However, the context in which those policies and procedures operate differs between the two States in that Jigawa has a significant shortage of qualified teachers, whilst Kwara has no such shortage;
  - Kwara State has been undertaking a radical reform programme (*Every Child Counts*) initiated by the Commissioner. In the context of this report the main features have been reform of pre-service teacher training and the development of a career path for teachers. Annex 3 gives details of the career path proposals;
  - the National Commission for Colleges of Education (NCCE) is in the process of developing a new NCE curriculum to be introduced in 2011. Rather than the current NCE curriculum where "one size fits all" there will be specific curricula relating to Early Childhood Care and Education (ECCE), primary, junior secondary, special education and adult and non-formal. NCCE is also developing new accreditation arrangements to be introduced in 2013.

## Methodology and Main Activities

### *Itinerary*

29. The Study commenced in September 2010 with desk work and initial discussions with senior ESSPIN staff. There were then visits to Jigawa in the week of 20 September and to Kwara during October and November. An interim report was prepared and presented to workshops in Jigawa and Kwara in January 2011, after which this final report was prepared. The Programme of Activities is given in Annex 8.

### *Approach*

30. A number of factors influenced the approach that was adopted:
- the primary purpose of the Study relates to matters of fact; the second purpose requires analysis and recommendations on the way forward. During the study the approach was to ascertain both facts relating to the current situation and opinions relating to the efficiency and effectiveness of the current situation and views on the way forward;
  - the components of the study included:
    - desk work to review current documentation and obtain appropriate data;
    - field work to supplement information gathered during the desk work and to obtain views about current policies and practices and opinions on the way forward. During the field work the main approaches were (i) to review State-related documents and data and (ii) to undertake semi-structured interviews;
    - analysis of findings and interim report, followed by presentation and feedback at workshops for stakeholders in Jigawa and Kwara;
    - final report writing.
  - with ESSPIN support, Kwara State had already undertaken developmental work on teacher career path reform and on pre-service teacher education. This had two consequences for the study:
    - (a) there were more documentary sources relating to the situation in Kwara than in Jigawa. This affected the balance between desk work and field work;
    - (b) the work in Kwara has led to proposals for the way forward in that State. The study drew upon those proposals to test their applicability in another State.

### *Phases of the study*

31. The study was undertaken in the following phases, some of which overlapped.

#### *Phase 1: Inception* (Task 1)

32. Clarity was sought from senior ESSPIN staff on the terms of reference, the approach to be adopted and the nature of available data sources.
33. Time allocation within the study reflected the fact that the consultant was more familiar with the situation in one State (Kwara) than with the other State (Jigawa).
34. Having agreed a methodology with senior ESSPIN staff (initially by email in order to facilitate an early start to the assignment), discussions were held with State and ESSPIN officials in Jigawa and Kwara in order to confirm a mutual understanding of the assignment and to make logistical arrangements in the light of local circumstances.

#### *Phase 2: Appraisal* (Tasks 2, 4 and 5)

35. A desk study was undertaken of existing documentation, in particular the 2009 Annual School Census, studies emanating from the CUBE and USAID ENHANCE projects, reports on on-going career path work in Kwara and background federal and State documentation.
36. Field work took place in Jigawa and Kwara States. The purpose of the field work was:
- to ascertain and assess teacher recruitment and deployment policies and practices in the States;
  - to confirm and update information gathered during the desk study;
  - to gather additional State-related data, particularly on the colleges of education and on the number and deployment of teachers.
37. Discussions were held with representatives of (i) SMoE, SUBEB and Teaching Services Commission (ii) colleges of education (iii) LGEAs including Education Secretaries and senior staff (iv) head teachers and teachers and (v) representatives of the Teachers Registration Council of Nigeria (TRCN) and the National Commission for Colleges of Education (NCCE).
38. Throughout the fieldwork there was close liaison with the State Team Leaders, the State Specialists, Education Quality and other staff in order to be briefed on State policies and practice, to be advised of key persons to be seen and to facilitate logistical arrangements.
39. During this phase, there was one visit to Jigawa. Because the consultant was working on other assignments in Kwara, the background was already familiar; specific information was obtained over two visits.

**Phase 3: Analysis** (Tasks 6-9)

40. On the basis of the desk study and field work, the findings were analysed in the context of the objectives of the Study and in particular:
- to provide projections of the number of required teachers over the next ten years in Jigawa and Kwara States;
  - to set out the implications for the colleges of education and other training providers;
  - to set out the implications of the career path work in Kwara State;
  - to set out the financial implications of the findings.

**Phase 4: Dialogue** (Tasks 10 and 11)

41. On the basis of the findings from the first three phases, an interim report was written. This formed the basis of discussions with senior ESSPIN staff and presentations to stakeholders at workshops in Jigawa and Kwara. The purpose of the workshops was to consider the findings and to discuss the effects of these and other incentive/disincentive factors contributing to teacher morale and performance.
42. The workshops were attended by state officials, teachers and their Union representatives and numbered 25 including the Chairman of SUBEB and the Permanent Secretary of SMoE in Jigawa and 33 in Kwara.
43. At the Jigawa workshop there was particular interest in the Kwara college of education reforms and the career path developments. Group work focused on priority activities for the State and areas of requested support from ESSPIN.
44. Since much of the report builds upon initiatives within Kwara, the context was familiar to stakeholders at the Kwara workshop and it was agreed, therefore, that the group work should focus specifically on the experience gained through a recent redeployment of current teachers.

**Phase 4: Reporting** (Tasks 12 and 13)

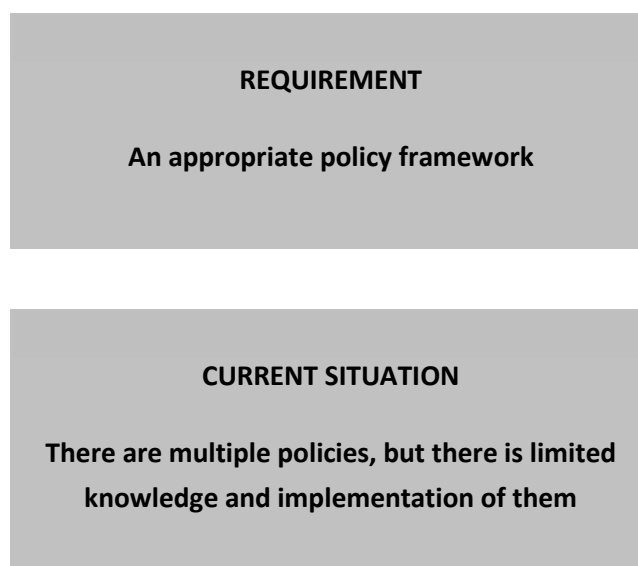
45. Following the workshops, the outcomes were summarised (Annex 5) and this final report was written, incorporating step by step guidance on how teacher management in the States can be rationalised over a period of five years.



## Findings

46. Let us now try to address each of the components of the key question in turn. And just to re-iterate what was said earlier – the comments in each of the following sections are drawn from the findings from Jigawa and Kwara. The findings may vary in detail and readers who want a more in-depth view of the situation in either or both of the States should read the appropriate case studies (Annexes 1 and 2). In general terms, however, the basic procedures and framework relating to teacher management policies and practices do not differ significantly between the two States, but there are significant differences in terms of teacher supply and related issues.

### *Policy framework*



47. The policy framework for teacher management and deployment has been described as follows<sup>2</sup>:

“Both at Federal and State level there are numerous policies involving and affecting teachers as set out in laws, administrative orders, rules and regulations. These include minimum qualifications for entry into pre-service training, subsequent recruitment, deployment, promotion, discipline, retirement etc. Less clear are policies on recruitment of unqualified and/or untrained people as teachers, teaching workloads, multiple shifts, study leave. Sometimes there are clear policies, but they are not well known or implemented as intended. The most significant example is the recruitment of unqualified and/or untrained people as teachers. This is a complex matter involving constitutional responsibilities of the State Ministry of Local Government, SUBEB, Local Government Councils and Local Government Education Authorities.”

<sup>2</sup> Issues of Teacher Policy & Management: a case study from Kano, Kaduna & Kwara, July 2010

48. The report summarised the position as:
- multiple policies often exist with limited knowledge among users and varying use during implementation;
  - there are a number of policy gaps, eg recruitment of unqualified people as teachers, teacher workload, specialist teaching in primary schools, double shifts, with practice based on history or preference of senior officials or politicians;
  - policies are often developed without inclusion of budgetary implications.
49. The evidence from the current study would confirm this view. Moreover, it is not only at a policy level that there may be confusion. There is some evidence that visits to schools by staff from SMOE and SUBEB may lead to contradictory advice on practical issues such as lesson plans.
50. However, in Kwara State recognition of the fragmented nature of policies is leading to a proposed Education Policy Bill to consolidate policies and to provide policy guidelines. Sections include: the powers of the Commissioner to make policies, the management of education, the funding of education, learners and centres of learning, the management of human resources and curriculum management, examinations and assessment.
51. The development of such a document with legal status would provide States with a consolidated policy framework on which to build and implement efficient and effective management and deployment practices.

### *Teacher supply and demand*<sup>3</sup>

<p><b>REQUIREMENT</b></p> <p><b>An effective planning process to determine the supply of and demand for qualified teachers at each level and in each subject area</b></p>
<p><b>CURRENT SITUATION</b></p> <p><b>There is no systematic process for determining the supply of and demand for qualified teachers</b></p>

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<sup>3</sup> In this section, unless otherwise stated, all figures are calculated using the number of “qualified” teachers. “Qualified” teachers are defined as NCE holders, graduates and holders of other postgraduate teaching qualifications.

52. In order to plan for the number of teachers that will be needed in a State over a number of years it is necessary to know:
- the number of pupils likely to attend school. This requires knowledge of (i) demographic trends and (ii) the age participation rate;
  - the retirement / leaving rate of current teachers.
53. In addition to the above factors, a well-managed system would also (i) ensure an appropriate distribution of teachers between schools in terms of pupil:teacher ratios (PTRs) and (ii) ensure staff had appropriate qualifications and training relevant to the level (ECCE, primary, JSS, etc) and subject area in which they were teaching.
54. Let us now look at each of these factors in turn under the headings of (i) numbers of required teachers, (ii) distribution of teachers and (iii) qualifications of teachers.

### *Numbers of required teachers*

55. A number of factors emerge from the current study in the context of needing to forecast supply and demand:
- some attempts at calculating pupil population have been made on an *ad hoc* basis, eg Kwara State Education Sector Analysis (2007) and Education Sector Plan (2008). The baseline data has, however, been unreliable and the outcome of the forecasts correspondingly problematical. More recently the School Census 2009-10 has provided much valuable information and there is more hidden wealth in the data sets than appears in the published reports. The School Census, however, provides detail on “what is”; more difficult to obtain are data on which to base projections of pupil numbers in basic education. There was some attempt at projection in the Kwara ESA and ESP, but there appear to be no corresponding projections for Jigawa;
  - attempts to calculate teacher supply needs have tended to be undertaken in the context of specific reports (eg a sector plan or the future development of a college) or specific requests (as in the case of this study). Often these reports have been led or instigated by international consultants. There is no internal process (eg within SMoE or SUBEB) for generating the information on a regular basis;
  - upon request, EMIS staff are willing and often able to undertake the necessary data analysis; what appears to be missing is an established planning process involving officers (from SMoE and SUBEB) who have the experience and capacity to know what questions to ask;
  - more importantly perhaps, is the fact that these planning questions are not being asked because there is no culture of decision-making based on analysis of data. If no-one sees the need for data, no-one will ask for it and no-one will provide it. This applies not only at SMoE/SUBEB level but also within colleges;

- upon request, the required data is often available, but they are often in “raw” form (lists of staff, lists of students, etc) and have not been analysed or consolidated into a meaningful management report. Data are made available on specific request, but there is no culture of analysing and publishing data for general use;
- data cannot be interpreted without understanding the context. For example, data on the likely retirement date of serving teachers can be estimated from the School Census, but this is of limited help in forecasting the number of teacher vacancies because many LGEA and SUBEB staff are drawn from serving teachers and LGEA and SUBEB staff are not included in the School Census.

### *Distribution of teachers*

56. The findings from both Jigawa and Kwara indicate problematical issues associated with distribution between LGEAs, between rural and urban schools and between levels (ECCE, primary and JSS). Each will be considered in turn.
57. The view is often expressed that it is difficult to find teachers for the rural areas. The evidence from the study tends to indicate that in both Jigawa and Kwara the situation is rather more complex, as demonstrated by the following (figures are calculated on the basis of qualified teachers):
- there are wide discrepancies in PTRs between LGEAs in both Jigawa and Kwara ;
  - the urban / rural mix is greater in Kwara than in Jigawa and has therefore been used to compare PTRs in urban and rural LGEAs. In overall terms Kwara has very favourable PTRs (primary: 14:1; JSS: 19:1), but, even so, there are complaints that it is difficult to recruit teachers for rural/disadvantaged areas and stories are told of teachers using influence to avoid a rural posting. However, the figures show that only one rural/disadvantaged LGEA has a PTR in excess of national norms in primary education (Patigi with a PTR of 42:1) and one in JSS (Baruten with a PTR of 63:1). A more detailed breakdown at school, rather than LGEA level, does not alter the overall picture. In LGEAs with both urban and rural schools, PTRs are more favourable in urban areas in 9 (out of 14) LGEAs at the primary level and in only 1 (out of 13) LGEA at the JSS level. Some of the differences are only marginal. Only in rural schools in Patigi (primary level) and Baruten (JSS level) was the PTR above the State norm of 40:1.
  - It may be, of course, that individual schools in rural areas have particular difficulties in attracting teachers, but it would appear, at least from the figures in Kwara, that problems of recruitment to rural areas might not be as widespread as popularly imagined. Except in two cases, even where schools in rural areas have less favourable PTRs than urban schools in the same LGEA there are still sufficient teachers to satisfy national PTR norms. Nevertheless, efforts should still be made to provide incentives to attract teachers to those rural / disadvantaged schools with particular recruitment

problems. Both the Career Path Proposals developed by Kwara State(Annex 3) and the Outcomes of the workshop in Kwara (Annex 5) contain suggestions about incentives.

58. The School Census also reveals some interesting figures relating to the distribution of teachers between ECCE , primary and JSS levels. Although there is an overall shortage of qualified teachers in Jigawa, the PTR for JSS is favourable (30:1) compared with national norms. At the primary level, however, the PTR is 96:1. Given that the NCE curriculum is “one size fits all”, there has clearly been no attempt to give equal preference to primary and JSS levels in deployment practices. The disparity is, perhaps, a reflection of the higher priority, preference and status accorded to teaching at the JSS level. Interestingly, however, this is not borne out in the Kwara figures which show a rather more favourable PTR in primary (14:1) than in JSS (19:1).
59. These wide discrepancies in PTRs between LGEAs and between levels raise issues about the criteria and degree of rationality being applied in the deployment process. They also raise questions about the effectiveness of a system that is, in the main, centrally driven by SUBEB.
60. We shall return to the issue, and the need for a more inclusive system, in the section on “Recruitment and Posting” below. In the meantime, it is worth noting that tacit recognition of the problem is inherent in a recent redistribution exercise conducted by SUBEB in Kwara, aimed at creating more equal PTRs between schools. The process and outcome of the exercise was discussed at the workshop in Kwara that considered the interim report and are outlined in Annex 5. Key findings are that (i) any redeployment exercise should be focused on inter and well as intra LGEA transfer; (ii) emphasis should be placed on “transferring people rather than files”; (iii) the process should involve consultation with teachers themselves and with stakeholders such as head teachers and SBMCs; (iv) clear criteria should be established such as for the posting of women; (v) political interference should be eliminated and (vi) monitoring should be effective.
61. The above paragraphs have focused on the distribution between primary and JSS levels. An area of increasing demand for provision, however, is ECCE. This has been a neglected area, but will form an area of specialism under the revised NCE curriculum.
62. Another area of neglect which is shortly to find expression as an area of specialisation in the new NCE curriculum is Special Education. Current numbers of pupils with special needs in Jigawa and Kwara are shown in Annex 6.

### *Qualifications of teachers*

63. 85% of teachers in Kwara are qualified, but only 44% (36% in pre-primary and primary; 80% in JSS) in Jigawa. A key concern in Jigawa is that there are insufficient numbers of qualified teachers. This is a genuine concern which needs to be rectified, but it also needs to be put in context.

- It is by no means clear that categorisation as “qualified” equates to “effective” or that “unqualified” equates to “ineffective”. The majority of qualified teachers in Jigawa are NCE holders (85% in pre-primary and primary; 73% in JSS), but graduates, some of whom have no teaching qualification (4% in both ‘pre-primary and primary’ and JSS), are also classified as qualified teachers. Comments during the field work indicate that there are issues of quality associated with some graduate teachers. Unqualified teachers fall into two categories: those who hold a Grade 2 teaching certificate (73% of the unqualified pre-primary and primary teachers) and others. Comments during the field work indicate that there is a body of opinion that believes that the Grade 2 teaching qualification provided better training for teaching in basic education than the current NCE qualification. Re-introduction of the Grade 2 teaching qualification has been dismissed on the grounds that present day secondary school graduates lack maturity and that the required knowledge base requires a tertiary level education (Jigawa, 2009), but it is also recognised that the current NCE curriculum is inappropriate for teaching in basic education (hence the imminent changes to be introduced by NCCE). There remains a suspicion, therefore, that mature teachers, holding a Grade 2 teaching certificate, may be no more ineffective as teachers than NCE holders and university graduates. If Grade 2 teaching certificate holders are classified as “qualified” then the number of teachers who become classified as “qualified” increases from 44% to at least 76% in Jigawa and from 85% to at least 92% in Kwara; and the PTRs are reduced from 81:1 to 44:1 in Jigawa and from 16:1 to 14:1 in Kwara (see table 1).

**Table 1: Impact on pupil:teacher ratios of categorising Grade 2 teachers as “qualified”**

	Qualified teachers			Qualified plus Grade 2 teachers		
	Pre-primary & Primary	JSS	Total	Pre-primary & Primary	JSS	Total
<b>Jigawa</b>						
% of total teachers	33%	79%	<b>44%</b>	73%	87%	<b>76%</b>
PTR	101:1	30:1	<b>81:1</b>	47:1	27:1	<b>44:1</b>
<b>Kwara</b>						
% of total teachers	82%	97%	<b>85%</b>	91%	97%	<b>92%</b>
PTR	15:1	17:1	<b>16:1</b>	13:1	17:1	<b>14:1</b>

Source: Jigawa and Kwara State Annual School Census 2009-10: Final data sets and Annual Reports

- More significant than issues of categorisation, however, is evidence from the Teacher Development Needs Assessment (TDNA). The results from Jigawa have not yet been released, but those from Kwara indicate that only 75 out of 19,125 primary school teachers met what were deemed to be minimum standards. Of even more concern is the evidence that the results are only marginally affected by the level of qualification of the teacher. Thus, there is little value added by attending a college of education or a university. These findings have serious implications to which we shall return.

64. A further potentially disturbing feature arising from an analysis of the Schools Census, 2009-10 data is the fact that only 26% of pre-primary and primary teachers in Kwara were teaching their subject of qualification (73% for JSS). The low percentage may be explained by the “one size fits all” nature of the NCE curriculum and the reality of the situation facing teachers in schools. There is, however, a marked contrast with the figures for teachers in Jigawa (pre-primary and primary: 68%; JSS 72%) and is consistent with comments during the field work in Kwara that posting of teachers to schools is not always consistent with the needs identified at the school level.
65. Jigawa bemoans the fact that it has insufficient numbers of qualified teachers and yet Kwara has been producing literally thousands more teachers than it needs. It is curious that unemployed teachers from Kwara do not seek employment in Jigawa and that Jigawa does not market itself as a State that would welcome qualified teachers from elsewhere.

### *Recommendations*

66. The above analysis leads to the identification of a number of areas to be addressed:
- the use of data for strategic management purposes needs to be strengthened. This requires:
    - capacity building for staff at both a managerial and technical level;
    - the allocation of responsibility for planning the supply of and demand for teachers;
    - a review of record keeping – there is evidence that there is duplication of systems. In Kwara, for instance, there are overlapping data between SUBEB’s historic system, the School Census and a new biometric database. The development of a biometric database in conjunction with banks, requiring the presence of individual teachers, has highlighted the issue of inaccurate data. The exercise has led to the “disappearance” of over 400 teachers, confirming previous suspicions that existing records include a number of “ghost” teachers;
    - a review of data analysis, including the nature and timing of regular reports;
    - the establishment and implementation of a policy on publication and dissemination of regular reports;
  - review of procedures, including criteria, for the deployment of teachers. This should be undertaken in conjunction with the implementation of career path proposals (see “Recruitment and Posting” below);

- an attractive package should be developed to attract unemployed qualified teachers to seek employment in States that are short of qualified teachers;
- a realistic assessment of the categorisation of “qualified” teacher;
- implementation of curriculum reform so that student teachers are better trained. A new NCE curriculum is being prepared by NCCE and is planned to be implemented from 2011;
- substantial capacity building in colleges of education so that student teachers are better trained. Improvement in teacher management and deployment will have no impact on the quality of education unless serious attempts are made to ensure that the next cohort of newly qualified teachers does not repeat the results of the recent TDNA.

### *Training of teachers*

**REQUIREMENT**  
**Effective arrangements for training appropriate numbers of quality teachers**

**CURRENT SITUATION**  
**Current arrangements have spectacularly failed to produce appropriate numbers of quality teachers**

67. There are two elements involved in ensuring effective arrangements for training appropriate numbers of quality teachers;
- strategic direction from SUBEB / SMoE;
  - ability and willingness of training providers to deliver.

### *Strategic direction*

68. Evidence from the study is that strategic direction from SUBEB / SMoE has historically been weak. This has led to a mismatch between the needs of the State in terms of the number and quality of teachers by level (ie ECCE, primary, JSS, etc) and subject area and the output from colleges of education (also discussed in the above section on “Teacher Supply and Demand”).



- This has been most evident in Kwara where three colleges, driven by the incentive of student fee income, were producing many thousands of teachers per year, notwithstanding the favourable PTRs in basic education schools and the high unemployment rate amongst NCE holders. It was this situation and the associated low quality of teachers that the reform process initiated by the Commissioner set out to rectify.
- In Jigawa, in which there is only one college of education, student fee income is negligible in comparison to that in Kwara. The issue here has not been one of over-recruitment of student teachers, but rather one of difficulty of recruitment and lack of guidance from SUBEB / SMoE on the direction of the college.

69. In both States, there are indications that the need for a closer relationship between SUBEB/ SMoE and training providers is being recognised. This is particularly evident in Kwara where the reform of colleges of education has led to the consolidation of teacher training for basic education into one college, Oro, with reduced student numbers, a focus on quality and a commitment from the State to fund salary costs. The reform, however, is fragile for at least three strategic reasons: (i) political influence is strong (it seems likely that a second of the State colleges will be reinstated as a college of education); (ii) strategic capacity within SMoE is weak (Oro College reforms have not been embedded within a sustainable strategic framework for tertiary education); and (iii) private colleges of education remain unreformed and are producing more NCE holders than Oro College and more than the State requires.

### *Training providers*

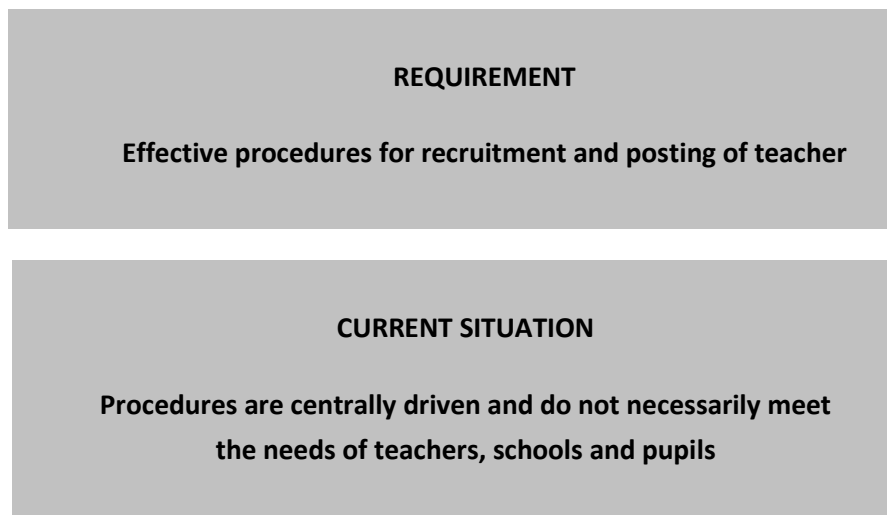
70. Training providers cannot function effectively without strategic direction from SUBEB / SMoE (see above). Nor can they function effectively without sufficient resources. Colleges of education in Jigawa and Kwara are under-resourced in terms of infrastructure and teaching materials. The use of the term “overheads” to refer to non-staff recurrent expenditure is indicative of the lack of priority that is given to non-staff recurrent expenditure. Staff in colleges of education cannot be expected to deliver a quality product without adequate teaching materials and equipment – these are “essential” not “overheads”.
71. Experience at Oro College also demonstrates that in order to function effectively staff require significant in-service support in terms of (i) re-orientation (to recognise that their primary role is as teacher trainers rather than subject specialists preparing students for entry to a university or a non-teaching career) and (ii) teaching methodology (to deliver effectively and provide a role model for student teachers). They also need a curriculum that prepares student teachers to deliver quality basic education in the classroom (an NCCE responsibility) and a level of management support that delivers a basic level of service and directs limited resources to areas of priority.

72. The results of the TDNA are ample testimony to the historic failure of colleges of education to deliver a quality product, the failure of NCCE to assure the quality of teacher education, the failure of the Teachers' Registration Council of Nigeria (TRCN) to fulfil its mandate and the failure of SUBEB/SMoE to support colleges of education.
73. There are awesome challenges, but unless the quality of training providers improves and new teachers are trained to a much higher standard than has been the case in the past, any improvement in systems of teacher management and deployment will have limited impact – incompetence is incompetence however it is managed and deployed.

### *Recommendations*

74. To reach a stage at which there are effective arrangements for training the necessary numbers of quality teachers there will need to be:
- enhanced governance responsibility to differentiate between the roles of politicians and officials;
  - a re-orientation of colleges of education to focus on their prime role of teacher-training;
  - capacity building with SUBEB and SMoE to support strategic decision-making;
  - investment in colleges of education;
  - capacity building for both academic and management staff within colleges of education;
  - acceptance of a shared and effective responsibility for quality provision between SUBEB/SMoE, colleges of education and NCCE.

### *Recruitment and posting*



75. There are at least four different ways to be recruited as a teacher – some more official than others. None meets the requirement to be an effective procedure. Each of the four ways

(SUBEB-funded; Federal Teachers Scheme (FTS), Local, Other) will be considered in turn. Also considered will be the role of the Teachers' Registration Council of Nigeria (TRCN) (see Annex 7: terms of reference: task 3).

### **Recruitment by SUBEB**

#### Current process

76. Head teachers (mainly in JSS) indicate to SUBEB their area(s) of need. For primary schools SUBEB tends to make its own assessment on the basis of information collected during the year, although there was evidence from LGEAs that head teachers make their requirements known via Education Secretaries. In doing so they would consult SBMCs. There are guidelines on e.g. the number of teachers per class/class size/PTRs.
77. SUBEB advertises, by print media, radio and television, the date for the holding of an examination. Details of the vacancies are not advertised. In some cases, potential recruits will have submitted a letter of application for appointment; others will bring a letter of application to the examination, including two passport size photographs. The examination is usually held once a year, depending upon the number of vacancies and budgetary considerations. The examination is in the form of a written examination and, for candidates successful in the written examination, an interview. An important element in the recruitment process is the need to check the authenticity of NCE/degree certificates.
78. (a) In Kwara, candidates who are successful in the recruitment process are posted to schools by SUBEB who try to match candidates' qualifications and specialisms with the needs of the school. Wherever possible, teachers are posted to their home LGEA. In LGEAs visited in Kwara<sup>4</sup>, however, there were complaints that the profile of posted teachers did not match submitted requirements. This is consistent with data in the School Census 2009-10 which showed that in Kwara only 26% of pre-primary and primary teachers were teaching their subject of qualification. There was also some suggestion that, at least in the past, those with the highest scores in the SUBEB examination had been posted to junior secondary schools irrespective of suitability or personal preference.
- (b) In Jigawa, SUBEB posts teachers to an LGEA which then allocates to schools according to need. Consequently, Education Secretaries appear to play a significant role in Jigawa since they are responsible for allocating a pool of new teachers to specific schools.

#### Comment

79. The current process is centrally managed, in particular:
- Candidates have no formal input into their posting – they are not asked for a preference of school. If they do not like their posting (eg they want to avoid a rural posting), they may make representations to achieve a change, but this represents an

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<sup>4</sup> Two LGEAs were visited as part of the enquiry leading to the Discussion Paper: Career Path for Teachers and Advisers

informal process based on influence, rather than as part of the formal process. Only in special circumstances, can they make formal representations. This lack of formal input may lead to disappointment / dissatisfaction on the part of the teacher leading to a lack of motivation – although fear of not being employed often prohibits the voicing of complaints.

- Schools have no input into the choice of teachers despite the current trend towards encouraging head teachers and SBMCs to take more responsibility for the management of schools.
- Thus, a teacher may be posted to a school in which he/she does not wish to teach and in which his/her profile is not a priority of the head teacher and colleagues.
- Nor is there a recognized system whereby teachers can apply to change school or a school can recruit an experienced teacher from another school.

80. Education Secretaries appear to play a significant role in Jigawa since they are responsible for allocating a pool of new teachers to specific schools. This contrasts with the situation in Kwara where the procedures adopted by SUBEB appear designed to circumvent interference by Education Secretaries.

81. Although it is suggested that there is a problem in recruiting to rural/disadvantaged schools, there are no scholarship schemes or incentives to attract teachers to rural / disadvantaged areas. The career path proposals being made by Kwara address this issue (Annex 3).

### *Federal Teachers' Scheme*

#### Current process

82. Once every two years FME will recruit about 1,000 teachers for basic education schools in both Jigawa and Kwara. The Federal Teachers Scheme (FTS) is restricted to NCE holders.

83. At present, teachers recruited through the FTS are paid at a lower rate (about N10,000) than State-recruited teachers (the first point on Grade 7 is a basic salary of N10,971 plus living allowances of N4,564; plus in Jigawa a supplement of 45% on the basic salary). The cost is reimbursed to the State by FME. After two years, the State is expected to absorb these teachers and to pay them on normal grades, but absorption is not compulsory. In practice, it is reported that payment to teachers on the FTS is erratic.

84. It is possible that many FTS teachers do not remain in post for the full two years. This may be because, when SUBEB advertises for its own funded posts, holders of FTS-funded appointments are eligible to apply. On the other hand, the experience from Kwara is that some FTS teachers re-apply for appointment as FTS teachers rather than face unemployment. The census data indicates the following numbers of FTS-funded teachers, distributed as shown in table 2:

Jigawa: 320 (Primary: 262; JSS: 58)  
 Kwara: 1,226 (Primary: 1158; JSS: 68)

**Table 2: Percentage of FTS-funded teachers, 2009-10**

State	Primary		Junior Secondary	
	Urban %	Rural %	Urban %	Rural %
Jigawa	3.2	1.5	2.0	1.7
Kwara	4.2	8.0	0.6	2.1

Source: Jigawa State Annual School Census Report 2009-10: Table 4.13 and Kwara State Annual School Census Report 2009-10: Table 4.10

85. In recent years, in Kwara, there has been concern about the standard of candidates selected through the FTS and more recently State officials have become involved in the selection process to maintain consistency of standard.

#### Comment

86. The FTS gives rise to a number of anomalies:

- Kwara has an excess of teachers. It is difficult to understand the rationale for the FTS in the State.
- In Jigawa, the majority of teachers may be recruited initially through the FTS. This is because the timing of the State's budgetary process is such that the FTS advertisement appears before SUBEB is in a position to know the number of teachers it can afford to recruit. Given the low level of salary for FTS teachers, this is to the disadvantage of teachers – and to the system.
- The period of FTS appointment does not count towards pensionable service and the probationary period does not begin until a teacher obtains a State-funded appointment.
- Because of the timing of the appointment process, particularly in Jigawa, potential teachers who graduate from the college of education later than their peers (eg through failure or deferment) may obtain a State-funded appointment in advance of their more highly qualified peers who, for reasons of job security, have already obtained an FTS appointment. Thus, failure at the college of education may lead to a higher salary and two years advancement in terms of salary and probationary service compared with more successful peers.
- In Jigawa, FTS-funded staff are posted directly to schools unlike SUBEB-appointed staff who are allocated to schools by LGEAs. This distorts attempts to rationalise PTRs.

**Local appointments**

87. Although head teachers / PTAs / SBMCs have only limited input into the recruitment process of State-appointed teachers, PTAs may appoint teachers (usually part-time) from the levy raised from parents. Numbers of such teachers are relatively small and vary between schools (table 3). Teachers appointed in this way must meet the minimum qualifications for teachers (NCE or degree).

**Table 3: Percentage of “Other including PTA/community”-funded teachers, 2009-10**

State	Primary		Junior Secondary	
	Urban %	Rural %	Urban %	Rural %
Jigawa	1.4	0.2	0.4	0.0
Kwara	0.2	0.7	0.4	2.3

Source: Jigawa State Annual School Census Report 2009-10: Table 4.13 and Kwara State Annual School Census Report 2009-10: Table 4.10

88. These teachers do not form part of the State’s payroll; they are not included on official returns; and they are not subject to the annual assessment process (see section on “Assessment and Promotion” below). They are, however, monitored by local school supervisors and by the Inspectorate.
89. These teachers are often hoping for a future posting, but their experience does not exempt them from the normal examination process (see above). If successful, SUBEB would post them to the school at which they gained experience.

**Variations from the above**

90. During visits to LGEAs in Kwara State it was evident that some teaching posts had been filled by candidates who had written directly to LGEAs. In such cases, the Education Secretary would make recommendations to SUBEB. The exact procedure is unclear because the introduction of an examination is a recent procedure, but it was explained that such appointments were made after interview but not after examination. SUBEB was represented at the interview. It was also explained that the LGA Chairman may play some part in the selection of candidates.
91. At one LGEA, it was explained that if there were, say, 20 vacancies, SUBEB would fill 17 vacancies through their normal procedure and allow the LGEA to recommend candidates for the remaining three vacancies. This should be considered as an unofficial practice and it has been suggested subsequently that such practices no longer take place.
92. Education Secretaries have authority to appoint persons on grades 1-6, but grades 7 and above require the approval of SUBEB. Since the minimum qualification for teaching is NCE

which commands a minimum of grade 7, all teaching posts now have to be approved by SUBEB. In the past, Education Secretaries could appoint Grade 2 teachers on say Grade 5 or 6. There was a suggestion, however, that NCE holders may have been placed initially on Grade 6 (within the authority of the Education Secretary) with later transfer to Grade 7 (with the authority of SUBEB). The official position, however, is that for at least the last year, there have been no teachers appointed below grade 7.

### *Teachers' Registration Council of Nigeria (TRCN)*

93. The TRCN was established by an Act of 1993.

94. Its vision is:

“to control and regulate teacher education, training and practice at all levels and sectors of the Nigerian education system in order to match teacher quality, discipline, professionalism, reward and dignity with international standards”<sup>5</sup>

95. Its mission is:

“to promote excellence in education through effective registration and licensing of teachers; and to promote professionalism through accreditation, monitoring and supervision of teacher training programmes, mandatory continuing professional development and maintenance of discipline among teachers at all levels of the education system”<sup>6</sup>

96. At present, there appears to be a mismatch between the vision and mission of the TRCN and current practice. Clearly there are overlapping functions between the TRCN and the NCCE in relation to accreditation which might with advantage be addressed. There are also issues related to continuing professional development which might be pursued. The important issue for this report, however, is that there are many teachers who are not registered members of TRCN, notwithstanding the fact that such teachers would appear to be committing an offence.<sup>7</sup>

97. Discussions in both Jigawa and Kwara indicated that TRCN was viewed as a putative professional body that some people thought was worthy of supporting in the interests of developing teaching as a profession. However, in terms of recruitment, posting and promotion of teachers, membership of TRCN was not a criterion that was considered. Nor were any differences perceived in the teaching quality of members and non-members. On the other hand, a recent salary settlement for teachers in Kwara State differentiated between teachers registered with TRCN who received a special allowance of 27.5% and non-members who received a special allowance of 12%. The career path proposals in Kwara refer to the need to seek registration from both the TRCN and the State.

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<sup>5</sup> *Introducing Teachers Registration Council of Nigeria: Revised edition*, p3

<sup>6</sup> *Ibid.*

<sup>7</sup> *Ibid.* p2 and *Teachers Registration Council of Nigeria, CAP. T3 of 1993: paras 12 and 17*

98. A meeting with senior officers of TRCN indicated that the Council recognised that, in the past, it had not been as effective as it would wish. To rectify the situation, it had recently signed a Memorandum of Understanding (MOU) with NCCE and was planning to prosecute unqualified teachers. It had also been developing Teaching Standards which were about to be submitted for approval. These were based on initial academic qualifications rather than on standards related to career progression inherent in the Teacher Professional Standards Framework (TPSF) being developed by Kwara (see Annex 3). It was TRNC's intention to issue the Teaching Standards document to stakeholders rather than take responsibility themselves for implementation.

### *Recommendations*

99. There are two main recruitment processes – by FME and by SUBEB (three if local recruitment by PTAs is included; and four if the LGEA variable is included). Although attempts are now being made, at least in Kwara, to ensure consistency of standards by involving State representatives in the FME selection process, selection remains subjective. To some extent this is inevitable in a competitive situation, but at present there are no national teaching standards for teachers. Consequently, there are no objective measures against which to judge a candidate's potential.

100. There are, therefore, two main issues to be addressed:

- the need for teaching standards to form an objective basis for the recruitment of new teachers;
- revised procedures for the recruitment and posting of teachers in order to increase the involvement of schools in the process and to give applicants an opportunity to express their preference for school / LGEA / subject specialism.

101. The issue of teaching standards is being addressed by NCCE as part of its new curriculum and accreditation arrangements, by Kwara State in its development of a career path for teachers (Annex 3), and by TRCN. The approaches adopted by NCCE and Kwara State are entirely compatible, but TRNC appears to have adopted a different approach.

102. Revised procedures for the recruitment and posting of teachers have been developed by Kwara State in the context of its development of a career path for teachers (Annex 3). These procedures are to be submitted to the State's Executive Council early in 2011 with a view to subsequent submission to the Joint Consultative Committee for Education and the National Council for Education.

103. All the above factors are consistent with findings at a national level. The following table is an extract from the *National Strategy for Teacher Quality and Development* (FME: 2007) and provides a summary of issues and necessary actions as seen from a national perspective.



**Table 4: Teachers' expectations: recruitment**

<b>Teachers expectations</b>	<b>Issues</b>	<b>Actions</b>
A say in posting	<p>Regulatory framework for appointment, transfer, deployment, promotion not responsive.</p> <p>Poor teacher deployment resulting in urban schools having lowest teacher-pupil ratio and highest number of qualified teachers.</p> <p>Lack of incentives to encourage teachers to work in rural areas.</p>	<p>Review current system of teacher recruitment, appointment and deployment.</p> <p>Provide incentives to qualified teachers to work in rural areas.</p> <p>Increase community involvement in school management.</p> <p>Make head teachers accountable for school effectiveness.</p>

Source: *National Strategy for Teacher Quality and Development (FME, 2007)* Table 6

### **Assessment and promotion**

#### **REQUIREMENT**

**Effective assessment of teachers**

**Effective procedures for the promotion of teachers**

#### **CURRENT SITUATION**

**There are extensive arrangements for the assessment of teachers. They lack rigour and have proved to be totally ineffective.**

**Promotion is based on length of service and initial academic qualification. It has little to do with ability as a professional teacher.**

### *Assessment*

104. Every year the head teacher is supposed to complete an Annual Performance Form (APER form) in respect of every member of staff (who signs the form him/herself and may add comments). Following completion, the form is countersigned (after assessment using their knowledge of the school and teacher) by the Local School Supervisor before being submitted each year to SUBEB and placed on the teacher's file.
105. In practice, and in some cases, the APER forms are only submitted to SUBEB when the teacher is approaching the time of promotion to the next grade (normally after three years in a grade). Thus, three forms may be submitted at the same time.
106. There is currently concern that the need for both the appraiser's and appraisee's signature on the APER form means that the process is not sufficiently objective and is not providing a sufficiently rigorous assessment. The form is common throughout the Civil Service and it is understood that the Civil Service Commission is currently considering a revision to the APER form.
107. In Kwara State, officials in LGEAs stated that the assessment process was being taken more seriously and was more effective as a result of the reform process, although how this has manifested itself is, as yet, unclear. One factor influencing this view may be that the relative importance of the APER form has changed with the instigation of a written examination.

### *Promotion*

108. New recruits are subject to a probationary period of two years during which time they hold a temporary appointment. There are no special mentoring arrangements during this period, although head teachers tend to undertake this role. Experience indicates that, except in the case of serious misconduct (in which case the teacher's appointment is terminated), teachers progress without difficulty through and beyond this initial period.
109. At the end of each period of three years (four years after grade 13), teachers are considered for promotion to the next grade. (Salary scales and conditions of service are explained in Annex 4: Conditions of Service.) Historically, promotion has been more akin to progression than promotion, being almost automatic. About two years ago, however, Kwara State introduced a more rigorous system involving (i) consideration of the APER form, (ii) a written examination and (iii) interview by staff from SMoE/SUBEB. Figures for the impact of this reform on basic education are not readily available but it is understood that not all teachers progressed.

### *Merit awards*

110. In addition to the normal process of assessment and promotion there is an annual competition in Kwara State for merit awards for exceptional performance. These take the form of, for instance, television sets and projectors. Double increments might be awarded or exemption might be given from the promotion examination.

### *Senior positions*

111. Appointment of head teachers is made by SUBEB following recommendations from the Education Secretary. It is not considered acceptable to appoint NCE holders in preference to graduates. There is no application procedure and the appointment is not necessarily recognised through the salary structure. A longer-serving member of staff may receive a higher salary than the head teacher in the same school, notwithstanding differentials in levels of responsibility.
112. The head teacher may be supported by one or two assistant head teachers. Other members of staff may take on a responsibility for eg library, games. These additional duties and responsibilities are not recognized or rewarded through the formal salary structure.

### *Comment*

113. The assessment and promotion processes have been spectacularly ineffective for two reasons:
- the processes themselves are flawed because there are no benchmarks against which to assess teachers and no incentives to foster and reward good teaching;
  - there has been lack of rigour in the implementation of the processes.

Let us look at each of these reasons.

### The process

114. The linkage between salary grade and a teacher's performance and duties is minimal. Provided that a teacher is deemed to meet the minimum standards of competence he/she will progress through a series of salary grades irrespective of his/her duties and performance. This is consistent with the findings of Adelabu (2005) that "the promotion exercise tends to ignore evidence of teacher performance, and emphasise years of experience, irrespective of the quality of that experience. Consequently, in most cases, both good and bad teachers are promoted together."<sup>8</sup> Thus, there is no relationship between responsibility and reward and consequently no motivation to accept responsibility and seek self-improvement. The current situation provides no incentive to improve quality of provision. Moreover, studies on teacher motivation indicate that: "Promoting teachers 'en masse', without basing it on an evaluative mechanism linked to job performance, has also been found to de-motivate many teachers in Nigeria"<sup>9</sup>.
115. A graduate teacher may be on the same salary grade as an NCE teacher, but their titles will always be different. Thus, two people in the same school can be doing the same job, but they will be distinguished by their initial qualification. It has been suggested that this acts as an incentive to NCE holders to obtain graduate qualifications, but it is not entirely evident

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<sup>8</sup> Adelabu, M.A. (2005) *Teacher Motivation and Incentives in Nigeria*

<sup>9</sup> *Ibid.*

that this improves their teaching skills. It will, however, increase the possibility of transfer from basic education to senior secondary schools.

116. The APER form asks for an “objective” assessment. Although this is partially possible in that the form requires an assessment against jobs that have been previously assigned, there are no national teaching standards to act as a benchmark against which a teacher’s performance can be assessed. Inevitably, therefore, the assessment will be highly subjective.
117. In particular, the process is designed to ascertain a teacher’s readiness to progress to the next incremental point or the next grade, but there are no defined standards associated with each grade. Thus, provided a teacher has undertaken his/her duties satisfactorily, that teacher’s basic skills may be the same by the time he/she reaches, say, grade 13 as when he/she was on, say, grade 8.
118. Moreover, if a teacher is conscientious, develops his/her skills and assumes responsibilities within a school, the current assessment system is likely to lead to a good report, but the impact will be minimal since the promotion system is geared towards incremental progression and years of service rather than identification of, and reward for, quality performance. Again, a reason for this is that in the absence of recognized and agreed professional standards, there is no benchmark as to what defines expectations at each stage of a teacher’s career.
119. In practice, therefore, the main outcome of the annual performance review has been to identify any teacher who has dramatically underperformed (and may therefore be subject to delayed promotion) rather than to focus on quality and to identify good teachers who should be rewarded, perhaps by accelerated promotion. The process has not therefore encouraged self-improvement and quality enhancement. Nor has it provided motivation nor inculcated a sense of professionalism.
120. In addition, the APER form appears to mix two purposes: (i) an interaction between appraisee and appraiser in the context of staff development and (ii) an assessment for the purposes of promotion / progression. These two purposes require different techniques and approaches: the first requires a genuine interaction between appraisee and appraiser and an agreement on the way forward; the second requires a recommendation by the appraiser with which the appraisee may or may not agree. By combining the two purposes in one form, it is possible that neither process is being fully effective.

#### The lack of rigour

121. The above paragraphs have suggested that the process is designed to identify underperformance rather than good performance. In this, too, has the assessment system spectacularly failed.

122. Even accepting that there are no national benchmarks against which to assess performance, it might reasonably be expected that primary school teachers would be capable of marking correctly the work of grade 4 children. The fact that only 75 out of 19,125 teachers in Kwara State could achieve what was deemed to be a minimum standard of 80% in a Teacher Developed Needs Assessment is ample testimony to the lack of rigour in undertaking the annual assessment process and to the ineffectiveness of the process.
123. Lack of rigour in applying standards is matched by lack of rigour in implementing the process. It is evident that regular annual submission of APER forms has lapsed and that in some cases forms are not being submitted until the year of promotion (ie third year on the grade). This is likely to have led to an increase in subjectivity (because the completion of forms is being back-dated). It also suggests that forms (and perhaps the process) are not taken particularly seriously until the year of promotion. This has adverse effects on the staff development aspects of the process.

### *Recommendations*

124. The process of assessment and promotion needs to be reviewed to instigate more explicit and rigorous performance monitoring; to develop incentives to foster and reward good teaching; and to instil motivation and professionalism.
125. There are at least four issues that need to be addressed:
- Establishment of a teacher professional standards framework (TPSF) which defines standards to be achieved at each stage of a teacher's career. As part of its career path proposals and building upon international best practice and the proposals in the *National Strategy for Teacher Quality and Development* (FME: 2007), Kwara State has developed such a framework in which:
    - four career stages are proposed with linkages to current salary scales as follows:
      - Newly Qualified Teacher (scale 7 (NCE) / 8 (graduate));
      - Confirmed Teacher (scale 8-10);
      - Experienced Teacher (scale 12/13);
      - Advanced Skills Teacher (including head teachers) (scale 14+);
    - the professional knowledge and practice required at each career stage are defined.
  - The establishment of the TPSF, however, will not of itself bring about change. It will need to be accompanied by the implementation of, and training in, rigorous processes to cover:
    - the probationary period;
    - annual incremental progression;
    - promotion to a higher grade;
    - promotion to senior positions;

- Training and awareness-raising will need to be extended to all those with a responsibility for assessment – head teachers, SBMCs, LGEA staff and staff in SUBEB.
- Without the application of rigour in the assessment process, the introduction of the TPSF will be ineffective.
- The APER form and associated processes need to be reviewed to ensure that they satisfy effectively the different demands of performance monitoring and staff development.
- Provision of an in-service staff development framework to support teachers and to help teachers prepare for the next stage of their career. Just as assessors will need to be prepared for the new processes, there should also be significant awareness-raising for teachers. The criteria for promotion inherent in the TPSF will need to be clearly explained and opportunities should be made available for in-service knowledge-based and skills-based training.

126. These are far-reaching changes that challenge the long-held practices of:

- incremental progression almost irrespective of ability;
- promotion according to length of service rather than ability;
- standards and expectations based on initial academic qualification rather than on professional teaching competence.

127. They are, however, consistent with findings reported in the *National Strategy for Teacher Quality and Development* (FME, 2007: table 6).

**Table 5: Teachers' expectations: Performance incentives**

<b>Teachers expectations</b>	<b>Issues</b>	<b>Actions</b>
Appropriate performance incentives to foster and reward good teaching	Goal setting to improve teaching and learning in schools is limited. Weak school supervision. Supervision not focused on performance monitoring. Limited teacher incentive schemes. Existing incentives not linked to performance.	Schools to be encouraged to set school development goals. Strengthen school supervision and make it focused on performance monitoring. Identify good teachers and use them as resources for training.

Source: *National Strategy for Teacher Quality and Development* (FME, 2007) Table 6

**Table 6: Teachers' expectations: Professional Standards**

<b>Teachers expectations</b>	<b>Issues</b>	<b>Actions</b>
<p>That describe, for primary and secondary school teachers, what they should know and be able to do.</p> <p>That can be used for qualifying teachers and registering them.</p> <p>A system of monitoring and evaluating teacher classroom performance</p>	<p>Minimum Standards for initial preparation of teachers exists.</p> <p>The minimum standard for entry into teaching (NCE) is also stipulated.</p> <p>There are no performance standards for teaching.</p> <p>There is also a system of registration, but no formal system of assessing teacher performance for registering and licensing teachers.</p> <p>There is a system (albeit weak) of school inspection for the public schools aimed at assisting teachers. Its operation is however, unsatisfactory and irregular.</p>	<p>Prepare, discuss and approve minimum professional standards for teaching.</p> <p>Develop a formal system of evaluating teacher performance.</p> <p>Establish a link between diagnosis of teaching problems and provision of in-service opportunities.</p> <p>Create a reward system to reinforce competent teaching and link it to a formal career structure or as monetary and non-monetary incentives.</p>

Source: *National Strategy for Teacher Quality and Development (FME, 2007)* Table 6

**Professional development**

**REQUIREMENT**

**Supportive professional development policies and practices**

**CURRENT SITUATION**

**There is little in the way of in-service provision.  
Current provision is *ad hoc*, poorly regulated and directed primarily towards upgrading of qualifications. It does not address the need to improve the quality of teaching.**

128. The above paragraphs have discussed the need for more rigorous assessment and more stringent criteria in the promotion process. However, if teachers are to be expected to reach certain minimum standards at each stage of their career and are to be rewarded for additional duties and responsibilities, they need to be given opportunities to improve themselves and to prepare for senior positions.
129. At present, there are only limited and fragmented opportunities for staff development. For instance, new teachers during their early years receive little in the way of formal mentoring and later in a career there is little preparation for senior positions. An aspect of the mission of TRCN is “to promote professionalism through .... mandatory continuing professional development” but there is little evidence of that taking place.
130. If there is to be a framework of standards, there also needs to be a framework of continuous professional development to support quality enhancement and to provide an opportunity for teachers to develop their skills and to prepare for senior positions.
131. Staff development, together with assessment and promotion, influences the career path for teachers. The following table is an extract from table 6 in FME’s *National Strategy for Teacher Quality and Development* (2007).



**Table 7: Teachers' expectations: Professional development**

Teachers expectations	Issues	Actions
<p>Access to continuing professional development</p> <p>Able to progress along a clear, objective career path</p> <p>Appropriate performance incentives to foster and reward good teaching.</p> <p>Provide teachers with recognition and feedback on their contribution</p>	<p>Career paths in primary education are not well articulated.</p> <p>Most teachers seek careers in other education sub-sectors or outside teaching.</p> <p>Limited range of opportunities for promotion within primary education.</p> <p>Promotion and salary incentives related to performance only in limited ways.</p> <p>Limited access to adequate performance evaluation.</p> <p>Limited primary teacher development programmes.</p> <p>Access to professional development programmes largely determined by teacher's ability to pay.</p>	<p>Develop, document and implement a clearly defined career structure for teachers at the basic education level linked to performance, education and training as well as levels of responsibility within the basic education sector.</p> <p>Develop and implement a set of professional standards for the teaching profession in Nigeria.</p> <p>Develop a framework for monitoring and evaluating teacher classroom performance to support a system of teacher accreditation and licensing.</p> <p>Agree and set aside proportion of annual budget for teacher development.</p> <p>Develop, discuss and agree on a national strategy for teacher development and conditions for leave of absence on study leave in agreement with schools and teacher representatives.</p>

Source: *National Strategy for Teacher Quality and Development* (FME, 2007) Table 6

## Conclusions

132. The report has examined: (i) teacher management policies and practices and how they affect the appointment, deployment and professional career structures of teachers and (ii) ways in which policies and practices need to be changed in order to have better outcomes.

133. It is widely accepted that “the education sector in Nigeria is in a state of crisis”<sup>10</sup>. The findings from the study are consistent with those views. In particular, it has shown that the historical situation has been that:

- there has been no effective planning for the supply of and demand for teachers;
- arrangements for the training of student teachers have failed to match supply and demand and there have been no effective quality assurance arrangements;
- the recruitment and posting of teachers has led to an unequal distribution of teachers between LGEAs and in many cases a mismatch between teachers’ skills and experience and the needs of schools;
- assessment processes have failed to recognise the low quality of teachers; failed to provide incentives for improvement and for reward; and are largely subjective with no agreed teaching standards or agreed benchmarks against which to make objective assessments;
- promotion procedures also fail to apply objective criteria and fail to link responsibility and reward;
- there are limited opportunities for professional development leading to low morale, no quality improvement and poor quality of teaching.

134. None of this is likely to be of surprise to readers. It has all been said before.<sup>11</sup>, but perhaps this report has been able to add some detail to widely held views.

135. Hopefully, it has also been able to highlight some of the approaches that Kwara State, in particular, has been taking to change policies and practices in order to have better outcomes. These include:

- the preparation of a policy bill to consolidate policies on the management, funding and conduct of education;
- radical reform of teacher training in terms of quality and balance between supply of and demand for teachers;
- the development of a career path for teachers based on a Teacher Professional Standards Framework (TPSF) and revised procedures for recruitment, posting, assessment and promotion of teachers.

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<sup>10</sup> FME, 2006

<sup>11</sup> See, for instance, *National Strategy for Teacher Quality and Development* (FME, 2007); and *Discussion Paper: Career Path for Teachers and Advisers* (prepared by a Kwara State Task Team, 2008)

136. These initiatives are all consistent with the current Federal Minister's strategic plan, the curriculum and accreditation development work by NCCE and the State's own policy framework *Every Child Counts*. They are, however, fragile and to be sustainable will depend upon political support, stakeholder commitment, management support and effectiveness and significant capacity building.

137. At various stages in the report recommendations have been made to support the development of teacher management policies and practices so that they will have better outcomes. The various recommendations might be summarised as the need to strengthen capacity in the following areas:

- provision of pre-service teacher training, including:
  - review of curriculum, teaching methodology, structure and management capacity at the colleges of education;
- provision of in-service training and opportunities for professional development, including:
  - awareness raising;
  - career development;
  - head teacher training;
  - appraisal training;
- strategic direction from SMoE / SUBEB to training providers, including:
  - guidance on pre-service and in-service student numbers (including ECCE/Primary/JSS/ Special Education / Adult and Non-formal);
  - establishment of a tertiary sector plan;
  - appropriate funding arrangements;
  - focus on quality of provision;
- processes for assessing need, including:
  - record keeping (numbers of teachers, students, etc);
  - analytical capacity;
  - forecasting processes – ability to address the “what if” questions;
  - improved linkages between SMoE/SUBEB and LGEAs and schools;
- processes for deployment, including:
  - increased involvement of:
    - schools and SBMCs in terms of need and selection;
    - applicants in terms of choice of school;
  - incentives to work in rural / disadvantaged schools;
- processes for appraisal and promotion, including:
  - establishment of objective criteria in terms of:
    - a Teacher Professional Standards Framework (TPSF);

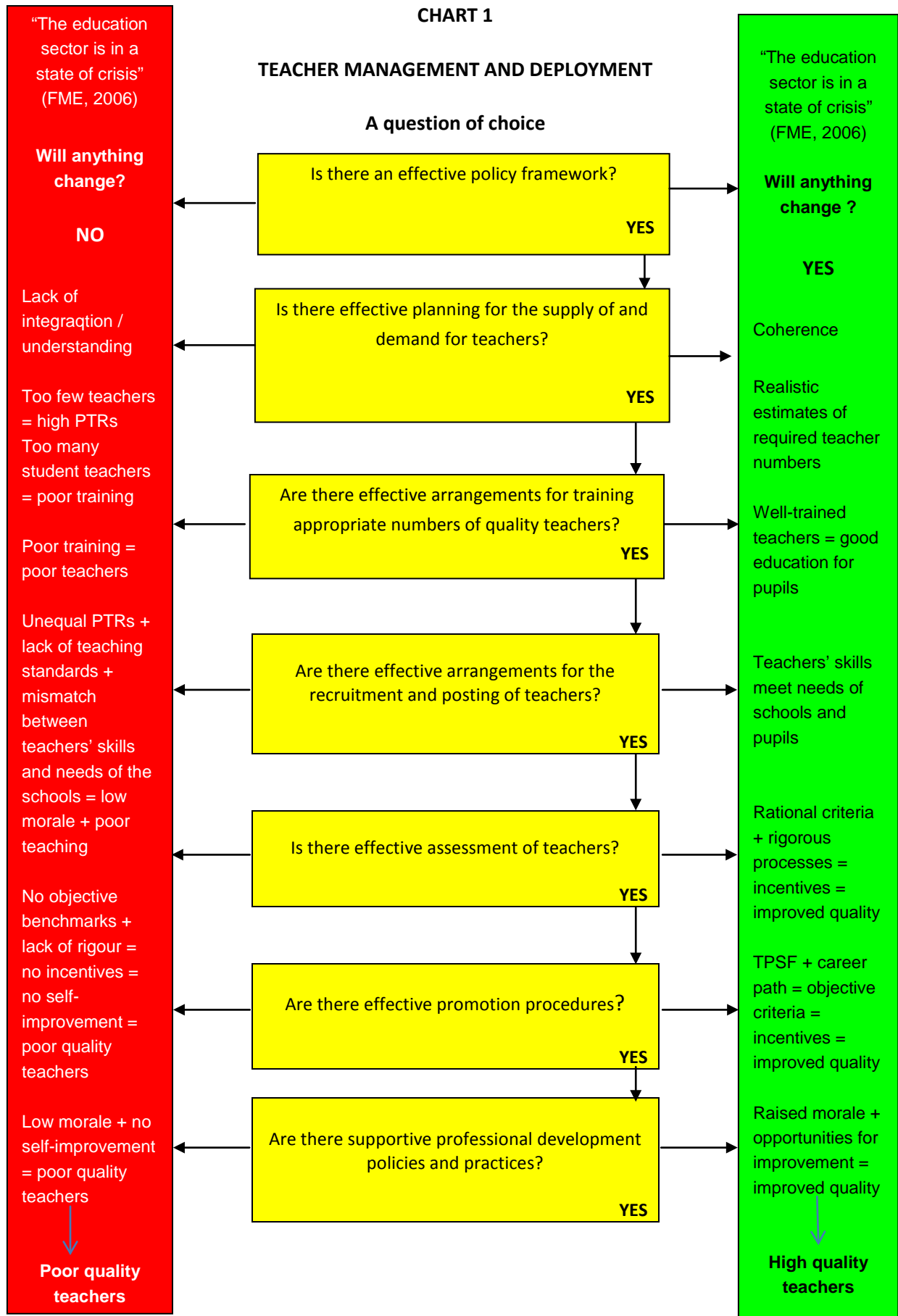
- an agreed career path for teachers;
- more rigorous implementation of procedures;
- promotion on merit;
- review of the APER form;
- training for assessors.

138. Of all the recommendations in the report, the ones that will have the most sustainable impact are those that focus on improving the quality of pre-service teacher training. Quality assurance is an essential component of teacher management and deployment. If the quality of new teachers continues to be at the appalling level indicated by the Teacher Development Needs Assessment (TDNA) any improvement in management and deployment processes will have little impact on the quality of education received by children in basic education schools.

139. Chart 1 below (“A question of choice”) summarises the choices to be made and the consequences that will follow from those choices.

## Options and Next Steps

140. It is evident from the study that the fundamental issues of low quality of provision and lack of rigour in teacher management and deployment practices have been common experiences in Jigawa and Kwara, notwithstanding the different contexts appertaining in each State. It is also evident that Kwara is more advanced in addressing some of those issues and it was a significant feature of the Jigawa workshop that there was much interest in the career path proposals developed by Kwara and that some staff had already interacted with Oro College of Education to discuss the reform process at that institution.
141. Consequently, in providing “step by step guidance on how teacher management in the States can be rationalised over a period of five years” (task 13), many necessary actions are common between the two States. However, in the two areas – pre-service teacher training and career path development (which subsumes issues of teacher recruitment, deployment, assessment and promotion) –where Kwara has already commenced developmental work, it would seem appropriate for Jigawa to enter a dialogue with Kwara as an aid to formulating its own agenda for change.
142. Drawing upon the components of a teacher management and deployment system identified in the Introduction, the various recommendations summarised in the Conclusions section and the priorities identified during the workshops, the “step by step guidance” for change is summarised in chart 2 below (“Activities to Rationalise Teacher Management”).
143. This guidance is specific to Jigawa and Kwara. It may well be that aspects of the report might be applicable to other States, for instance:
- the need to improve the quality of pre-service teacher training to deliver the new NCE curriculum and to meet NCCE’s new accreditation criteria;
  - the need to develop a more rational career path for teachers with more rigorous implementation;
  - the need to improve in-service provision to continuously develop teachers’ skills and knowledge and prepare for career progression.
144. However, at a detailed level it might be unrealistic to expect other States to follow the time-scale outlined in chart 2. For instance, the expectation of NCCE that colleges of education will be restructured to start delivering in 2011 a new curriculum based on the specialisms of ECCE, Primary, JSS, Special Education and Adult and Non-formal is dependent upon SMOE/SUBEB being able to give strategic direction to colleges of education on student numbers in each specialism. The only reason that Jigawa and Kwara may be in a position to respond to this time-scale is because, as part of this study, an analysis has been undertaken of the School Census data. Other States may either not possess the necessary data or have the ability to analyse the data.



## CHART 2

## ACTIVITIES TO RATIONALISE TEACHER ANAGMENT

ACTIVITY	2011	2012	2013	2014	2015
ESSPIN – Review and dissemination of Study Report					
STATES –SMoE/SUBEB/training providers as appropriate					
<b>General</b>					
Review of Study Report for awareness raising / prioritisation / dissemination					
Formulate five year work plan, including identification of: (i) training needs for planning and data analysis; (ii) role of SMoE/SUBEB in providing strategic direction for pre-service and in-service education; and (iii) Review roles and responsibilities of SMoE, SUBEB, LGEA and schools in respect of data collection, recording, analysis and dissemination					
Dialogue with ESSPIN and development partners to formulate support programme					
Formulate / update State Education Sector Plan incorporating strategic direction for pre-service and in-service teacher training					
Consolidation of policy documents into an overarching Policy Framework with legislative support					
<b>Data collection, recording, analysis and dissemination</b>					
Review current arrangements for keeping records on teachers					
Identify training needs for record keeping and analysis					
Implement new arrangements and training programme					
<b>Pre-service</b>					
Dialogue between SMoE/SUBEB and training providers on student numbers and implications					
SMoE/SUBEB formulate policy on pre-service student numbers and dialogue with training providers on implications (including funding)					
Continuing dialogue between SMoE/SUBEB and training providers on pre-service student numbers and implications					
Training providers to restructure to deliver the new NCE curriculum					
Identification of training needs for academic and management staff at the colleges of education – Jigawa to consult Kwara on the Oro College experience (and also Gidan Waya College of Education, Kaduna which has received ESSPIN support)					
Training/support for academic and management staff					

ACTIVITY	2011	2012	2013	2014	2015
<b><i>In-service</i></b>					
SMoE/SUBEB instigate study of current in-service provision and analysis of effectiveness					
Formulate five year plan for in-service provision including identification of providers					
Implement in-service plan					
<b>Processes for recruitment, deployment, appraisal and promotion (Career Path)</b>					
Jigawa to familiarise itself with Kwara Career Path proposals, including discussion between officials of the two States					
Kwara's Career Path proposals to be considered at Federal level					
Jigawa to review its procedures in the context of this Report, Kwara's Career Path proposals and national responses to those proposals.					
Both States - awareness raising on new procedures					
Both States – agreement on mechanisms for implementing new procedures					
Both States – allocation of current staff according to agreed Teacher Professional Standards Framework (TPSF)					
Both States – implementation of new arrangements					
Undertake study on the distribution of teachers between schools/LGEAs					
Formulate schedule of staffing levels per school					
Undertake re-distribution exercise					
Allocate newly appointed teachers according to agreed school schedule					



## Annex 1: Case Study on Teacher Supply: Jigawa State

### Current numbers of employed teachers

#### Public schools

1. In 2009-10 there were 17,199 teachers employed in public basic education schools in Jigawa State. They taught 578,493 pupils in 2,201 schools.<sup>12</sup>. Table J1 gives details.
2. 12% (2,069) of the teachers in basic education are female (13% (1,830) in primary and pre-primary and 7% (239) in JSS).

**Table J1: Number of public schools, teachers and enrolment: Jigawa State, 2009-10**

Level	Number of schools	Number of pupils			Number of teachers		
		Male	Female	Total	Male	Female	Total
Pre-primary only	2	274	34	308	11	-	11
Pre-primary and primary	265	89,963	71,666	161,629	3,670	1,151	4,821
Primary only	1,601	205,221	135,871	341,092	8,490	679	9,169
Junior secondary	333	49,991	25,473	75,464	2,959	239	3,198
<b>TOTAL</b>	<b>2,201</b>	<b>345,449</b>	<b>233,044</b>	<b>578,493</b>	<b>15,130</b>	<b>2,069</b>	<b>17,199</b>

Source: Jigawa State Annual School Census Report 2009-10: Table 2.3

#### Private schools

3. In private schools there were 998 teachers (345 female; 653 male) of whom 768 (279 female; 489 male) were qualified.<sup>13</sup>. The pupil:teacher ratio (PTR) was 26:1 (all teachers) and 33:1 (qualified teachers).<sup>14</sup>. The number of pupils in private schools is shown in table J2.

**Table J2: Number of pupils in private schools: Jigawa State, 2009-10**

Level	Number of pupils		
	Male	Female	Total
Pre-primary	3917	3568	7485
Primary	7712	8101	15813
Junior secondary	802	1287	2089

Source: Jigawa State Annual School Census Report 2009-10: Tables 3.2, 3.5 and 3.9

<sup>12</sup> Jigawa State Annual School Census Report, 2009-10: Table 2.3

<sup>13</sup> *Ibid*: Table 4.9

<sup>14</sup> *Ibid*: Table 4.10

**Qualification of teachers**

4. A high percentage (56%) of basic education teachers in Jigawa State are classified as unqualified (64% in pre-primary and primary; 20% in JSS) (table J3).

**Table J3: Number of qualified teachers in public basic education schools: Jigawa State, 2009-10**

	All teachers	Qualified teachers	Percentage qualified
Pre-primary	166	52	31%
Primary	13,824	4,924	36%
JSS	3,198	2,571	80%
<b>TOTAL</b>	<b>17,188</b>	<b>7,547</b>	<b>44%</b>

Source: Jigawa State Annual School Census Report 2009-10: Table 4.2, 4.3 and 4.5

5. It is by no means clear, however, that categorisation as “qualified” equates to “effective” or that “unqualified” equates to “ineffective”.
6. The majority of qualified teachers in Jigawa (85% in pre-primary and primary; 73% in JSS) are NCE holders (the minimum qualification for a qualified teacher), but graduates, some of whom have no teaching qualification (4% in both pre-primary and primary and JSS), are also classified as qualified teachers. Comments during the field work indicated that there were issues of quality associated with some graduate teachers.
7. Unqualified teachers also fall into two categories: those who hold a Grade 2 teaching certificate (73% of the unqualified primary teachers) and others. Comments during the field work indicated that there is a body of opinion that believes that the Grade 2 teaching qualification provided better training for teaching in basic education than the current NCE qualification. Re-introduction of the Teacher Grade 2 has been dismissed on the grounds that present day secondary school graduates lack maturity and the required knowledge base requires a tertiary level education (Jigawa, 2009), but it is also recognised that the current NCE curriculum is inappropriate for teaching in basic education (hence the imminent changes to be introduced by NCCE). There remains a suspicion, therefore, that mature teachers, holding a Grade 2 teaching certificate, may be no more ineffective as teachers than NCCE holders and university graduates.
8. Because of lack of data, it is possible to analyse the teaching qualification of only 12,352 (88%) out of 13,990 pre-primary and primary teachers (table J4) and 3,003 (94%) out of 3,198 JSS teachers (table J5). In primary and pre-primary, 40% of teachers are “unqualified” Grade 2 holders, more than the total percentage of qualified teachers. If Grade 2 teachers are re-classified as “qualified” then at least 73% of pre-primary and primary and at least 87% of JSS teachers become “qualified”.

**Table J4: Teaching qualification of Pre-primary and Primary Teachers: Jigawa State, 2009-10**

	Number of teachers	% of total	
<b>Qualified</b>			<b>% of Qualified</b>
NCE	3,922		85%
PGDE	206		4%
Bed	253		5%
Med	47		1%
Other graduates	198		4%
<b>Qualified total</b>	<b>4,626</b>	<b>33%</b>	
<b>Unqualified</b>			<b>% of Unqualified</b>
Grade 2	5,633	40%	73%
Other	2,093		27%
<b>Unqualified total</b>	<b>7,726</b>	<b>55%</b>	
<b>Sub-TOTAL</b>	<b>12,352</b>		
<b>Unknown</b>	<b>1,638</b>	<b>12%</b>	
<b>TOTAL</b>	<b>13,990</b>		

Source: Jigawa State Annual School Census 2009-10: Final data set

**Table J5: Teaching qualification of Junior Secondary Teachers: Jigawa State, 2009-10**

	Number of teachers	% of total	
<b>Qualified</b>			<b>% of Qualified</b>
NCE	1,849		73%
PGDE	69		
Bed	460		
Med	42		
Other graduates	96		
<b>Qualified total</b>	<b>2,516</b>	<b>79%</b>	
<b>Unqualified</b>			<b>% of Unqualified</b>
Grade 2*	260	8%	53%
Other*	227		
<b>Unqualified total</b>	<b>487</b>	<b>15%</b>	
<b>Sub-TOTAL</b>	<b>3,003</b>		
<b>Unknown*</b>	<b>195</b>	<b>6%</b>	
<b>TOTAL</b>	<b>3,198</b>		

\* Excludes "other graduates"

Source: Jigawa State Annual School Census 2009-10: Final data set

**Subject area**

9. In this section the figures need to be treated with even more caution than usual. Only qualified teachers and those with the grade 2 teaching certificate have been included and even in these categories information is not complete.
10. The following tables give an indication of the subject area of qualification for pre-primary and primary (table J6) and junior secondary (table J7) teachers. The high numbers in the “other” category will be noted.
11. The School Census, 2009-10 also asked whether a teacher was teaching his/her subject of qualification. The results show that 68% of pre-primary and primary teachers and 72% of JSS teachers were teaching their subject of qualification.

**Table J6: Subject of qualification: Pre-primary and primary teachers: Jigawa State, 2009-10**

	Number	English	Maths	Social Studies	Basic Science	Hausa/Igbo /Yoruba	Other	Unknown
<b>Qualified</b>								
NCE	3922	671	379	617	399	424	1372	60
PGDE	206	16	35	11	11	34	88	11
BEd	253	41	15	24	15	26	120	12
MEd	47	3	3	7	11	5	12	-
Other graduates	192	15	16	9	7	24	122	5
<b>Qualified total</b>	<b>4620</b>	<b>746</b>	<b>448</b>	<b>668</b>	<b>443</b>	<b>513</b>	<b>1714</b>	<b>88</b>
<b>% of qualified total</b>	<b>100%</b>	<b>16%</b>	<b>10%</b>	<b>14%</b>	<b>10%</b>	<b>11%</b>	<b>37%</b>	<b>2%</b>
<b>Unqualified</b>								
Grade 2	5633	519	502	384	247	492	3165	324

Source: Jigawa State Annual School Census 2009-10: Final data set

**Table J7: Subject of qualification: Junior secondary teachers: Jigawa State 2009-10**

	Number	English	Maths	Social Studies	Basic Science	Hausa/Igbo /Yoruba	Other	Unknown
<b>Qualified</b>								
NCE	1849	247	139	277	250	277	637	22
PGDE	69	7	5	4	9	13	26	5
BEd	460	53	32	81	36	54	177	27
MEd	42	3	9	4	6	4	14	2
Other graduates	96	2	4	7	10	7	63	3
<b>Qualified total</b>	<b>2516</b>	<b>312</b>	<b>189</b>	<b>373</b>	<b>311</b>	<b>355</b>	<b>917</b>	<b>61</b>
<b>% of qualified total</b>		<b>12%</b>	<b>8%</b>	<b>15%</b>	<b>12%</b>	<b>14%</b>	<b>36%</b>	<b>2%</b>
<b>Unqualified</b>								
Grade 2	260	18	11	24	11	28	147	21

Source: Jigawa State Annual School Census 2009-10: Final data set

**Pupil : teacher ratios**

12. Jigawa State adopts a norm for PTRs of 40:1 (primary) and 35:1 (JSS).
13. Given the low percentage of teachers who are qualified, it is interesting to calculate PTRs according to the number of all teachers and the number of qualified teachers. The figures are shown in table J8.

**Table J8: Pupil:teacher ratios by level and qualification of teacher: Jigawa State, 2009-10**

	All teachers	Qualified teachers
<b>Pre-primary</b>	208:1	664:1
<b>Primary</b>	34:1	96:1
<b>JSS</b>	24:1	30:1

Source: Jigawa State Annual School Census Report 2009-10: Table 4.2, 4.4 and 4.6

14. These overall figures hide some wide discrepancies between LGEAs. For example, on the basis of all teachers:

Pre-primary: range from 2286:1 (Kafin Hausa with one unqualified teacher) to 29:1 (Kazaure with 48 teachers of whom 15 were qualified)

Primary: range from 51:1 (Kiyawa with 324 teachers of whom 87 were qualified and Miga with 229 teachers of whom 48 were qualified) to 20:1 (Kazaure with 807 teachers of whom 184 were qualified)

JSS range from 45:1 (Hadejia with 178 teachers of whom 159 were qualified) to 10:1 (Roni with 128 teachers of whom 103 were qualified)

15. Chart J1 shows the full range of pupils per teacher by LGEA for public primary schools.

16. The above figures are taken from the School Census, 2009-10 and use the definition of “qualified” teacher. If this definition is extended to include “unqualified” teachers who hold the Grade 2 teaching certificate, PTRs are shown in table J9.

**Table J9: Pupil:teacher ratios by level and qualification of teacher: Jigawa State, 2009-10**

	All teachers	Qualified teachers	Qualified plus Grade 2 teachers
<b>Pre-primary and Primary</b>	36:1	101:1	47:1
<b>JSS</b>	24:1	30:1	27:1

Source: Jigawa State Annual School Census 2009-10: Final data set

17. A number of conclusions can be drawn from the analysis:

- there is significant under-recruitment of teachers in pre-primary education;
- PTRs in JSS are favourable compared with national norms, even when only qualified teachers are included in the calculations;
- PTRs in primary education are within national norms only when unqualified teachers are included in the calculations;
- arguable, the perception of large numbers of unqualified teachers, particularly in primary education, is a result of categorisation rather than comparative quality;
- nevertheless, even if Grade 2 teachers are included as “qualified” teachers, PTRs in pre-primary and primary are less favourable than national norms on the basis of “qualified” teachers;
- since deployment of teachers is State-driven, the imbalance between PTRs at JSS and primary levels is partly a result of operational decisions either in deployment itself or in planning the specialisation of student output from the college of education. Since the current NCE curriculum is of a “one size fits all” design, the former hypothesis is the most likely.

18. There are 75,464 pupils in JSS (table J1). On the basis of a PTR of 35:1 (the State norm for JSS), the number of required teachers would be 2,156. This is 415 fewer than current qualified teacher numbers. If these teachers were deployed to primary education, the PTR for primary (using qualified plus Grade 2 teachers) would reduce from 47.4:1 to 45.6:1.

19. Although Jigawa uses a PTR norm of 35:1 for JSS, Kwara considers a figure of 40:1 as appropriate (the same as for primary). If a PTR of 40:1 is adopted by Jigawa, the number of required JSS teachers would be 1,887. This is 684 fewer than current qualified teacher numbers. If these were deployed to primary education, the PTR for primary (using qualified plus Grade 2 teachers) would reduce from 47.4:1 to 44.5:1.

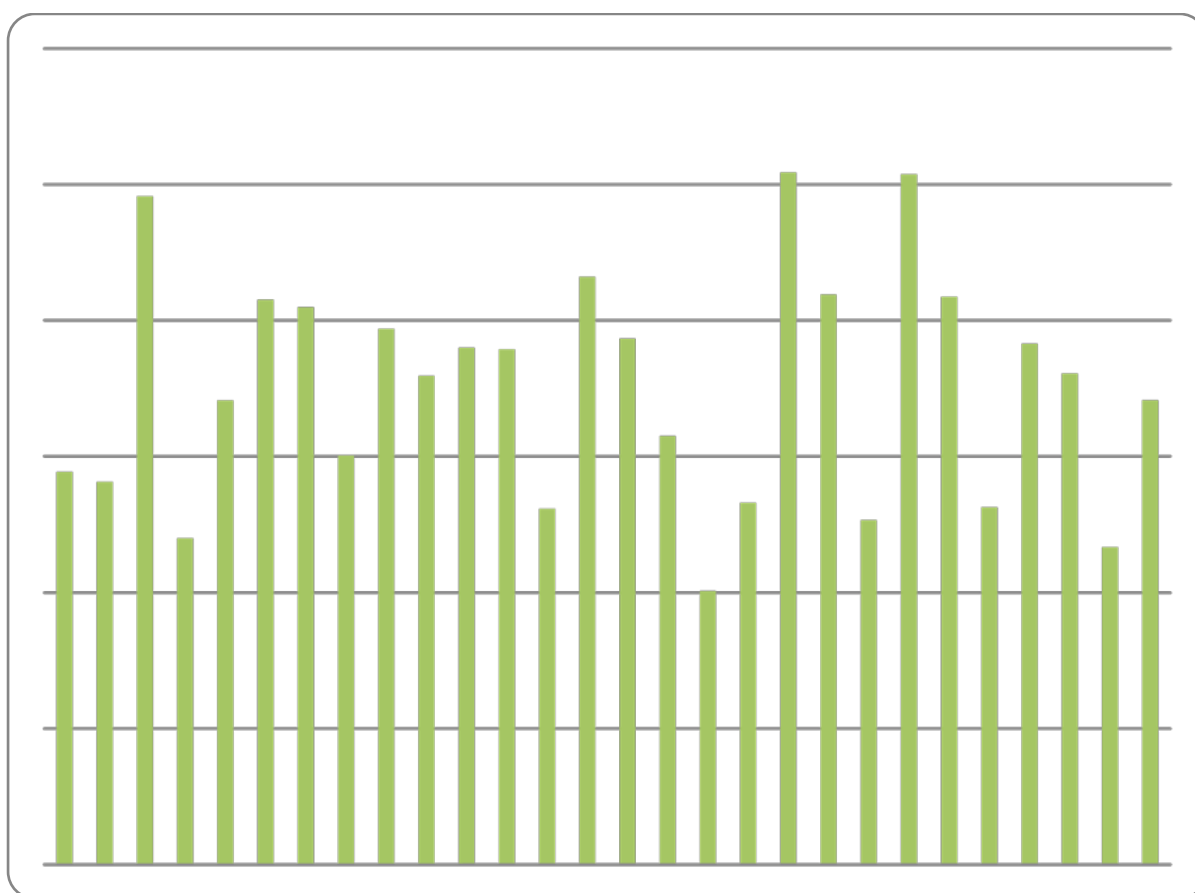
20. There are 503,029 pupils in pre-primary and primary (table J1). On the basis of a PTR of 40:1 (the national norm for primary), the required number of teachers would be 12,576. Table J10 shows the shortfall using various scenarios. Table J11 gives a very approximate indicative estimate of the additional cost implied by this analysis.

**Table J10: Shortfall in numbers of pre-primary and primary teachers: Jigawa State, 2009-10**

Pre-primary and primary level	<b>12,576</b>	
LESS current numbers of qualified teachers	4,976	
	<b>7,600</b>	Current shortfall in qualified teachers currently in pre-primary & primary
LESS "excess" of current qualified JSS teachers using PTR of 40:1	684	
	<b>6,916</b>	Shortfall after re-deployment from JSS to primary
Number of grade 2 qualified teachers	5,633	
	<b>1,283</b>	Shortfall if count Grade 2 holders as "qualified"

**Table J11: Cost implications of increasing numbers of pre-primary and primary teachers: Jigawa State, 2009-10**

	Shortfall in qualified teachers	Shortfall less Grade 2 holders
Number of additional qualified teachers	6,916	1,283
<b>ANNUAL COST</b>		
Grade 7 point 1 with 45% supplement: say N20,500 monthly	N 142 m	N 26 m
LESS: say N10,000 monthly for replaced unqualified teacher	N 69 m	N 13 m
<b>INDICATIVE MONTHLY ADDITIONAL COST</b>	<b>N 73 m</b>	<b>N 13 m</b>

**Chart J1: Pupil teacher ratio by LGEA (public primary)**

Source: Jigawa State Annual School Census Report 2009-10: Chart 4.1

### *Salary grade of teachers*

21. The high percentage of unqualified teachers is reflected in their salary grades. Newly qualified NCE teachers begin their careers on grade 7 (grade 8 for graduates). As is shown in table J12, a high percentage of primary and pre-primary teachers are on grades 1-6. However, although 64% of primary and pre-primary teachers are unqualified (see table J3 above) only 49% of teachers are on grades 1-6. Thus, 15% of unqualified primary and pre-primary teachers have progressed to salary grades appropriate to qualified teachers. Further details are given in tables J12 and J13. The figures for JSS teachers are more balanced with 20% unqualified and 20% on grades 1-6 (table J14).
22. The figures are interesting because in Kwara State work towards a more structured career path has led to proposals that only 20-30% of teachers should be on grades 12 and above (see Annex 3: Career path proposals: Kwara State). A key issue is the extent to which current teachers might be adversely affected by this proposal. In Jigawa State in pre-primary, primary and JSS, the percentage of teachers on grade 12 and above is well below the proposed 20-30% level (tables J13 and J14).



**Table J12: Salary Grade (numbers) of pre-primary and primary teachers: Jigawa State, 2009-10**

Grade	Kindergarten/ Nursery		Kindergarten/ Primary		Nursery / Primary		Primary		TOTAL Pre-primary and Primary	
	Rural	Urban	Rural	Urban	Rural	Urban	Rural	Urban	Rural	Urban
<b>1-6</b>	157	158	258	292	919	464	3222	615	<b>4556</b>	<b>1529</b>
<b>7-8</b>	81	118	161	215	479	391	1543	548	<b>2264</b>	<b>1272</b>
<b>9-10</b>	54	60	77	120	269	198	1241	258	<b>1641</b>	<b>636</b>
<b>12-13</b>	4	17	8	17	48	43	138	94	<b>198</b>	<b>171</b>
<b>14+</b>	1	3	1	1	4	5	4	8	<b>10</b>	<b>17</b>
<b>Total</b>	<b>297</b>	<b>356</b>	<b>505</b>	<b>645</b>	<b>1719</b>	<b>1101</b>	<b>6148</b>	<b>1523</b>	<b>8669</b>	<b>3625</b>

Source: Jigawa State Annual School Census 2009-10: Final data set

**Table J13: Salary Grade (percentage) of pre-primary and primary teachers: Jigawa State, 2009-10**

Grade	Kindergarten/ Nursery		Kindergarten/ Primary		Nursery / Primary		Primary		TOTAL Pre-primary and Primary	
	Rural	Urban	Rural	Urban	Rural	Urban	Rural	Urban	Rural	Urban
<b>1-6</b>	52.9%	44.4%	51.1%	45.3%	53.5%	42.1%	52.4%	40.4%	<b>52.6%</b>	<b>42.2%</b>
<b>7-8</b>	27.3%	33.1%	31.9%	33.3%	27.9%	35.5%	25.1%	36.0%	<b>26.1%</b>	<b>35.1%</b>
<b>9-10</b>	18.2%	16.9%	15.2%	18.6%	15.6%	18.0%	20.2%	16.9%	<b>18.9%</b>	<b>17.5%</b>
<b>12-13</b>	1.3%	4.8%	1.6%	2.6%	2.8%	3.9%	2.2%	6.2%	<b>2.3%</b>	<b>4.7%</b>
<b>14+</b>	0.3%	0.8%	0.2%	0.2%	0.2%	0.5%	0.1%	0.5%	<b>0.1%</b>	<b>0.5%</b>
<b>Total</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>

Source: Jigawa State Annual School Census 2009-10: Final data set

**Table J14: Salary Grade (numbers and percentage) of Junior Secondary teachers: Jigawa State, 2009-10**

Grade	JSS			
	Numbers		Percentages	
	Rural	Urban	Rural	Urban
<b>1-6</b>	370	220	21.1%	18.9%
<b>7-8</b>	712	515	40.7%	44.3%
<b>9-10</b>	478	290	27.3%	25.0%
<b>12-13</b>	162	96	9.3%	8.3%
<b>14+</b>	28	41	1.6%	3.5%
<b>Total</b>	<b>1750</b>	<b>1162</b>	<b>100.0%</b>	<b>100.0%</b>

Source: Jigawa State Annual School Census 2009-10: Final data set

**Projected retirements of teachers**

23. It is difficult to predict with any accuracy the retirement rate of staff over the next ten years. However, on the basis of data captured during the census, two criteria have been applied (i) staff who will reach the age of 60 over the next ten years and (ii) staff whose 35<sup>th</sup> anniversary of the date of their first appointment will be reached over the next ten years. Using these criteria the number of retirements might be estimated as 1,861 primary teachers (13% of current primary teachers) and 254 JSS teachers (8% of current JSS teachers) (see table J14).
24. It is possible that these figures grossly underestimate the number of retirements over the next three years. With the introduction of Universal Free Primary Education in 1976 there was an immediate and large recruitment of teachers. These teachers are approaching retirement age. During the field work, it was suggested that this cohort of teachers represents about 40% of current teachers. This level of retirement is not evident from the school census data possibly because a significant number of these teachers are now employed as education officers or inspectors at LGEAs or elsewhere. These officers are not included in the school census, but as they retire they are likely to be replaced by serving teachers, thus increasing the number of teaching posts that are vacant. Concern at the potentially high level of retirements has led to SUBEB considering an arrangement whereby retiring teachers might be re-engaged on a contract basis.
25. Thus, the figures should be treated with some caution and cannot be a substitute for developing a more accurate staff record by SUBEB.

**Table J14: Estimated number of retirements: primary and JSS teachers: Jigawa State, 2010-20**

Year of retirement	Primary	Junior Secondary
2010	143	7
2011	35	4
2012	90	4
2013	64	1
2014	116	11
2015	136	11
2016	132	21
2017	151	27
2018	245	38
2019	216	34
2020	533	96
<b>Total</b>	<b>1,861</b>	<b>254</b>

Source: Jigawa State Annual School Census 2009-10: Final data set

**Output from the Training Providers**

26. The Report of the Committee on Teacher Education, Jigawa State commented in 2009: “The State College of Education, Gumel is supposed to produce the bulk of teachers required by the State basic education sub-sector. However, this is not happening because of lack of co-ordination between the College and its main client, the SUBEB. Consequently there are a large number of NCE courses run by the College that do not address the needs of basic education in the State.”<sup>15</sup> This description is not dissimilar to the situation applying in the State of Kwara before the reforms initiated by the Commissioner (see Annex 2: Case Study on Teacher Supply: Kwara State).
27. In the year since the Report of the Committee, there is some evidence that dialogue between SUBEB and the College has improved, but the nature of internal record keeping makes it difficult to ascertain the detail of actual numbers, let alone projected numbers, of students and graduates.
28. The college delivers the current three-year NCE curriculum which is a “one size fits all” curriculum for primary and JSS teachers. Students are, however, able to choose a “primary education studies” option within the curriculum. Student numbers are shown in table J15.

**Table J15: First year (L100) student numbers: State College of Education, Gumel**

Year	Indigenes	Non-indigenes	Total	Numbers choosing “primary education studies” option
2009-10	1,863	67	1,930	420
2008-09			2,638*	272
2007-08	No entry as the College was subject to severe disruption			
2006-07			1,563	
2005-06			1,341	
2004-05			1,236	
2003-04			1,451	

\*Includes first cohort of Upgraders (see below)

Source: College data and Allsop, T. and Howard, L. (2009)

<sup>15</sup> Report of the Committee on Teacher Education, Jigawa State Government, 8 June 2009 p5

29. The College has an academic staff establishment of 230 of which 203 posts are currently filled. The student capacity of the college with current staff establishment is estimated by the college at 2,000.
30. In the last two years there has been a focus, supported by SUBEB, on admitting currently unqualified teachers (“up-graders”). Recruitment, however, has not been fully subscribed:
- In 2010:           of the 1,200 forms issued only 761 were returned of which 279 were ineligible for admission. Of the remaining 482 applicants who were admitted 66 subsequently “ran away”.
- In 2009           for the 1,000 places allocated, 884 forms were issued; 718 candidates were admitted of whom 272 progressed to year 2 in 2010.
31. In addition, there are ten centres around the State for the upgrading of primary teachers who do not hold an NCE qualification. These offer a special 2 year NTI course. 700 teachers were enrolled in 2008 and a further 300 in 2009. The future of the course is uncertain.<sup>16</sup>
32. Ascertaining the number of students in the College does not, however, easily translate into a calculation of the number of students who are likely to qualify each year. Students may fail or be referred, implying a lengthened period of study. During the field work no readily available analysis of these factors was evident, the reasons for which have been described as follows.<sup>17</sup>:
- a) Responsibility for statistical documentation sits with at least two offices within the college: Student Affairs and Examinations. Bringing this data together in consolidated form is a challenge.
  - b) Data is still held manually, with each student having a single file which accompanies her/him through college.
  - c) Students may graduate in a minimum of three years, but are allowed up to two level (=year/two semester) repetitions, and some final repetition at Level 300, though in the latter case off campus. Hence, an unknown number of students take up to five years to graduate while resident on campus, while a further group take up to seven years, the last two years are off campus. The internal efficiency of the process is therefore very low. The new intake of up-graders can, apparently, take up to five years on full salary.”
33. An attempt to track student numbers to graduation in recent years was undertaken by Allsop and Howard (2009) and table J15 is an extract from their report, but with the

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<sup>16</sup> Allsop, T. and Howard, L. (2009) “An Assessment of Teacher Education in Jigawa State – Task Specialists Visit 1” ESSPIN Visit Report No JG301, April, p15

<sup>17</sup> Ibid., p13

warning that it was not possible to ascertain the number of Level 1 and Level 2 students that were repeaters.<sup>18</sup>

**Table J15: Student number, 2003-06: State College of Education, Gumel**

Year	Level 100	Level 200	Level 300	Graduates
2003-4	1451	1164	1049 (includes 260 repeaters)	494
2004-5	1236	1298	1484 (includes 571 repeaters)	605
2005-6	1341	1210	1878 (includes 818 repeaters)	708

Source: Extract from Allsop, T. and Howard, L. (2009)

34. Allsop and Howard (2009) concluded that “There are simply too many unknowns in the tracking process to allow firm data to emerge, but it is clear that the internal efficiency of the college is low, with graduation percentages of 34%, 49% and 53% from the above three completed cohorts.” (p14)
35. Moreover, as postulated by Allsop and Howard (2009: p14), the impact of admitting up-graders appears to be having a further detrimental effect on graduation rates with only 272 out of 718 (38%) progressing from L100 to L200 in 2010 and 66 of the 482 L100 students in 2010 (14%) “running away” early in the programme (see above).
36. The lack of reliable internal college data and the apparently low efficiency rate, compound the problems associated with matching the supply of new teachers with the demands of the system. In 2009, the Committee on Teacher Education stated that:
- “According to available statistics, COE has the capacity to graduate 1,845 NCE holders during the current academic session. The number of teachers required by the SUBEB during the same session is 2229; thus leaving a gap of 667 teachers. However, since there are courses run by the College which are not relevant to the needs of the SUBEB the gap is definitely going to be much wider.”
37. The width of this gap is indeed a major issue and is influenced by a number of factors many of which have already been highlighted in Jigawa in the Report of the Committee on Teacher Education (2009) and by Allsop and Howard (2009) and at a national level, for instance the *National Strategy for Teacher Quality and Development* (FME, 2007). In summary:

<sup>18</sup> *Ibid.* Table 4 p14

- the numbers graduating cannot be assumed to be the numbers seeking a teaching post:
  - some students enter colleges of education simply because they cannot gain a place at university: some will seek entry on the basis of their NCE qualification;
  - some students enter colleges of education to gain a paper qualification in eg technology, economics, etc in the hope that this will enhance their opportunities of gaining a (non-teaching) job;
  - teaching is not a popular profession – some students would regard it as the last option;
- the numbers graduating cannot be assumed to meet the skills mix required by SUBEB:
  - analysis in earlier sections of this report demonstrated that in Jigawa there is a shortage of primary teachers (rather than JSS teachers) and yet only a minority of students choose the primary education studies option. At present the “one-size fits all” nature of the NCE curriculum tends to hide this imbalance in any attempted analysis of the student population, but new curricula that NCCE intends to introduce in 2011 will be level specific (ECCE, primary, JSS, special education, adult and non-formal education). This will have a major impact on the skills orientation of newly qualified teachers and highlights the need for meaningful dialogue between SUBEB, schools and the college of education;

38. These are all significant issues which highlight the need for dialogue between stakeholders, strategic direction from SUBEB and SMoE and improved data management and analysis.

39. This need, however, pales into insignificance compared with the need to improve the quality of the pre-service and in-service training provided to student teachers. The results of the recent Teacher Development Needs Assessment (TDNA) in Jigawa has not yet been announced, but findings from other States indicates that there is an urgent need to focus on the quality of teacher training.

40. In terms of funding, the college is significantly less dependent upon student fee income than Kwara State College of Education, Oro (see Annex 2: Case Study on Teacher Supply: Kwara State). Tuition is free for female indigenes and for male indigenes the fee (including JAMB) is N6,000 per year. The current budget for the college from the State includes:

Capital	N 150m
Staff salaries	N 470m (salary costs are met in full by the State)
Non-salary recurrent	N 4.8m (but reducing to N3.6m in 2010 and N2.4m in 2011)

Quarterly reports on income and expenditure are made to the College Council; monthly reports are submitted to the State Ministry of Finance.

## Annex 2: Case Study on Teacher Supply: Kwara State

### Current numbers of employed teachers

#### Public schools

1. In 2009-10 there were 22,891 teachers employed in public basic education schools in Kwara State. They taught 302,307 pupils in 1,791 schools.<sup>19</sup> Table K1 gives details.
2. 57% (12,998) of the teachers in basic education are female (58% (10,272) in primary and pre-primary and 52% (2,726) in JSS).

**Table K1: Number of public schools, enrolment and teachers, Kwara State, 2009-10**

Level	Number of schools	Number of pupils			Number of teachers		
		Male	Female	Total	Male	Female	Total
Pre-primary and primary	774	82,628	80,170	162,807	4,542	8,917	13,459
Primary only	674	31,759	22,854	54,613	2,876	1,355	4,231
Junior secondary	343	45,220	39,667	84,887	2,475	2,726	5,201
<b>TOTAL</b>	<b>1,791</b>	<b>159,607</b>	<b>142,691</b>	<b>302,307</b>	<b>9,893</b>	<b>12,998</b>	<b>22,891</b>

Source: Kwara State Annual School Census Report 2009-10: Table 2.3

#### Private schools

3. In private schools there were 8,935 teachers (5,101 female; 3,834 male) of whom 8,174 (4,614 female; 3,560 male) were qualified.<sup>20</sup> The number of pupils per teacher was 16 (all teachers) and 17 (qualified teachers).<sup>21</sup>

#### Qualification of teachers

4. Table K2 shows that 85% of teachers in Kwara State are qualified. This overall figure, however, hides the fact that less than half the teachers in pre-primary are qualified.

**Table K2: Number of qualified teachers in public basic education schools: Kwara State, 2009-10**

	All teachers	Qualified teachers	Percentage qualified
Pre-primary	491	242	49%
Primary	17,199	14,190	83%
JSS	5,201	4,920	95%
<b>TOTAL</b>	<b>22,891</b>	<b>19,352</b>	<b>85%</b>

<sup>19</sup> Kwara State Annual School Census Report 2009-10: Table 2.3

<sup>20</sup> *Ibid.* Table 4.12

<sup>21</sup> *Ibid.* Table 4.13

Source: Calculated from Kwara State Annual School Census Report 2009-10: Tables 4.1, 4.2 and 4.4

5. Further details are given in tables K3 and K4.
6. In pre-primary and primary education, 75% of the qualified teachers are NCE holders (the minimum qualification for a qualified teacher). 23% hold a BEd. Less than 1% are graduates without a teaching qualification.
7. As explained in the case study on Jigawa, unqualified teachers fall into two categories: those who hold a Grade 2 teaching certificate and others. In Kwara, 59% of the unqualified teachers in pre-primary and primary education hold the Grade 2 certificate.
8. Thus, graduates, NCE holders and Grade 2 teaching certificate holders make up 91% of the pre-primary and primary teaching population and 97% of the JSS teaching population.
9. Non-education graduates make up 3% of the JSS teaching population and less than 1% of the pre-primary and primary teaching population.

**Table K3: Teaching qualifications of Pre-primary and Primary Teachers: Kwara State, 2009-10**<sup>22</sup>

	Number of teachers	% of total	
<b>Qualified</b>			<b>% of Qualified</b>
NCE	11,578		75%
PGDE	140		
BEd	3,518		23%
MEd	133		
Other graduates	99		
<b>Qualified total</b>	<b>15,468</b>	<b>82%</b>	
<b>Unqualified</b>			<b>% of Unqualified</b>
Grade 2*	1,769	9%	59%
Other*	1,236		
<b>Unqualified total</b>	<b>3,005</b>	<b>16%</b>	
<b>Sub-TOTAL</b>	<b>18,473</b>		
<b>Unknown</b>	<b>280</b>	<b>1%</b>	
<b>TOTAL</b>	<b>18,753</b>		

\* Excludes "other graduates"

<sup>22</sup> In this table the total number of teachers differs from the total in table K2.



**Table K4: Teaching qualifications of Junior Secondary Teachers: Kwara State, 2009-10**

	<b>Number of teachers analysed</b>	<b>% of total</b>	
<b>Qualified</b>			<b>% of Qualified</b>
NCE	2,172		42%
PGDE	175		
BEEd	2,324		44%
MEEd	196		
Other graduates	173		
<b>Qualified total</b>	<b>5,040</b>	<b>97%</b>	
<b>Unqualified</b>			<b>% of Unqualified</b>
Grade 2*	30		24%
Other*	95		
<b>Unqualified total</b>	<b>125</b>	<b>2%</b>	
<b>Sub-TOTAL</b>	<b>5,165</b>		
<b>Unknown*</b>	<b>36</b>	<b>1%</b>	
<b>TOTAL</b>	<b>5,201</b>		

\* Excludes "other graduates"

### *Subject area*

10. The following tables give an indication of the subject area of qualification for pre-primary and primary (table K5) and junior secondary (table K6) teachers. As in the case of Jigawa, the high numbers in the "other" category will be noted - an even higher percentage than in Jigawa.
11. The figures need to be treated with some caution. Only qualified teachers and those with the grade 2 teaching certificate have been included and even in these categories information is not complete.
12. The School Census also asked whether a teacher was teaching his/her subject of qualification. The results show that only 26% of pre-primary and primary teachers were teaching their subject of qualification. The figure for JSS teachers was 73%.
13. The low percentage for pre-primary and primary teachers may be explained by the "one size fits all" nature of the NCE curriculum and the reality of the situation facing teachers in schools. There is, however, a marked contrast with the figures for teachers in Jigawa and is consistent with comments during the field work that posting of teachers to schools is not always consistent with the needs identified at the school level.

**Table K5: Subject of qualification: Pre-primary and primary teachers: Kwara State 2009-10**

	Number	English	Maths	Social Studies	Basic Science	Hausa/Igbo/Yoruba	Other	Unknown
<b>Qualified</b>								
NCE	11,578	305	234	3049	921	455	6451	163
PGDE	140	14	8	14	8	1	89	6
BEd	3,518	154	60	624	350	168	2102	60
MEd	133	14	2	13	6	2	87	9
Other graduates	99	-	-	1	2	2	90	4
<b>Qualified total</b>	<b>15,468</b>	<b>487</b>	<b>304</b>	<b>3,701</b>	<b>1,287</b>	<b>628</b>	<b>8,819</b>	<b>242</b>
<b>% of qualified total</b>	<b>100%</b>	<b>3%</b>	<b>2%</b>	<b>24%</b>	<b>8%</b>	<b>4%</b>	<b>57%</b>	<b>2%</b>
<b>Unqualified</b>								
Grade 2	1,769	10	14	89	14	42	1435	165

Source: Kwara State Annual School Census 2009-10: Final data set

**Table K6: Subject of qualification: Junior secondary teachers: Kwara State 2009-10**

	Number	English	Maths	Social Studies	Basic Science	Hausa/Igbo/Yoruba	Other	Unknown
<b>Qualified</b>								
NCE	2,172	149	162	378	339	174	936	34
PGDE	175	15	19	15	40	6	78	2
BEd	2,324	228	125	340	345	188	1067	31
MEd	196	15	7	21	41	20	87	5
Other graduates	173	7	16	9	20	5	109	7
<b>Qualified total</b>	<b>5,040</b>	<b>414</b>	<b>329</b>	<b>763</b>	<b>785</b>	<b>393</b>	<b>2,277</b>	<b>79</b>
<b>% of qualified total</b>	<b>100%</b>	<b>8%</b>	<b>7%</b>	<b>15%</b>	<b>16%</b>	<b>8%</b>	<b>45%</b>	<b>2%</b>
<b>Unqualified</b>								
Grade 2	30	1	-	1	4	1	22	1

Source: Kwara State Annual School Census 2009-10: Final data set

**Pupil : teacher ratios**

14. Unlike the situation in Jigawa, the PTRs in both primary and junior secondary schools in Kwara are well within the national guidelines (see table K7). (Kwara regards 40:1 as the norm for both primary and JSS.)

**Table K7: Pupil:teacher ratios by level and qualification of teacher: Kwara State, 2009-10**

	All teachers	Qualified teachers
Primary	12:1	14:1
JSS	18:1	19:1

Source: Kwara State Annual School Census Report 2009-10: Tables 4.3 and 4.5

15. These overall figures hide some wide discrepancies between LGEAs. For example, on the basis of all teachers:

Primary: range from 29:1 (Patigi with 629 teachers of whom 438 were qualified to 6:1 (Irepodun and Isin with 1512 and 517 teachers of whom 1425 and 358 respectively were qualified);

Patigi is the only LGEA in the State with a PTR (42:1 on the basis of qualified teachers) that exceeds the State norms;

JSS range from 56:1 (Baruten with 80 teachers of whom 72 were qualified) to 9:1 (Isin with 145 teachers of whom 138 were qualified);

Baruten is the only LGEA in the State with a PTR (63:1 on the basis of qualified teachers) that exceeds the State norms.

16. Tables K8 and K9 give the full list of PTRs by LGEA.
17. Recognising the wide discrepancies between PTRs in schools, Kwara has undertaken a redeployment exercise, focussing mainly, however, on intra rather than on inter LGEA transfer. Reference is made to this exercise in the main body of the report under "Teacher Supply and Demand". It also formed the focus of group work at the workshop in Kwara on the interim report and a summary of the outcomes of that workshop is given in Annex 5.

**Table K8: Pupil-teacher ratios by LGEA, public primary schools: Kwara State, 2009-10**

LGEA	All teachers	Qualified teachers
Asa	9	12
Baruten	22	32
Edu	15	20
Ekiti	12	15
Ifelodun	7	8
Ilorin East	11	13
Ilorin South	10	11
Ilorin West	16	19
Irepodun	6	6
Isin	6	6
Kaiama	17	31
Moro	10	12
Offa	11	13
Oke Ero	8	8
Oyun	8	9
Patigi	29	42
<b>TOTAL</b>	<b>12</b>	<b>14</b>

Source: Kwara State Annual School Census Report 2009-10: Tables 4.3

**Table K9: Pupil-teacher ratio by LGEA, public junior secondary schools: Kwara State, 2009-10**

LGEA	All teachers	Qualified teachers
Asa	17	18
Baruten	56	63
Edu	27	28
Ekiti	11	13
Ifelodun	12	13
Ilorin East	17	18
Ilorin South	16	17
Ilorin West	20	20
Irepodun	14	14
Isin	9	9
Kaiama	15	16
Moro	16	18
Offa	31	32
Oke Ero	18	19
Oyun	16	16
Patigi	29	31
<b>TOTAL</b>	<b>18</b>	<b>19</b>

Source: Kwara State Annual School Census Report 2009-10: Tables 4.5

18. Patigi and Baruten are rural/disadvantaged LGEAs giving some credence to the view that it is more difficult to fill teaching posts in rural areas. During discussion it was suggested that an urban/rural categorisation according to LGEA gives a false view since some LGEAs have both urban and rural schools, notwithstanding the categorisation of the LGEA. Consequently, a more detailed breakdown at school, rather than LGEA level, was undertaken, but it was found that this does not alter the overall picture. In LGEAs with both urban and rural schools, PTRs are more favourable in urban areas in 9 (out of 14) LGEAs at the primary level and in only 1 (out of 13) LGEA at the JSS level. Some of the differences are only marginal (see tables K10 and K11).

**Table K10: Pupil-teacher ratios by rural and urban public primary schools: Kwara State, 2009-10**

LGEA	All Teachers		Qualified Teacher	
	PTR RURAL	PTR URBAN	PTR RURAL	PTR URBAN
Asa	8.5	3.9	10.8	4.1
Baruten	21.9	0.0	31.4	0.0
Edu	14.7	10.0	20.8	13.2
Ekiti	12.2	10.7	15.2	13.4
Ifelodun	7.0	5.8	7.8	6.2
Ilorin East	7.9	12.8	8.9	15.5
Ilorin South	6.3	11.0	6.9	13.1
Ilorin West	9.4	15.7	11.6	18.3
Irepodun	5.6	5.0	6.0	5.1
Isin	5.6	0.0	6.1	0.0
Kaiama	15.0	13.4	29.2	16.4
Moro	9.7	9.8	12.3	11.7
Offa	6.4	10.6	7.6	12.1
Oke Ero	7.6	7.5	8.2	8.2
Oyun	8.0	7.7	8.9	8.4
Patigi	30.3	21.5	44.7	26.9
<b>Grand Total</b>	<b>10.8</b>	<b>11.2</b>	<b>13.3</b>	<b>13.0</b>

Source: Kwara State Annual School Census Report 2009-10: Tables 4.3

**Table K11: Pupil-teacher ratios by rural and urban public JSS schools: Kwara State, 2009-10**

LGEA	All Teachers		Qualified Teacher	
	PTR RURAL	PTR URBAN	PTR RURAL	PTR URBAN
Asa	14.4	15.5	16.0	17.3
Baruten	36.7	0.0	40.8	0.0
Edu	19.8	29.2	24.4	32.9
Ekiti	9.0	9.6	12.0	15.4
Ifelodun	10.2	9.7	11.1	9.7
Ilorin East	7.1	20.3	7.5	20.7
Ilorin South	5.9	18.3	6.1	20.0
Ilorin West	13.1	20.3	13.8	20.9
Irepodun	8.6	14.3	9.4	14.5
Isin	8.0	0.0	8.6	0.0
Kaiama	7.3	29.6	7.8	33.7
Moro	10.6	25.4	11.8	34.8
Offa	0.0	29.4	0.0	31.4
Oke Ero	12.4	27.2	13.3	27.2
Oyun	9.5	16.8	9.8	17.1
Patigi	21.4	29.7	23.7	31.3
<b>Grand Total</b>	11.6	20.4	12.7	21.6

Source: Kwara State Annual School Census Report 2009-10: Tables 4.5

19. A number of conclusions can be drawn from the analysis:

- there is significant over-recruitment of teachers in both primary and JSS schools in comparison with State norms, even when only qualified teachers are included in the calculations;
- this has contributed to the State's difficulty in meeting salary increases. Until recently, there had been a two year freeze on increments and promotion because the budget had been insufficient. This has now been rectified;
- the wide variations in PTRs between LGEAs are a reflection of historic inefficiencies in deployment practices and the nature of local political influence. Interestingly, salaries for teachers in basic education are a first charge on Local Governments' allocations and so should not influence the grant to individual LGAs.

20. There are 217,420 pupils in pre-primary and primary schools (table K1). On the basis of a PTR of 40:1 (the national norm for primary), the required number of teachers would be 5,436. This is 8,996 fewer than currently qualified teachers and 12,254 fewer than all teachers in pre-primary and primary education.

21. There are 84,887 pupils in JSS (table K1). Again, using a PTR of 40:1 (the norm adopted by Kwara although Jigawa adopts a norm of 35:1 for JSS), the number of required teachers

would be 2,122. This is 2,798 fewer than current qualified and 3,079 fewer than all teachers in JSS.

22. An alternative way of expressing the above situation is to say that the current number of qualified teachers could, on the basis of State norms, service a pupil population of 577,280 pre-primary and primary pupils and 196,800 JSS pupils.
23. The report will return to this theme, in subsequent sections, in the context of demographic trends and the retirement rate of teachers.

### *Salary grade of teachers*

24. Newly qualified teachers begin their careers in grade 7 (or grade 8 for graduates). 82% of pre-primary and primary teachers in Kwara State are qualified. This is reflected in salary grades (79% on grades 7 and above). However, there is a disparity between rural and urban areas. In rural areas 75% (7,915) and in urban areas 84% (6,384) are on grades 7 and above.
25. 95% of JSS teachers are qualified; the same percentage as are on grades 7 and above. There is a small bias towards senior grades in urban areas.
26. 25% of pre-primary and primary teachers and 36% of JSS teachers are on grades 12 and above. This compares with the recommended level of 20-30% in the proposed career path structure being developed in Kwara State (see Annex 3).
27. Further details are given in tables K12 and K13 below.

**Table K12: Salary Grade (numbers) of basic education teachers: Kwara State, 2009-10**

Grade	Pre-primary & Primary			JSS			Total
	Rural	Urban	Total	Rural	Urban	Total	
<b>1-6</b>	2,614	1,211	<b>3,825</b>	145	110	<b>255</b>	<b>4,080</b>
<b>7-8</b>	4,089	2,184	<b>6,273</b>	1,066	1,120	<b>2,186</b>	<b>8,459</b>
<b>9-10</b>	1,857	1,643	<b>3,500</b>	334	414	<b>748</b>	<b>4,248</b>
<b>12-13</b>	1,609	1,967	<b>3,576</b>	389	635	<b>1,024</b>	<b>4,600</b>
<b>14+</b>	360	590	<b>950</b>	408	395	<b>803</b>	<b>1,753</b>
<b>Total</b>	<b>10,529</b>	<b>7,595</b>	<b>18,124</b>	<b>2,342</b>	<b>2,674</b>	<b>5,016</b>	<b>23,140</b>

Source: Kwara State Annual School Census 2009-10: Final data set

**Table K13: Salary Grade (percentages) of basic education teachers: Kwara State, 2009-10**

Grade	Pre-primary & Primary			JSS			Total
	Rural	Urban	Total	Rural	Urban	Total	
<b>1-6</b>	25%	16%	<b>21%</b>	6%	4%	<b>5%</b>	<b>18%</b>
<b>7-8</b>	39%	29%	<b>35%</b>	46%	42%	<b>44%</b>	<b>37%</b>
<b>9-10</b>	18%	22%	<b>19%</b>	14%	15%	<b>15%</b>	<b>18%</b>
<b>12-13</b>	15%	26%	<b>20%</b>	17%	24%	<b>20%</b>	<b>20%</b>
<b>14+</b>	3%	8%	<b>5%</b>	17%	15%	<b>16%</b>	<b>7%</b>
<b>Total</b>	100%	100%	<b>100%</b>	100%	100%	<b>100%</b>	<b>100%</b>

Source: Kwara State Annual School Census 2009-10: Final data set

### *Projected retirements of teachers*

28. As in the case of Jigaw, it is difficult to predict with any accuracy the retirement rate of staff over the next ten years. However, on the basis of data captured during the census, two criteria have been applied (i) staff who will reach the age of 60 over the next ten years and (ii) staff whose 35<sup>th</sup> anniversary of the date of their first appointment will be reached over the next ten years. Using these criteria the number of retirements might be estimated as 3,700 pre-primary and primary teachers (21% of current primary teachers) and 991 JSS teachers (19% of current JSS teachers) (see table K14). These figures should be treated as indicative and cannot be a substitute for developing a more accurate staff record by SUBEB.

**Table K14: Estimated number of retirements: primary and JSS teachers: JKwara State, 2010-20**

Year of retirement	Primary	Junior Secondary
2010	180	23
2011	56	20
2012	190	40
2013	125	29
2014	256	62
2015	254	66
2016	422	99
2017	309	98
2018	554	163
2019	552	155
2020	802	236
<b>Total</b>	<b>3,700</b>	<b>991</b>

Source: Kwara State Annual School Census 2009-10: Final data set



### Demographic trends

29. The Education Sector Analysis for Kwara State (2008) acknowledged the difficulty of establishing the number of children of school age, but, at least as an order-of-magnitude, it was estimated that:

“over the next ten years, Kwara is likely to have 578,000 children in the primary age group, compared to 438,000 today; there will be around 262,000 in the junior secondary age group, 32 percent more than today ..... the projections for the primary and junior secondary groups demonstrate the size of the task that must be faced if Kwara wishes to achieve *Education for All*” ..<sup>23</sup>

30. On the basis of these projections, estimated enrolment rates calculated from the CWIQ Household Survey for 2005-06 and using the EPSSIM<sup>24</sup> simulation / projection model, the Education Sector Plan forecast a need for new teachers on the basis of national pupil : teacher norms as shown in table K15 below:

**Table K15: Education Sector Plan: Forecast of New Teacher Requirements: Kwara State, 2005-18**

	2005-06	2007-08	2009-10	2011-12	2013-14	2015-16	2017-18
For Primary	2,077	1,245	1,322	1,142	996	1,222	1,288
For Junior Secondary	283	1,134	1,837	2,073	1,104	24	666

Source: ESP extract from table 10

31. With the benefit of the 2009-10 School Census data, it might now be surmised that the estimated enrolment rates in the ESP were over-optimistic.

32. For 2005-06 the ESP estimated public and private primary enrolments as 507,043 and JSS enrolments as 149,623, an overall total of 656,666 enrolments (see table K16), with further increases in future years.<sup>25</sup>

**Table K16: Education Sector Plan: Estimated public and private school enrolments: Kwara, 2005-06**

	Primary	JSS	Total
<b>Public</b>	398,056	72,345	<b>470,401</b>
<b>Private</b>	108,987	77,278	<b>186,265</b>
<b>Total</b>	507,043	149,623	<b>656,666</b>

Source: Extract from ESP Table 2 p5

<sup>23</sup> Gannicott, K. (2008) Kwara State: Education Sector Analysis, Second Draft, p10, March 2008

<sup>24</sup> EPSSIM is the acronym for Education Policy and Strategy Simulation Model.

<sup>25</sup> ESP Chart 8 p43

33. These enrolment estimates for 2005-06 are higher than the 2009-10 School Census returns which show public and private pre-primary, primary and JSS enrolments as 429,094 (see table K17)

**Table K17: Public and private basic education enrolments: Kwara State, 2009-10**

	Pre-primary	Primary	JSS	Total
<b>Public</b>	17,816	199,604	84,887	<b>302,307</b>
<b>Private</b>	40,500	67,712	18,575	<b>126,787</b>
<b>Total</b>	58,316	267,316	103,462	<b>429,094</b>

Source: Kwara State Annual School Census Report 2009-10: Tables 3.3, 3.7, 3.11

34. However, let us make the following assumptions:
- the ESP projections of 578,000 primary and 262,000 JSS age children are correct;
  - there is an enrolment rate of 100%;
  - this position is reached by 2020.
35. On this basis and applying a PTR of 40:1, there is an implied demand for 14,450 primary teachers and 6,550 JSS teachers, a total of 21,000 basic education teachers.
36. A very approximate estimate of the number of teachers in the State by 2020 is shown in table K18.

**Table K18: Estimated number of basic education teachers in 2020 in Kwara State**

	All teachers	Qualified teachers
<b>CURRENT TEACHERS</b>		
<u>Public schools</u>		
Pre-primary	491	242
Primary	17,199	14,199
JSS	5,201	4,920
<u>Total public schools</u>	22,891	19,361
<u>Private schools</u>	8,935	8,174
<b>CURRENT TOTAL</b>	<b>31,826</b>	<b>27,535</b>
<b>LESS</b>		
Public school retirements (table K14)*	(4,691)	(3,968)
Estimated private school retirements**	(1,831)	(1,675)
<b>PLUS</b>		
Newly qualified teachers	10,000	10,000
<b>ESTIMATED TOTAL</b>	<b>35,304</b>	<b>31,892</b>

\* Qualified teacher numbers estimated in same proportion as total public school numbers

\*\*Using the same percentage as public school retirements

37. There are many variables in the above figures:

- the age participation rate may vary from the assumptions;
- the retirement rate may differ and may be grossly underestimated if factors identified in Jigawa also apply in Kwara (imminent retirements amongst SUBEB and LGEA officers who will be replaced by serving teachers);
- teachers may leave for reasons other than retirement;
- the numbers of newly qualified teachers may vary from the estimates. The estimate of 10,000 newly qualified teachers over ten years is based on the institutional plan for Oro College, but actual intake numbers for 2008-10 are significantly below the planning figure (see below). However, no allowance has been made in the table for the output from private colleges of education nor from the State University;
- the School Census figures may underestimate the activity in private schools.<sup>26</sup>;
- the implementation of PTR norms may not be feasible in view of “genuine problems of scattered rural populations, small schools and low enrolments”<sup>27</sup>.

38. Notwithstanding all these variables, the estimated number of 35,304 basic education teachers (of whom 31,892 are categorised as “qualified”) far exceeds the estimated need for 21,000 teachers. Indeed the figures imply that even if there were no newly qualified teachers in the State there would still be a surplus of supply over demand.

39. Thus, the balance of probabilities is that over the next ten years the current State policy of focusing on enhancing quality rather than quantity of teachers can be maintained without fear of under-recruitment.

40. However, whilst an expansion of pupil numbers at a more rapid rate than teacher numbers may lead to reduced unit costs, there are likely to be organisational and infrastructural consequences. In particular, the deployment of teachers will need to be more effectively managed, for at least two reasons:

- the new NCE curriculum will lead to more specialism (ECCE, primary, JSS, etc) among teachers as a consequence of which the needs of schools will have to be more specifically identified;
- a planned increase in PTRs will require equalisation between LGEAs with associated family and accommodation issues.

#### *Output from the Training Providers*

41. During the current Administration, the Kwara State College of Education, Oro has been subject to significant reform as part of the Commissioner’s reform agenda entitled *Every Child Counts*.

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<sup>26</sup> Kwara State Annual School Census Report 2009-10: Executive Summary

<sup>27</sup> Education Strategic Plan (ESP), 2009-18: Kwara State (Revised Draft, June 2008) p40

42. The need for reform was highlighted in the ESA and ESP which estimated that on the then current enrolment patterns there would be 13,824 students graduating as trained teachers in 2017-18 from the three colleges of education in the State, whereas projections indicated a requirement for 1,954 primary and JSS teachers in that year, a surplus of 11,870 trained teachers.<sup>28</sup>

43. In response to this over-supply of teachers, the essential elements of the reform were a reduction in the number of State colleges of education from three to one, a reduction in intake in the remaining college, Oro, and a focus on quality of intake. Thus, a target intake of a maximum of 1,000 students (including up to 200 non-indigenes) was agreed, but fewer students might be accepted. Quality was to be the determining factor.

44. Table K19 shows actual and projected student numbers.

**Table K19: Kwara State College of Education, Oro: Actual and projected student numbers (total), 2008-11**

Pre-service	2008-09 (actual)	2009-10 (actual)	2010-11 (projected)
Year 1	287	758	185*
Year 2	5,151	287	758
Year 3	2,569	5,115	275
<b>NCE 1-3 TOTAL</b>	<b>8,007</b>	<b>6,160</b>	<b>1,218*</b>
Preliminary year	224	?	-
<b>GRAND TOTAL</b>	<b>8,231</b>	<b>?</b>	<b>1,218</b>

\*\* As at 25.11.10

Source: Kwara State College of Education, Oro: Institutional Plan 2009-12: Table 3.1 and institutional data

Of the NCE 1 students in 2008-9 and 2009-10, 35% and 39% respectively were male. Of the 287 students in NCE 1 in 2008-9, 188 (66%) were indigenes and 99 (34%) were non-indigenes.

Of the 758 students who entered NCE 1 in 2009-10 the distribution between studies was:

ECCE	119 (28 male; 91 female)
Primary	144 (69 male; 75 female)
JSS	495 (199 male; 296 female).

45. These numbers reflect the focus on quality rather than quantity inherent in the reform process.

46. However, the situation is fragile for the following reasons:

- there is political pressure to restore Ilorin and Lafiagi Colleges as colleges of education;

<sup>28</sup> *Ibid*, table 10, p44

- there is demand from students and parents for the provision of tertiary education. There is pressure on colleges to accede to this demand notwithstanding considerations of quality and ability to benefit;
- student fees at Oro College are over N30,000 per student (significantly higher than at the State college of education in Jigawa) and historically there has been pressure to accept students in order to obtain fee income. Without strong leadership and a realistic State budget for the College, there is a danger of reversion to historic levels of intake;
- although Oro College is intended to be the only State-funded supplier of new teachers, there are, in addition, two private colleges of education currently admitting students: Ilemona and Muyideen. Numbers of students are difficult to ascertain, but the former is reported to have 1,025 students in NCE 3 and the latter 1,400 in NCE 2 and NCE 3 (combined). The impact of the new NCE curriculum in 2011 and NCCE's more rigorous accreditation procedures on these private colleges is unclear;
- the new State University has established a School of Education and is developing a BEd in ECCE and primary education.

47. All these factors underline the importance of establishing a tertiary education strategy for the State encapsulated in a strategic plan agreed by stakeholders.

48. Despite the success of the reform process in terms of reduced student numbers, a focus on quality of student intake and improved teaching methodology, there remain inefficiencies in the system. In particular:

- although the academic year commences at the beginning of November, new students are accepted until well into January, on the grounds that students who are unable to gain entry to a university should be given the opportunity to seek entry to the college. It is difficult to believe that such a system is conducive to quality provision;
- inability to process NCE 3 results in a timely fashion meant that in 2010 when SUBEB advertised for 300 NCE teachers, the latest cohort of Oro students had not received their results.

### Annex 3: Career path proposals: Kwara State

The following is a summary of the Kwara State Career Path proposals which are being prepared for submission to the Executive Council of the State.

The proposals comprise the implementation of two components:

Teacher Professional Standards Framework;

General Rules for Recruitment, Probation and Registration, and Assessment and Promotion.

Documents on both these components are available in the Kwara State ESSPIN office.

#### Context

The recommendation to implement a new career path structure for teachers as outlined in this paper is consistent with:

- the vision for education reform outlined in Kwara State’s Education Charter: *Every Child Counts*. More specifically, it contributes to those strands of *Every Child Counts* that address the need for improvement in the quality of teachers and the establishment and implementation of teaching standards;
- national imperatives, expressed in Vision 2020 and subsequent federal plans which place emphasis on the provision of quality education, in particular, they are consistent with and provide substance to:
  - proposals in a report by a Teacher Quality Task Team: *National Strategy for Teacher Quality Development* (FME, 30<sup>th</sup> March 2007) which developed teacher quality standards for new teachers and called upon States to develop and implement proposals;
  - the current Federal Minister’s one year plan, in which an objective is to “institutionalize career development for teachers by introducing a new career structure that addresses current issues and meets current requirements”;
  - NCCE’s new curriculum and accreditation arrangements for colleges of education which are based on the implementation of teaching standards for new teachers.

The proposals in this paper emanate from an initial discussion document prepared by a Task Group chaired by the then Director of Schools and Colleges in SMoE. The findings and outline proposals in that discussion document found strong support at a stakeholders’ forum which established Task Teams to develop detailed proposals in respect of (i) a Teachers’ Professional Standards Framework (TPSF) and (ii) recruitment, assessment, probation and promotion procedures. These detailed proposals have been subject to further discussion with stakeholders and the principles endorsed at a meeting with the Chairman of the Civil Service Commission and Head of Service in Kwara State.

### Rationale for reform

A Teacher Development Needs Assessment (TDNA) conducted in 2008 showed that out of 19,125 primary school teachers in Kwara State, only 75 met what were deemed to be minimum requirements. This is a damning indictment of current arrangements for the training, assessment and career progression of teachers. More recent assessments in some other States indicate similar results.

In terms of career progression of teachers, the current problems may be summarised as follows:

- the current system is almost devoid of incentives eg
  - there is no concept of reward for excellence, achievement or additional responsibility;
  - head teachers are appointed without additional remuneration although they carry additional responsibility;
- promotion processes:
  - there is almost automatic progression from one grade to the next;
  - there is no recognition of particular strengths of a teacher;
  - there are no significant hurdles to be overcome;
- assessment processes:
  - assessment is based on subjective judgement – there are no criteria on which to base objective judgments about a teacher’s performance;
  - current processes are ineffective – they have failed to identify the problems made evident by the TDNA (see above).

### Proposals

In order to address the problems of the current system identified above, it is recommended that a system be adopted that maintains the linkages with the current salary scales, but, as recommended by the Federal Ministry’s Quality Task Team in 2007, requires teachers to achieve defined professional standards at certain points in their career before promotion can be achieved. Alongside the introduction of these professional standards, a more rigorous assessment process would be developed and recruitment and posting procedures would be improved. The components of the career path reform may be summarized as follows:

- establishment of a teacher professional standards framework which defines:
  - the number of career stages and linkages to salary scales: 4 stages are proposed:
    - Newly Qualified Teacher (scale 7 (NCE) / 8 (graduate));
    - Confirmed Teacher (scale 8-10);
    - Experienced Teacher (scale 12/13);
    - Advanced Skills Teacher (including head teachers) (scale 14+);
  - the professional knowledge and practice required at each career stage;
- reformed recruitment and posting procedures which:
  - match applicant’s skills with requirements of the job;
  - provides opportunity to apply for jobs rather than relying on posting;
  - involves SBMCs and head teachers in defining job specifications;
- implementation of, and training in, a rigorous and objective assessment process to cover:
  - probationary period;

- annual incremental progression;
- promotion to a higher grade;
- promotion to senior positions;
- provision of an in-service staff development framework:
  - to support teachers;
  - to help teachers prepare for the next stage of their career.

### Objectives

The objective of the reform is to improve the quality of education received by pupils in basic education by improving the quality of teachers and the effectiveness of the management and deployment of teachers. In so doing, it is envisaged that implementation of the proposals will raise the status of the teaching profession and will go at least some way towards meeting the expectations of teachers as expressed in the *National Strategy for Teacher Quality and Development* (FME: 2007). Specific objectives include the following:

- to ensure that teachers know what skills and knowledge they have to display at each career stage;
- to reward skills and additional responsibilities (eg head teacher);
- to provide incentives for improvement – promotion to the next grade will be dependent upon performance;
- to satisfy the public that teachers have reached a certain standard;
- to provide benchmarks for objective assessment processes;
- to provide incentives for teachers in rural areas;
- to support pre-service teacher education reforms through rigorous recruitment procedures.

### How might it work?

In this section an indication is given of how the career path proposals might work in practice.

- Number of vacancies for teachers will be determined each year after a consultation process, including budgetary considerations.
- Annual advertisement will specify the number of vacancies by grade in each LGEA according to level (eg ECCE, primary, junior secondary, special education). This is an implied consequence of the new NCCE curriculum under which teachers will be trained according to level rather than subject discipline.
- Candidates apply, are shortlisted and interviewed by specialist panels.
- New recruits are appointed as “Newly Qualified Teacher” (ie probationer teacher).
- A designated mentor in each school assists new recruits.
- There is effective periodic assessment during the probationary period and a significant review at the end of the two-year period.
- Following completion of the probationary period, there will be normal progression to “Confirmed Teacher” grade. (This is the career grade and some teachers may not progress beyond this stage.)



- There will be annual assessment using the criteria specified in the Teacher Professional Standards Framework
- There will be provision for in-service staff development opportunities.
- With experience and additional skills / responsibilities, there will be opportunity for promotion to the grade of “Experienced Teacher”. Features of promotion to this grade will include:
  - no automatic promotion – it is envisaged that 20-30% of staff will be at or above the grade of “Experience Teacher”;
  - promotion will be competitive;
  - there will be a limited number of such posts in each school;
  - the possibility will exist for staff to move between schools to gain promotion.
- There will be continuing annual assessment using the criteria specified in the Teacher Professional Standards Framework.
- There will be continuing staff development, focusing in particular on leadership roles.
- Thereafter there is the possibility of promotion to the next grade: “Advanced Skills Teacher”. Teachers on this grade may be:
  - head teachers, deputy head teachers;
  - holders of special responsibilities in large schools;
  - teachers of exceptional skill.

### Conclusion and next steps

The proposals in this paper are not new. They are:

- drawn from international best practice;
- consistent with the strategy paper (2007) issued by the Federal Ministry of Education and supported by the National Commission for Colleges of Education (see above);
- analogous to procedures in other sectors eg higher education

They are also essential if the quality of basic education is to be improved. The current situation in which only 75 out of 19,125 teachers in Kwara State reach only minimum standards is simply not tolerable.

It is envisaged that if these proposals are approved by the Executive Council of Kwara State, the next stage will be to sponsor a memo to the Joint Consultative Committee on Education in March 2011 with a view to submission to the National Council on Education and the National Council on Establishments.

In the meantime, within Kwara State, work will continue on two aspects of the career path reform:

- awareness raising and development of in-service training provision in order to (i) support teachers and to prepare them for their next career stage and (ii) train those responsible for assessment;
- development of procedures to place current teachers at the appropriate level within the Teacher Professional Standards Framework. To allay any fears among current teachers, it is being suggested that this process should protect the current salary of teachers, even if teachers are placed at a level below that implied by their current salary grade.

## Annex 4: Conditions of service

1. The salary scale for teachers is the Harmonised Public Service Salary Structure (HAPSS).
2. NCE holders are appointed on grade 7. Graduates are appointed on grade 8 (point 2 if their degree is in education; point 1 if their degree is not in education). Masters degree holders commence on grade 9.
3. For teachers with only basic teaching qualifications, the bar point is grade 14 (for NCE holders) or grade 17 (for graduates).
4. Throughout their careers NCE teachers hold different titles to graduate teachers although they may be on identical grades.
5. When a teacher is promoted, he/she is placed on the salary point of the new scale immediately above his/her current salary.
6. If a teacher fails the promotion stage he/she can have two further attempts before being retired. During this period of extension, no additional increments are awarded.
7. Teachers retire at age 60 or after 35 years service whichever comes first.
8. In basic education schools, there is no minimum grade for head teachers; the grade will vary between LGEA. In small schools there may be a teacher-in-charge rather than a head teacher.
9. The following tables provide a summary of the career route for NCE and graduate teachers with successful progression.
10. The salary “package” for teachers comprises a basic salary, rent supplement, transport allowance, meal subsidy and utility. For a teacher on step 1 of grade 7 (the starting grade for NCE holders) the basic salary represents 71% of the total package. For a teacher on step 1 of grade 14 (the highest grade for NCE holders) the basic salary represents 77% of the total package.
11. Although the salary structure for teachers is uniform throughout the federation, States have the authority to provide salary supplements. In Jigawa State, teachers in basic education receive a salary supplement that is 45% of the basic salary. By way of comparison, teachers in Senior Secondary Schools receive a supplement of 100%. This doubling of salaries for teachers in SSS was introduced in 1999. The supplement for teachers in basic education was introduced by the current administration.

**Table: Teacher with NCE – successful progression**

When	Grade title	Grade
On first appointment	AEO – Assistant Education Officer	07
Appointment is confirmed after 2 years		
1 year after confirmation ie 3 years after first appointment	HAEO - Higher Assistant Education Officer	08 Start on point 2
3 years later	SAEO 2 - Senior Assistant Education Officer 2	09
3 years later	SAEO 1 - Senior Assistant Education Officer 1	10
3 years later	PAEO 2 - Principal Assistant Education Officer 2	12
3 years later	PAEO 1 - Principal Assistant Education Officer 1	13
4 years later	CAEO - Chief Assistant Education Officer	14
This is the bar point for teachers with only basic teaching qualifications.		

Source: Career Path for Teachers and Advisers: Discussion Document: Kwara State, 2008: table 2.1

**Table: Graduate teacher – successful progression**

When	Grade title	Grade
On first appointment	EO2 - Education Officer 2	08  Start on: point 2 if degree in Education; point 1 if degree not in Education
Appointment is confirmed after 2 years		
1 year after confirmation ie 3 years after first appointment	EO1 - Education Officer 1	09 Starting grade for masters degree holders
3 years later	SEO - Senior Education Officer	10
3 years later	PEO - Principal Education Officer	12
3 years later	ACEO - Assistant Chief Education Officer	13
4 years later	CEO - Chief Education Officer	14
4 years later	Assistant Director	15 Lowest grade of Principal
4 years later	A person on this grade working in the field is designated: Director (in basic education) PSG – Principal Special Grade (in SSS)	16
This is the bar point for teachers with only basic teaching qualifications.		

Source: Career Path for Teachers and Advisers: Discussion Document: Kwara State, 2008: table 2.2

## Annex 5: Summary of outcomes from the workshops

Two workshops were held: in Jigawa and Kwara. An interim report was presented at both workshops and the findings discussed. Comments during the workshops find expression in the main report. Both workshops incorporated group work. Because of the different contexts in each State, the focus of the workshops differed in order to build upon the experiences and needs of the State. The following is a summary of outcomes from each workshop.

### Jigawa workshop

The Jigawa workshop focussed on identifying priority areas. Outcomes are summarised using the headings: (i) State-level activity and (ii) Request for ESSPIN support (which are also highlighted by \* under (i)). Each heading is further sub-divided according to areas of need identified in the main section of the report.

### State-level activity

#### *Pre-service*

- \*Give priority to an improvement in the training of teachers, including a review of current provision
- Provide monetary incentives / grants for student teachers
- Support salary increase for teachers
- Instigate guidance and counselling to school leavers before applying for entry to tertiary education
- \*Reform at the College of Education including:
  - Re-orientation towards the new NCE curricula based on specialisms in ECCE, primary, JSS, Special education, Adult and Non-formal
  - Training / support for academic and management staff
  - Reduction in the level of enrolment to enable a focus on better teaching methods

#### *In-service*

- \*Conduct a study into the extent and effectiveness of current in-service training provision with a view to implementing more effective arrangements
- Institute an arrangement for bonding staff who take leave of absence to undertake in-service activities

#### *Strategic direction*

- \*SUBEB and SMOE to liaise with the College of Education to determine need
- \*Consider the needs of the State in terms of pre-service and in-service training, including either expansion of the current college of education or establishment of a second college of education in another part of the State to ease congestion and attract increased student numbers (bearing in mind that students prefer to live in their home locality)
- \*College of education to be given more responsibility for the way in which it allocates its funds (ie reduction in bureaucratic control by the Ministry)

### *Assessing need*

- Conduct regular school census
- \*Develop and introduce improved documentation on teacher transfer both at LGEA and school level
- \*Review of arrangements for the keeping of records on teachers
- \*Consider the appointment and training of record officers in schools (a separate appointment to the head teacher)
- Institute induction arrangements for newly recruited teachers
- SMOE and SUBEB to establish a forum to define their respective roles and responsibilities in order to provide a harmonious approach to supporting schools (currently visits to schools by officers from SMOE and SUBEB may give contradictory advice on eg lesson planning)

### *Deployment*

- Introduce rural posting allowances
- Provide enhance mobility to teachers in rural areas
- Provide quarters for teachers in rural areas
- Provide medical allowances for teachers in rural areas

### *Appraisal and promotion*

- \*Establish professional standards as benchmarks for promotion
- \*Establish more rigorous promotion procedures, including:
  - establishment of a teachers' review committee to consider promotion candidates;
  - consider the reports of inspectors as an integral part of the promotion process;
  - base promotion partially on performance of pupils,
  - establish standardised and centralised examinations for all schools (to give a common baseline for assessing teachers' performance – at present schools set their own examinations)
- \*Conduct awareness raising and in-service training on expected standards and to support staff in preparing for promotion
- \*Review the APER form

## **Request for ESSPIN support**

### *Pre-service*

- Provide training/support for lecturers and management staff at the College of Education

### *In-service*

- Support a study into the extent and effectiveness of current in-service training provision and to make recommendations for greater impact

### *Strategic direction*

- Support capacity building to enhance the planning function in SUBEB and SMOE to help equip the planning office with skills to determine the supply of and demand for teachers and to give strategic direction to the College of Education

### *Assessing need*

- Train record officers or head teachers and teachers on ICT

### *Assessment and promotion*

- Support to establish professional standards as benchmarks for promotion
- Support to establish more rigorous promotion procedures
- Support to awareness raising and in-service training on expected standards and to support staff in preparing for promotion
- Support a review of the APER form

## **Kwara workshop**

The Kwara workshop focussed on exploring the experience of a recent exercise conducted by SUBEB to redeploy teachers. Outcomes are summarised under a range of key questions.

### *What were the objectives?*

- To remove disparity in the distribution of teachers between schools (reduce over-staffing; address under-staffing)
- To ensure all schools are appropriately staffed – in terms of numbers; subject specialism; duty posts
- To cater for the staffing needs of rural schools.
  - There was some discussion about ways in which to meet the needs of rural schools. Suggestions included:
    - transport system such as the bus service in Asa LGA
    - rural housing scheme
    - re-location package for teachers
    - multi-grade teaching
    - increased Local Government commitment to education

The exercise was primarily a redistribution of teachers within LGEAs rather than between LGEAs.

### *What criteria were applied and why?*

- The needs of each school (so that no school will suffer lack of teachers), including
  - staffing levels
  - pupil enrolments
  - pupil : teacher ratio of 25:1
  - subject needs
  - needs of schools in rural areas
- Length of stay of teachers in the station (long-stay teachers were more likely to be re-deployed to remove the tendency of diminishing returns)

- Special requests – eg health, family problems, geographical contiguity, needs of physically challenged teachers
- Political influence – there was recognition that this took place although it was generally condemned

#### *What was the process – who did what?*

- LGEAs provided to SUBEB (i) staff lists; (ii) pupil enrolments per school (iii) proposals for staff movements
- SSOs/SS gave advice on school needs
- SUBEB established a sub-committee to determine redeployment
- SUBEB considered genuine requests (eg family, communities, health)
- LGEA's were invited to meet the sub-committee to defend/present their case
- SUBEB allocated and issued redeployment letters
- Letters distributed by LGEAs
- SUBEB and LGEAs ensured compliance although there was some debate about the extent to which Education Secretaries had been involved in the process

#### *Who were the key actors – what were their roles?*

SUBEB:

- Made decisions on redistribution
- Monitored complaints

SUBEB Board members:

- Approval of the process
- Monitoring and sanctioning of erring teachers

LGEAs:

- Provided (i) guidance on areas of need (ii) authenticated staff lists (iii) lists of pupils per school (iv) recommendations for re-distribution of teachers
- Distributed letters of posting to teachers
- Monitoring and compliance

#### *What has been the outcome?*

- Successful redistribution in some LGEAs – with teachers reporting for duty according to their letters of redeployment
- Many complaints, mainly from the teachers
- Political pressure
- Family pressure
- Proposal for a review

#### *What worked?*

- Teachers reporting according to the redeployment schedule
- Using pupil numbers as a basis for distribution

#### *What didn't work?*

- Criteria for re-distribution was not followed rigidly

### *What could be done better?*

- More preparatory work (perhaps by SSOs) to compile the list of needs of schools and the identification / suitability of teachers for re-deployment (perhaps with some training in this area)
- Issuance of letters by SUBEB
- Need for new criteria for the posting of women (57% of basic education teachers)
- Monitoring and compliance
- Tendency to deplete primary schools for the benefit of JSS.
  - For instance, in one local government after redeploying to all primary schools, it was still discovered that there were 300 extra teachers, so they were deployed to JSS schools

### *What advice would you give to other States contemplating a redeployment exercise?*

Participants believed that the exercise had been useful and listed the following as key components of advice to other States.

- Take out political influence
- Should be transparent
- Inter LGEA transfer must be included to solve PTR issues properly
- Use PTRs as a base for calculating need
- Establish clear criteria (eg number of years a teacher should stay in a post before being transferred again)
- Stakeholders such as the Head teachers and SBMC members should be involved

### **Comment**

Much of the discussion was on the mechanics of the process, but the NUT representative, in particular, laid emphasis on the need to place more focus on “redeploying people rather than files”. The needs of women teachers, physically challenged teachers and the needs of rural areas were mentioned in discussion, but it was a feature of the re-deployment exercise that teachers were never formally consulted on their preferences. It cannot be surprising, therefore, if they used informal avenues of influence to challenge an unwanted posted.

Nor did the re-deployment exercise take into account performance and potential of the teacher. The APER form, for instance, was not consulted during the exercise.



## Annex 6: Special education

One of the specialisms in the new NCCE curriculum is Special Education. This is currently a neglected area in both Jigawa and Kwara. The following tables provide an indication of need. It should be noted that totals may include a student more than once if the student has multiple disabilities.

### Jigawa State

**Table: Enrolment of special needs children in public primary schools: Jigawa State, 2009-10**

Type of disability	Class 1	Class 2	Class 3	Class 4	Class 5	Class 6
Blind / visually impaired	49	64	82	61	46	38
Physically challenged	215	180	154	131	114	103
Hearing / speech impaired	91	126	109	100	84	80
Mentally challenged	72	109	70	65	44	45
<b>TOTAL *</b>	<b>427</b>	<b>479</b>	<b>415</b>	<b>357</b>	<b>288</b>	<b>266</b>

Source: Jigawa State Annual School Census Report 2009-10: Table 3.16

**Table: Enrolment of special needs children in public junior secondary schools: Jigawa State, 2009-10**

Type of disability	JSS 1	JSS 2	JSS 3
Blind / visually impaired	21	9	22
Physically challenged	44	57	67
Hearing / speech impaired	39	25	21
Mentally challenged	6	13	16
<b>TOTAL *</b>	<b>110</b>	<b>104</b>	<b>126</b>

Source: Jigawa State Annual School Census Report 2009-10: Table 3.17

### Kwara State

**Table: Enrolment of special needs children in public primary schools: Kwara State, 2009-10**

	Class 1	Class 2	Class 3	Class 4	Class 5	Class 6
Blind / visually impaired	25	23	24	14	23	14
Physically challenged	59	35	32	47	53	43
Hearing / speech impaired	52	24	39	24	11	10
Mentally challenged	34	21	18	9	8	10
<b>TOTAL</b>	<b>170</b>	<b>103</b>	<b>113</b>	<b>94</b>	<b>95</b>	<b>77</b>

Source: Kwara State Annual School Census Report 2009-10: Table 3.17

**Table: Enrolment of special needs children in public junior secondary schools: Kwara State, 2009-10**

	JSS 1	JSS 2	JSS 3
Blind / visually impaired	12	10	11
Physically challenged	34	37	19
Hearing / speech impaired	41	39	17
Mentally challenged	2	0	1
<b>TOTAL</b>	<b>89</b>	<b>86</b>	<b>48</b>

Source: Kwara State Annual School Census Report 2009-10: Table 3.18

## Annex 7: Terms of reference

### Title of the assignment: Study of teacher management and deployment

**Duration and dates of the assignment: up to 30 days from September 2010 in the first instance**

### Background

Despite the possession of considerable oil wealth, a rising population, inefficient government investment in front line public services and years of neglect have left the Nigerian education system in a poor state. Education indicators are amongst the lowest in Sub-Saharan Africa, particularly for girls. Currently it is estimated that there are 7-9 million school aged children not attending school, a disproportionate percentage of whom are girls.

Since legislation was passed in 2004 establishing nine-year compulsory Universal Basic Education, the main sectoral focus of Federal and State governments has been an expansion of basic education to meet the Millennium Development Goals. There has been a significant increase in investment in the basic education sector through State governments and through Federal sources such as the Universal Basic Education Commission (UBEC). Access remains a problem. Also of great concern are the low quality of education outcomes and the stark inequities in the system.

The Education Sector Support Programme in Nigeria (ESSPIN) is a six year DFID programme of education development assistance and is a part of a suite of programmes aimed at improvements in governance and the delivery of basic services. ESSPIN's aim is to have a sustainable impact upon the way in which government in Nigeria delivers education services and is directed at enabling institutions to bring about systemic change in the education system, leveraging Nigerian resources in support of State and Federal Education Sector Plans and building capacity for sustainability. It is currently operating in six States (Kano, Kaduna, Kwara, Jigawa, Lagos and Enugu) and at the Federal level. ESSPIN builds upon previous technical assistance projects in education and will run in parallel with World Bank credit-funded projects in four of the States (the State Education Sector Project (SESP) in Kano, Kaduna and Kwara and SESP II in Lagos).

### Objectives of the consultancy

The primary purpose of this consultancy is to examine teacher management policies and practices and how they affect the appointment, deployment and professional career structures of teachers. A second purpose is to examine ways in which policies and practices need to be changed in order to have better outcomes. The first aim is therefore to assess the current situation regarding teacher supply and relate this to current teacher management practices. A further aim is to provide guidance on the development of rational teacher management policies and practices.

The study will initially focus on Kwara and Jigawa states.

### Tasks

1. Agree the purposes of the consultancy, a methodology and deliverables with ESSPIN and the relevant state authorities.
2. Review existing studies on teacher policy and management, in particular studies undertaken towards the end of the CUBE Project and relevant material from the USAID ENHANCE project.

3. Assess teacher recruitment and deployment, assessment and promotion policies in the State (issues for consideration should include the Federal appointment scheme as it relates to the State and the role of the TRCN). This will include an examination of:
  - methods of determining needs at school level;
  - criteria for appointment/deployment;
  - selection and appointment processes.
4. Examine the 2009 Annual School Census and other sources to determine the situation regarding:
  - current numbers of employed teachers according to:
    - School level (ECCE; Primary; JSS)
    - Subject area
    - Qualifications
    - Grading and numbers in terms of salary scales
    - Projected retirement / wastage in the teaching profession over the next 10 years
    - Demographic profile of basic education age pupils over the next 10 years
    - Pupil : teacher ratios broken down by: i)the size of schools and ii)urban/rural locations.
5. Provide data on the Colleges of Education in the State and other institutions in terms of:
  - Actual number of NCE and BEd graduates over the last three years in relation to courses of study. How do the numbers related to need?
  - Projected number of NCE and BEd graduates over the next ten years on the basis of:
    - Current intake figures
    - Planned intake figures
    - School/State needs in relation to qualification area/subject
    - Percentage of intake that are non-indigenes and inter-State migration of new graduates
6. Provide projections for the number of required teachers over the next ten years on the basis of State/Federal norms for pupil : teacher ratios.
7. Set out the implications for the colleges of education and other training providers.
8. Provide a brief summary of the work undertaken in Kwara State on the development of a professional career path for teachers and set out the implications of this work for teacher appointment and deployment practices.
9. Set out the financial implications of the findings (the trade off between quantity, quality and pay in relation to the resource envelope), on teacher supply needs and professional development in the pilot States. .
10. Produce an interim report and summary presentations as the basis for a workshop with state officials, teachers and their Union representatives.
11. Facilitate a workshop to consider the above findings and to discuss the effects of these and other incentive/disincentive factors contributing to teacher morale and performance.
12. Summarise the outcomes of the workshop.
13. Provide step by step guidance on how teacher management in the states can be rationalised over a period of five years.

## Outputs

1. Agreement on the objectives and approach with senior State officials.
2. An interim report of findings prior to the workshop.
3. A set of conclusions/outcomes from the workshop.
4. A final report setting out the connections between teacher management and deployment, and measures to increase professionalism and motivation and providing step by step guidance for the development of rational teacher management practices over the next five years.

## Institutional arrangements

The consultant will report to the Lead Specialist, Education Quality and while working in each state, with the relevant State Team Leader. The consultant will work closely with the State Specialist, Education Quality, who will assist in facilitating meetings and providing local knowledge. The location of the work will be Kwara, Jigawa and Abuja.

## Required competencies

### *Qualifications/experience*

A minimum of a post graduate qualification in a relevant area.

Over ten years' experience of institutional development

Extensive experience of public sector employment and management issues in a developing country context.

Experience of providing professional inputs in development assistance programmes

Experience of working with Nigerian government institutions and civil society groups

### *Knowledge*

Practical knowledge of teacher management issues in Nigeria.

Knowledge of Nigerian Government structures and systems

### *Abilities*

Ability to manage change through other people

Possession of inter-personal skills and the ability to deploy them as and when necessary

Ability to provide constructive guidance and feedback to other professionals

## Annex 8: Itinerary

Date	Activity
Pre-visit	In UK - Work plan and desk study including analysis of School Census data
September 19	Travel from UK to Abuja
20	Arrive in Abuja; meeting with Steve Baines, ESSPIN; travel to Kano
21	<p>Travel to Jigawa</p> <p>Meeting with Mustapha Ahmad, STL and Abubakar Nashabaru, Community School Interaction Specialist</p> <p>Meeting with the Acting Chairman (and Chairman of the Establishments Committee), Director of Internal Audit (member of the Establishments Committee) and Director of Works, SUBEB</p> <p>Meeting with the Acting Director of PRS, Director of EMIS and staff, SUBEB</p> <p>Meeting with the Permanent Secretary and Directors of SMOE</p>
22	<p>Meeting with the Education Officer and staff at Dutse LGEA</p> <p>Meeting with the Head teacher and staff at Dr Nuhu Sunusi Primary School, Dutse</p> <p>Data analysis with staff of the EMIS Unit, SUBEB</p>
23	<p>Travel to Gumel College of Education: meetings with:</p> <p>the Provost</p> <p>the Bursar</p> <p>the Dean of the School of Primary Education, Magaji Bashir, Director, Centre for Human Resources Development, Head of the Examinations Office</p> <p>the Dean of Students and a tour of the campus including meetings with students</p>
24	<p>Meeting with Mal Abdullahi Hudu, Director of the State Education Inspectorate and Monitoring Unit (SEIMU)</p> <p>Debriefing with Abubakar Nashabaru</p> <p>Travel to Kano</p>
25	Travel to Abuja
28-October 1	(Other ESSPIN activity)
October 2-7	<p>Travel to Ilorin</p> <p>Meetings with Emma Williams, STL</p> <p>Meetings with STL and Mary Atolagbe on career path issues</p> <p>Meeting with the Executive Secretary of SUBEB</p> <p>Meeting with members of SUBEB on staff deployment</p> <p>Meeting with Task Teams on Career Path</p>
8-9	Travel to Abuja and return to UK

Post-visit	In UK - Analysis and documentation and report writing
November 14-15	Travel from UK to Abuja and thence to Kwara
16-27	Office meeting to discuss Career Path issues Meeting with Executive Secretary, SUBEB and members of the Career Path Task Teams Meeting with SUBEB staff Travel to Kwara
28- December 5	(Other ESSPIN activity)
December 6	Meeting with senior staff of the Teachers' Registration Council of Nigeria (TRCN)
7-10	(Other ESSPIN activity)
11	Return to UK
Post-visit	In UK – report writing
January 16	Travel from UK to Abuja
17	Arrive in Abuja; meeting with John Kay, ESSPIN; travel to Kano
18-20	Travel to Jigawa Meeting with Mustapha Ahmed, STL, Jigawa and staff Preparation for Workshop on the Study of Teacher Management and Deployment Meeting with ESSPIN staff on the Study of Teacher Management and Deployment Workshop for stakeholders on the Study of Teacher Management and Deployment
21-22	Travel to Kwara via Abuja
23-31	Meetings with Emma Williams, STL and ESSPIN staff Preparation for and delivery of Workshop on the Study of Teacher Management and Deployment Preparation of the final report (Other ESSPIN activities)
February 1	Travel to Abuja for other ESSPIN activities
12	Return to the UK

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