

**Education Sector Support Programme in Nigeria
(ESSPIN)**

**Analysis of the role of Local Government Authorities and
Local Government Education Authorities in supporting basic
education in Nigeria**

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ESSPIN 001	ESSPIN 1 st Quarterly Report
ESSPIN 002	MTSS Strategy
ESSPIN 003	M&E Strategy
ESSPIN 004	Inception Strategy
ESSPIN 005	Initial Report from the MTSS Task Team Leader
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- KW 301 An Assessment of the Development needs of Teachers in Nigeria – Kwara State Case Study
- KW 302 Oro College Review of Strategic Priorities
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- KW 305 Institutional Strengthening of Oro College
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Acronyms and Abbreviations

APA	Annual Performance Appraisal
CDA.....	Community Development Association
CBO.....	Community Based Organisation
DEC	District Education Committee
ESDD	Education and Social Development Department
ES.....	Education Secretary
ESSPIN	Education Sector Support Programme in Nigeria
ETF.....	Education Tax Fund
GL	Grade Level
HoD.....	Head of Department
HoS	Head of Section
HT	Head Teacher
JSS.....	Junior Secondary School
LG	Local Government
LGA	Local Government Area / Authority
LGC	Local Government Council
LGEA	Local Government Education Authority
LGEC	Local Government Education Committee
LSS	Local Schools Supervisor
MoE	Ministry of Education
MoLG.....	Ministry of Local Government
NCE	Nigerian Certificate in Education
NPE	National Policy on Education
NUT.....	National Union of Teachers
P&S	Policy and Strategy
PATHS 2	Partnership for Achieving Transformation of Health Systems 2
PFM	Public Financial Management
PRS.....	Planning, Research and Statistics
PSR.....	Public Service Reform
PTA	Parent Teacher Association
SAVI	State Accountability and Voice Initiative
SBMC	School Based Management Committee
SC.....	Supervisory Councillor
SESP	State Education Support Project
SPARC	State Partnerships for Accountability, Responsiveness and Capacity
SUBEB	State Universal Basic Education Board
UBE(C)	Universal Basic Education (Commission)

Abstract

1. Local governments have the mandate to participate in basic education. However, currently there is a lack of coordination between local and state governments in terms of strategic planning and budgeting, which results in inefficiency and duplication. Local government education authorities receive little funding or relevant training, which constrains the support they can offer to schools. They serve two masters – political allegiances and local priorities on the one hand, and administrative responsibilities on the other. Throughout the system, an absence of transparency and accountability has resulted in low levels of trust and a lack of appropriate demand for quality.

Executive Summary

2. This report provides a summary of two three-week scoping visits to Jigawa, Kwara, Kaduna and Kano States to look at the role of LGs in supporting basic education. The first visit was carried out by a single ESSPIN consultant. The second was visit was in collaboration with SPARC and included two of their consultants. Separate reports were prepared for Kaduna and Kano states, and the main points from these have been incorporated here.
3. The report considers not only the constitutional role and functions of LG, but also how these roles and functions play out in practice. This has revealed duplication of effort and funding, inefficiency and a lack of consensus between the different actors. Whilst LGs are constitutionally responsible for education, in practice it is SUBEB who administer and manage schools through LGEAs, amid little consultation with LG Councils (LGCs).
4. The option for ESSPIN of not engaging at LG level seems to be unfeasible if the ESSPIN objectives are to be achieved. LGs can play a crucial role in funding and supporting quality delivery of education in schools. Due to the size and scale of Nigeria, sub-State entities are necessary to ensure adequate management and governance of education. From international research it is clear that sustainability and equity of results require transparent, consultative processes for allocation and distribution of resources. Monitoring and evaluating development made using standard indicators will also help identify where these processes are and are not working.

Conclusions

- By **law**, local governments are expected to participate in basic education provision.
- The **relationship** between LGs and the state involves the LGs entering into an agreement with the State whereby SUBEB manages basic education services and LGs provides funding for teachers' salaries.
- The **organisational relationship** between the LGA and LGEA replicates that of the LGC and SUBEB – the LGEA manages the schools and teachers, and the LGC assists with funds according to local priorities. LGAs also tell the LGEAs who to employ.
- The **finances available to support schools** are severely limited and in most states nonexistent. LGEAs receive, in the main, inadequate overheads, which are not intended to be passed on to schools (except in Jigawa State). LGCs have large budgets for capital and recurrent education expenditure, which they can allocate as they wish. SUBEB provides training to teachers, infrastructure and instructional materials.

- Much of the **management information** used by SUBEB is generated by the LGEAs. LGCs do not generally make use of this data in their planning or budgeting. No planning was evidenced at LGA or LGEA level and there was little to no awareness of state level strategic plans or how they would impact on the LGEAs.
- LGEAs provide **advisory services** to schools and HTs mostly in regards to administrative procedures. In most states there is duplication in the roles of the multiple inspection bodies which exist, although some states have begun to address this issue.
- The **constraints on leadership** at all levels in the education system include lack of capacity, both financial and human, political interference and a lack of trust.
- In **summary**, LGEAs are the managers and guardians of schools, but a continual lack of financing has resulted in a streamlining of activities to those that are possible without funding. LGEAs do not plan strategically or monitor performance against targets instead they act on instructions by funnelling information from schools to SUBEB and managing personnel issues. LGAs on the other hand do have funds, but are restricted in their use of strategic planning to influence budgets by political considerations. Both LGAs and LGEAs work in an institutional framework which lacks both clarity and explicitness. Overall, accountability and transparency are severely limited by a lack of trust between the state and the LGAs.

Options and next steps

5. LGEAs have specific functions. There is much scope for addressing the role of the LGEA office by reconsidering the functions which would be most useful in terms of supporting and advising schools and who can do this best.
6. The first thing to be done at state level is to review the institutional framework to produce laws that define clear lines of accountability by increasing the transparency of decision making, strengthening reporting structures and encouraging consultation.
7. Once this has been completed then there will be a need to carry out institutional development within LGEAs and assist them to fulfil their redefined function effectively and efficiently.

Capacity of LGA and LGEA staff

- Review appointment processes for ES and all other staff
- Review and amend procedures for the deployment of teachers to the LGEA offices and recruitment of non-teaching support staff.

- Compare new roles with current staff profiles.
- Strengthen capacity at LGEA and LGA level.

Increased efficiency and effectiveness of LGA and LGEA in supporting the delivery of basic education

- Set clear achievable targets for LGEAs.
- Increase accountability by improving communication channels between levels of government and communities. The delivery of basic education is currently very inefficient and also highly inequitable. There is little evidence to link expenditures at the federal, state or local government levels with resources received by schools
- Increase transparency by improving coordination in planning and budgeting between levels of government and communities and harmonising the funding of education.
- Increase support to LGEAs by SUBEB to allow for more local decision making.
- Strengthen the support and advisory role of LGEAs to schools.
- The LGEA (as part of SUBEB) and the LGC need to have a clear institutional framework in which they operate. This should be reflected in the state laws, and include lines of accountability and reporting mechanisms, as well as managerial responsibilities of each actor. The ESDD should be included in this review.

Resources and capacity needed by LGC and LGEA to provide better support

8. LGEAs need training, funding and support (technical and governance) from SUBEB to be able to provide schools with better support.
9. LGCs have the resources necessary to support schools, but how they use these resources is the issue. Trust needs to be built up on both sides. A good start to this would be SUBEB becoming more transparent in its resource allocation mechanisms.

Extent of ESSPIN engagement required at LG level in order to deliver outputs

10. ESSPIN's engagement initially should be at the state level, through SUBEB to make improvements in SUBEB's capacity to manage and govern LGEAs. Similarly, capacity can start to be built in the LGEAs. ESSPIN could engage directly with LGEAs through organisational support such as defining functions and roles, setting indicators, working with inspectors, managing teachers, etc. It is envisioned that workshops would be held at the state or Zonal levels working with key staff of the LGEAs and SUBEB.

Strategy options for this engagement during the ESSPIN Inception period (January-May 2009) and beyond.

11. The main areas identified during this scoping include the following:
 - Re-assessing definition and duplication of roles and functions, including a review of legislation
 - Increasing communication and consultation between LG and State on planning and resource allocation
 - Increasing efficiency and equity of resource allocation through the Finance Department (SUBEB and LGEA) and LGCs
 - Increasing transparency of decision making mechanisms – SUBEB and LGCs
 - Increasing accountability and monitoring and evaluation – budget tracking
 - Improving and supporting quality development and assurance through School Services and Inspection Sections / Departments
 - Analysing data collection and presentation for management and M&E use through the PRS Section / Department

Section 1: Introduction

Introduction

12. Every year in Nigeria funding is made available, policies are formulated, plans and budgets are approved. And yet there are still schools without any pupil furniture or safe classrooms, unqualified teachers are still being employed and rural schools have few or no teachers. Implementation of education plans takes place at the Local Government (LG) level, where education managers known as Education Secretaries (ESs) supervise teacher deployment and school inspections. This report is the result of a study into the role of local governments in supporting basic education delivery and attempts to look at some of the reasons why strategic plans are not being successfully implemented. This consultancy has been carried out during the pre-inception phase of ESSPIN and therefore is set in the context of preparation of inception plans at Federal and State level. In Kwara State, the collaboration and support of the Institution Building Component of the state's reform agenda was fundamental to the research carried out there.

Purpose of the Consultancy

13. The purpose of this consultancy was provide a sound basis of knowledge for ESSPIN engagement at local government level by studying the constitutional and practical role of Local Government Authorities (LGAs) and LG Education Authorities (LGEAs) in the governance, funding, management and monitoring of schools, their modes of operation and their potential in facilitating educational improvement. This knowledge is then used to recommend strategy options for ESSPIN engagement during the inception period (January – May 2009) and beyond. It should also raise issues around implementation which will (even without direct LGEA engagement) need to be considered while working at the state level.

Structure of the report

14. The report is divided into two main parts. First of all there is a situation analysis of the role of LGs in basic education. This is based on the report produced at the end of the first visit and is extended by information discovered during the second visit. Secondly conclusions, options and next steps are presented. Supplementary information, some of it state specific is contained in the Annexes.

Methodology and main activities

15. This report is the result of two scoping visits. The first visit consisted of field visits to Jigawa and Kwara States. These included discussions with stakeholders at local government and state level. The first visit was undertaken by one ESSPIN consultant.

16. The second visit was undertaken in collaboration with DfID's State Partnership for Accountability, Responsiveness and Capacity (SPARC) programme. Kaduna and Kano State were covered using a team which included the same ESSPIN consultant from the first visit and four national SPARC consultants (two for each state). The tasks were assigned according to SPARC work streams. These are policy and strategy (P&S), public service reform (PSR) and public financial management (PFM). This enabled a more in-depth analysis of governance and management issues. An emphasis was made on the existing relationships between state and local government organisations involved in basic education delivery including its financing and management. This helped us form an assessment of the level of initial engagement. Areas analysed include:
 - Mandate
 - Policy formulation
 - Consultation
 - Planning and budgeting
 - Monitoring and evaluation
 - Personnel management
 - Financial management
17. In Kaduna State DfID's State Accountability and Voice Initiative (SAVI) also made valuable input into the analysis process. During our visit, SAVI were conducting Community Based Organisation (CBO) mapping at the LG level which included a community assessment of teacher quality. Some of the issues raised have been incorporated into this report.
18. Stakeholders met in the four states include the following:
 - Commissioner of Education, Ministry of Education (MoE);
 - Permanent Secretary, Directors of Departments - Ministry of Local Government (MoLG)
 - Local Government Chairmen, Vice Chairmen, Councillors, Supervisory Councillors (SCs), Secretaries, Treasurer, Heads of Department (HoDs)
 - Chairman and Secretaries of State Universal Basic Education Boards (SUBEB); Permanent Members of SUBEB Board; Heads of Department SUBEB
 - Zonal Inspector of Education MoE; Zonal Co-ordinator SUBEB
 - Education Secretaries, Heads of Section, Staff and Local School Supervisors (LSS) of LGEAs
 - Junior Secondary School (JSS) Principals, Primary School Head Teachers (HTs), teachers
 - State Vice Chairman National Union of Teacher (NUT), LG Chairmen NUT, State Chairman Parent Teacher Association (PTA)
19. The purpose of these consultations was not only to investigate systems and functions, but also to assess capacity, awareness levels and communication

channels. However, one of the most important elements of the visit was the role that incentives play in the implementation of policies. Documents were obtained where available to form a basis for evidence through triangulation and also to provide statistics and data. Relevant reports and legislation were reviewed. Discussions were also held with SPARC programme staff in Jigawa, Kaduna, Kano and Abuja. SAVI and DfID's Partnership for Achieving Transformation of Health Systems 2 (PATHS 2) state team leaders in Kaduna State also provided an input.

Section 2: Findings

Mandates

20. The role and functions of local government in the delivery of basic education are set out in the 1999 Constitution, National Policy on Education (NPE), the State Universal Basic Education (UBE) Acts and the State enacted Local Government Laws. A summary is shown in Annex 1. The constitution mandates local governments to “participate” in education by “providing and maintaining” primary education. The NPE extends the role of LGs to include the “planning and administration” of basic education and states that LGs have a “shared responsibility for the funding and management of basic education” as provided for in the constitution. This they are expected to do through the LGEAs.
21. But how much control of the LGEAs do the Local Government Councils (LGCs) have? This ambiguity is emphasised by the fact that LGEAs (according to state UBE Acts) are administratively under the control of the state (SUBEB), and yet are supposed to manage basic education on behalf of the LGs (according to the NPE).
22. A “shared responsibility for ... funding” results in the three tiers of government replicating efforts with a complete lack of coordination. The Federal Government assists by providing the “intervention fund” to states, which the states must match with an equal grant. This is used based on guidelines formulated by the UBE Commission (UBEC) at federal level. At the same time, LGs are building, renovating and furnishing classrooms unaware of how much funding is allocated to their LG from the joint “intervention fund” or where the projects will be located. The LGs are also paying for teachers, although in some states, they are unable to carry out staff audits to check who exactly they are paying for, due to a lack of cooperation with SUBEB.

23. The State UBE Acts are generally poor at giving a clear delineation of responsibilities. A few examples are given below.

Management of capital projects

Responsibility for capital projects is not specified. In addition, no coordination mechanisms are in place to align capital projects undertaken by different actors and allocation mechanisms and accountability lines are not specified.

Staffing issues

The authority delegated to LGs to employ GL 01 – 06 has caused a disconnect between the state and the LGs. Clear rules and guidelines re recruitment budgeting and planning are not specified. In Kwara, there are very specific rules on deployment to rural schools.

Overheads to LGEA offices

The agency responsible for funding LGEA OHs - SUBEB (from the state finances) or LGCs (as deductions at source) are not specified. Allocation mechanisms such as population or enrolment are not stated. The purpose of these funds and the reporting lines for LGEAs are also absent.

Policy and Strategy

Policy Formulation

24. Policy formulation is carried out at the state level. LGs have no role in this although consultation with stakeholders does exist to some extent at the state level. Education administrators expressed some concern about policy formulation and their own lack of involvement or voice in the process, which at times is political. There also seems to be a disconnect between policy formulation and budgeting, resulting in good ideas failing due to a lack of resources.

Communication

25. Although LGEAs provide a great deal of information to SUBEB in their monthly reports (in the cases where these are submitted), communication from SUBEB to LGEAs is mainly instructional, although there were some cases of consultation reported and this has had a positive effect on the level of trust between LGEAs and SUBEB. Very little communication exists between SUBEB and LGCs directly, with the MoLG often being a channel between the two.

Consultation

26. Consultation was generally seen to be weak. However, governors do communicate from time to time with LG Chairmen in a consultative manner. Feelings were expressed that communication and consultation are not necessary formal structures, although it was identified that personal relationships contributed greatly to success at all levels. Cordiality was mentioned many times, and the avoidance of adoption of policies “by force” was also recognised as a way to manage change. Trust and a belief in the competency of others are lacking between most of the actors, and consultation has in some cases overcome this.

Strategic Planning and Implementation

27. Outside Jigawa State, there was little evidence to show that LGEAs or LGCs were preparing plans other than budgets. Therefore, there is a lack of strategic direction for education at the LG level. However, some LG Chairmen and SCs highlighted issues to which they were responding such as: deployment of teachers to rural areas; and in an urban LGA a lack of space. In both of these cases, SUBEB was unaware of the strategies put in place, which emphasizes concerns over co-ordination and harmonisation.

Decision Making

28. Part of the role of LGEAs, mentioned in the NPE (2008), is to provide the State MoE (through SUBEB) with statistics and information for planning purposes. Therefore the LGEAs should send monthly reports to SUBEB which include both management information and plans. They are supposed to make recommendations to SUBEB about staffing and training issues and infrastructural needs. LGEAs have very little decision making power - they make decisions about who goes on courses and how to distribute materials and minor repairs, which are based on the data they collect and store. This process appears to be significantly more transparent and functional in Jigawa State than in other states visited and in some LGEAs, it does not seem to exist at all.
29. SUBEB makes the majority of decisions regarding quality and use of funds. These decisions are made based on information from the LGEAs, but there is no consultation either with them or with the LGCs. The LGCs make independent decisions about the use of their own funds. LGCs are given information by the LGEAs on staff, student and school statistics. Decisions regarding LG education expenditure are made on an ad hoc basis depending on: their monthly allocation; political considerations; and on requests they receive from the LGEA or the Education and Social Development Department (ESDD) through the Supervisory Councillor. See Annex 2a for more information on decision making. This lack of planning and coordination especially in terms of construction of classrooms is an inefficient and an ineffective use of federal, state and LG funds.
30. The constraints on leadership in LGCs and LGEAs are mainly of a political nature, but personal incentives are also at play. Some of these constraints are listed below. One SC stated "ESs have no power, they are just instruments."
- LGC - Politics, decision making ability, ownership, instability in allocation payments
 - LGEA - Politics, lack of funding, lack of support and consultation from SUBEB and LGC.

Accountability

31. LG is to varying degrees accountable to the state, but the reverse is not true as accountability is vertical and upward (see Annex 2b). No one is accountable to communities. Ultimately, the Governor governs LGC activities through the control of their monthly LG allocations. SUBEB seems not to be accountable to any one. They send reports to the Ministry of Finance and UBEC and in some cases the MoE and MoLG. However, there tends to be a lack of demand for information from the LGCs and a perceived lack of need for LGEAs to be informed of projects. Accountability is to some extent provided for in the state UBE Acts by the establishment of Local Government Education Committees (LGECS) and District Education Committees (DECs), however, their powers are not well defined and they were not found to be functioning in any of the LGs visited.

Monitoring and Evaluation

Standards

32. Standards are set at the state or federal level and are weakly monitored at all levels, but most frequently at the LG level. Comparative data is not always available to assess progress towards achieving targets. For example, information relating to actual pupil to qualified teacher ratios is not easily available at either the LGEA office, or SUBEB.

Advisory services

33. The LGEA advises the LGC on areas of need and makes suggestions and requests. It was claimed that some advice and support is being given to School Based Management Committees (SBMCs) but there is no clarity as to who is responsible for this or the level of support which should be given. Training in setting up and supporting SBMCs has been given to different stakeholders by different organisations and this does not seem to be cohesive. Where the World Bank State Education Support Project (SESP) is funding SBMCs there is more awareness and active engagement in SBMC activities by the communities, schools, LGEAs and LGAs as they have resources to carry out projects.

Supervision and monitoring of schools

34. The LGEAs inspect all of their schools 3-4 times a term, although it is likely that schools close to the LGEA headquarters will be inspected more than rural ones. In one LGEA visited it was reported that teachers were observed teaching in the classroom and forms were produced to verify this. However, inspection is mainly focused on administrative detail rather than the quality of teaching and learning. Schools are inspected for record keeping, lesson note preparation, attendance of teachers, etc. In some states LSSs are given an allowance with their salary (deducted at source from LG allocations) of N2000 a month. This is not monitored or budgeted for. In Jigawa State inspection costs come from the LGEA overheads. LGEAs also send out teams of inspectors, which include members of the PRS, Admin

and Personnel, etc Sections. These team inspections appear to occur a couple of times a week. Each LSS is assigned to particular schools, but this was not identified as an issue which might prevent impartiality. In addition, Zonal Inspectors inspect schools at least once a term, but it was admitted that they did not reach all schools in a term. The State also sends inspectors to schools, who normally visit the LGEA office to discuss what they find. The NPE (2008) specifies that this should happen: "The LGEAs are also to work with State and Federal bodies to ensure the inspection and supervision of education."

35. Some LGCs use traditional rulers to sensitise and mobilise communities to enrol their children and also to check the attendance of teachers. LG Education staff would appear to make inspections, particularly when the LGC is carrying out renovation or construction projects. SBMCs were not mentioned as supervising or monitoring schools. However, this does not mean that communities are unaware or unconcerned about quality issues.

Data collection

36. Data collection is carried out in all LGEAs. However, the level of analysis carried out varies according to the personal capacity of the PRS staff. Whether the ES uses it to make management decisions is also due to the technical proficiency of the ES and their commitment to the job. ECCE data is being kept in almost all of the LGEAs visited, but special education is considered to be under the Education and Social Development Department of the LGC. The question of IQTE data collection and duplication of records is an issue in Kano State, and possibly in others. Data on private schools such as enrolment and teacher qualification is not collected or stored at LGEA level. School census forms are issued to private schools, but the few collected are forwarded straight to SUBEB or the MoE.

Management and Personnel

Organisational Structure

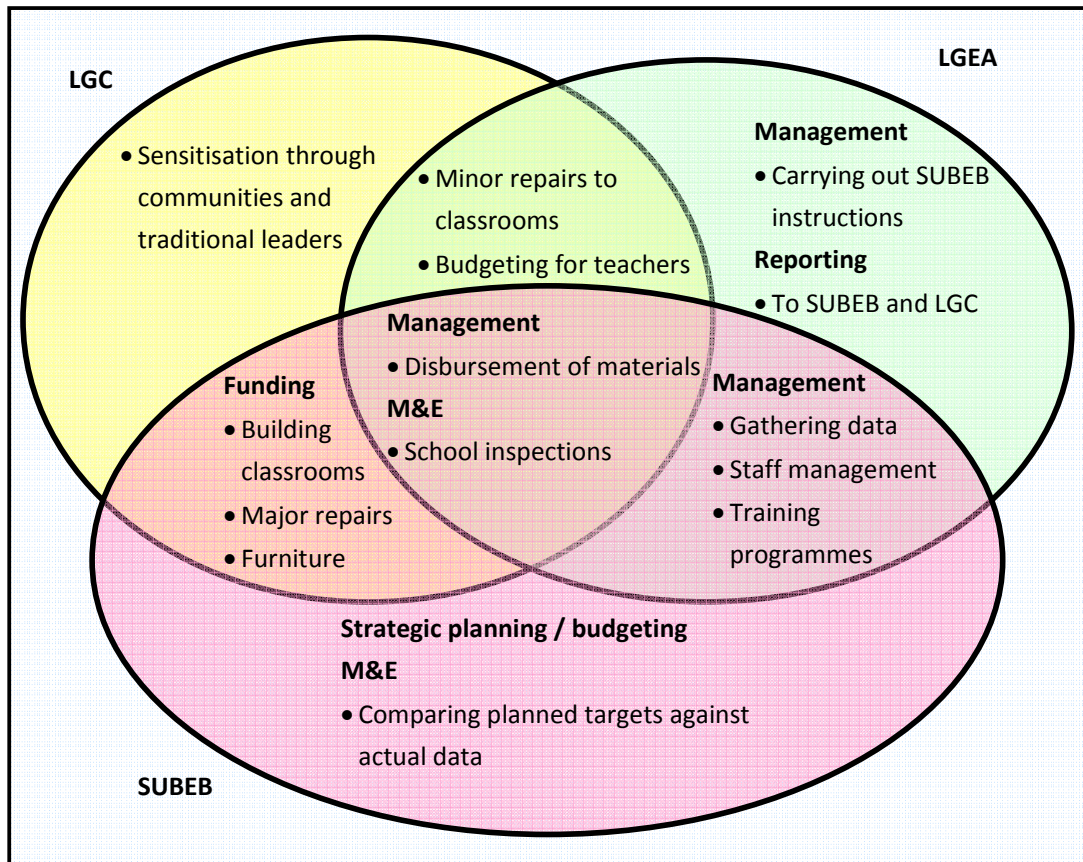
37. Departments of Education and Social Development exist in all LGs and are run by a Head of Department. The functions of this department are not stated clearly in any law, or at the LG itself, but the constitution assigns primary, adult and vocational education to LGs. The HoD interviewed gave the education functions of his department as: overseeing educational programmes in the LGA including supervisions of schools (carried out very sporadically due to lack of funds); provision of materials to schools on behalf of LGC; and site visits to classroom renovations with the LG HoD Works Department.
38. The level of ESDD activity tends in practice to depend on the funding given to their office, which seems to be minimal and is provided on an ad hoc basis in response to requests to the LGC. However, in the LG budgets for 2009, the ESDDs have

considerable budgets. There is a weak link between the ESDDs and the LGEA, they meet infrequently and their meetings have no formal agenda.

39. The Ministry of Local Government (in most states) does not have a Department of Education and Social Development. This means that the LG ESSD does not have a direct line of reporting. There are some links with MoE parastatals and agencies such as those responsible for adult literacy and mass education.
40. There is a stronger link between Supervisory Councillors and Education Secretaries. The SCs are more engaged with the ESs as they form a link between the LGEA and the LGC. Requests to the LGC from the ES are often funnelled through the SC. Supervisory Councillors in some states are appointed from the elected councillors in the LGC, in others they are appointed by the LG Chairmen. In Jigawa State ESs are technical officers appointed in a transparent manner with clear roles and responsibilities and criteria for appointment. However, in the other states, where ESs are still being appointed by LG Chairmen, the appointment is less transparent, which has resulted in the cadre, capacity and experience of some ESs to be lower than that of their own HoSs.
41. In some LGs the link between the ES and the SC is very strong and the SC acts as a mentor and advisor to the ES on policy. For example, in one LGA in Kwara State, the SC initiated a Rural Volunteer Teacher Scheme, with approval and funding from the LGC, which the ES was implementing. This involved interviewing, examining and selecting NCE graduates from the rural areas in the LGA to be appointed as LG staff on N5000 per month. After a year, they are examined again and those who pass are put on N7000 a month. Contact is now being made with SUBEB about absorbing these teachers. It was described as an attempt by the LG to employ teachers of a certain standard who would stay in the rural communities. However, SUBEB does not approve of this locally generated policy (which used to exist state wide) which they felt infringes on their role. This is also an example of the complexities of decentralisation – when systems have been abused (such as employment at LG level, which has added to the paucity of quality in Nigeria’s teaching workforce), control is taken back by central government and the abuse is used as an explanation for lack of decentralisation. This also highlights the lack of trust and the strong lack of belief in competence existing between the levels of government.
42. ESs are directly responsible to SUBEB for the administration of education in their LGA. Many ESs at the end of their tenure are posted to SUBEB. Again it is not transparent how LGEA staff and teachers are posted from the LGAs to SUBEB, and some are still collecting their salaries from the LGEA allocation. Regular contact and frequent requests for information between ESs and SUBEB were reported.

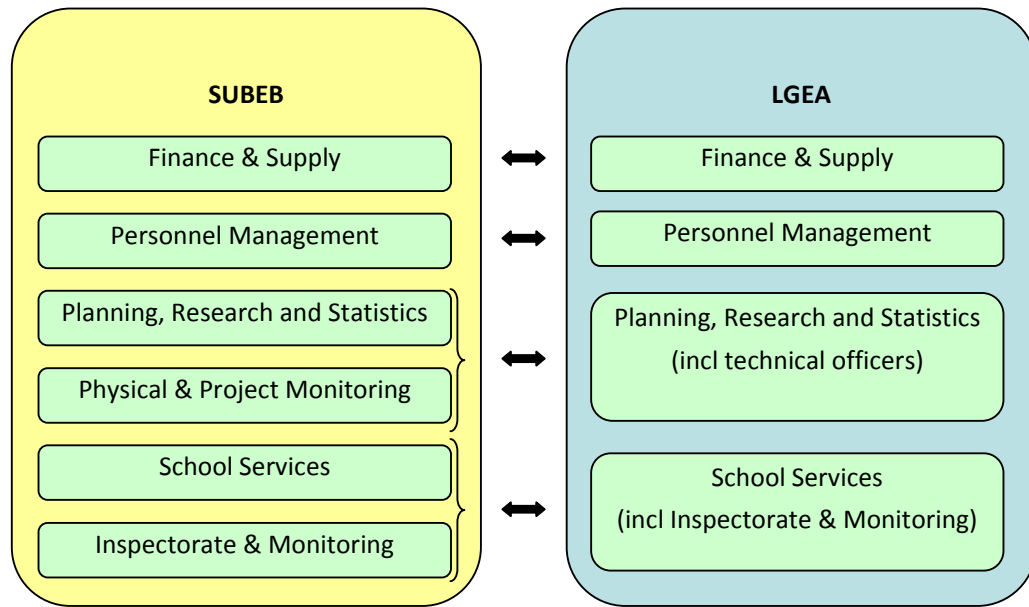
43. The overlapping roles and functions of LGCs, LGEAs and SUBEB are shown in the Figure 2.1.

Figure 2.1 Roles and functions of different education actors



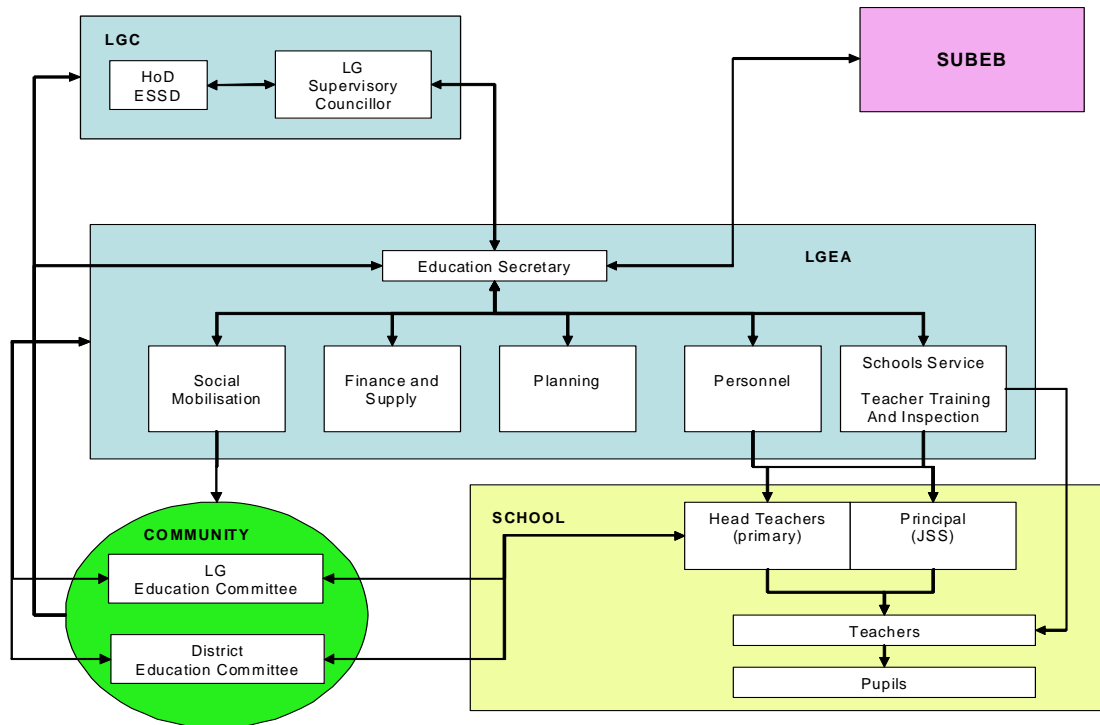
44. The organisational structure of LGEAs replicates that of SUBEB to a great extent. There are ample links between the functions of the departments and the sections (see Figure 2.2).

Figure 2.2 Organisation of SUBEB and LGEA



45. The NPE (2008) lists the functions of LGEAs. Several of these functions are not being carried out. For example: LGEAs are not developing and maintaining education plans; undertaking minor repairs of classrooms (except in Jigawa); supervising DECs; disbursing funds to schools; or retraining teachers. A complete list of the functions is contained in Annex 3. Figure 2.3 shows the links between the LGs, the LGEAs, communities and schools.
46. In none of the LGAs visited were either the LGEAs or the DECs functioning. However, in some states (eg Jigawa) district heads were used successfully to increase and maintain enrolment figures. In many of the states, there was no clear responsibility for “social mobilisation” and in only one LGEA was the officer responsible for this unit actually present.

Figure 2.3 Organisation of LGAs, LGEAs, communities and schools



Staff management

47. Personnel officers, especially at LGEA level, are often teachers deployed to the headquarters. No training is given in personnel management so that even those with the relevant qualifications learn on the job. As a result, personnel management was seen to be disorganised with files and management information out of date and prepared only on a request basis. However, basic summaries of numbers of teachers, etc were easily obtainable and staff in this section held such information in their heads. There is no transparency around deployment of teachers to the LGEA office.

Job Descriptions

48. Job descriptions at LGEA level do not exist, however, the LGEA staff members were aware of an intangible “schedule of duties” which is historical, based on current practices and inherited from existing staff. This generally results in a lack of proactive or creative response to education or management issues that arise. However, where funds are available to LGEAs (in the form of overheads) and where you have dynamic and experienced ESs resourceful solutions were being implemented to address to local problems. Most HoSs (especially in the Planning, Research and Statistics (PRS) Section) also displayed an in-depth knowledge of the problems they witnessed and were able to analyse and suggest solutions.

Recruitment

49. Recruitment of qualified teachers (Grade Level (GL) 07 and above) is carried out by SUBEB if the LGC requests for it. This does not happen very frequently – probably due the fact that it would reduce the LG allocation reaching the LGC. However, other types of recruitment happen on an on-going basis. Firstly, SUBEB (in Kwara State) or (more often) LGEAs replace staff who have retired or died with new staff. This “replacement” (classified differently to recruitment and therefore following a less rigorous system) is a way of employing staff without increasing salaries. Therefore one experienced qualified teacher could be replaced by 3 unqualified teachers or non-teaching staff. Secondly, staff are transferred between LGAs – this happens infrequently and has to be approved by SUBEB. Thirdly, LGCs are not keen to employ non-indigenes and would rather employ unqualified locals, than qualified “foreigners”. Finally, sufficient checks are not being made on the new employees. There is evidence in all the states to suggest that false certificates are being used to gain employment, especially at the LG level.
50. A serious recruitment issue is that of the authority delegated to LGs to employ staff on GL 01 to 06. Teachers both qualified (those with the minimum requirement of Nigerian Certificate in Education (NCE) qualification) and unqualified are being employed by LGEAs and LGCs to teach in schools. These teachers are put on GL 01 to 06, whereas NCE holders should be employed on GL07. Since formal SUBEB recruitment of qualified teachers happens rarely due to the increase in the deductions from LG allocations, this delegated authority recruitment has resulted in huge numbers of unqualified teachers being appointed especially in the northern states. The resulting pupil to qualified teacher ratio is therefore predictably extremely high in the northern states (see Table 2.2). In Kwara State there is a greater profusion of NCE graduates in most LGAs, although variances do exist. However, as was revealed by the recent teacher assessment exercise, qualification does not equate to quality.

Table 2.2 Teacher Statistics

<i>Statistic</i>	<i>LG and State</i>		<i>Amount</i>
Pupil to Qualified Teacher Ratio	Kiyawa LG	Jigawa State	322:1
	Edu LG	Kwara State	36:1
Percentage of qualified teachers in primary schools	Gaya LG	Kano State	18%
	Oyun LG	Kwara State	89%

Deployment

51. Deployment is covered in detail in the Kwara SUBEB Act. However, there are still schools in rural areas without sufficient teachers. Teachers employed through patronage are not ready to go and teach in villages where there is no electricity, roads, water or houses. Teachers from those villages are unlikely to have the connections necessary to gain employment. Although officers in the LGEA office (especially from the PRS and Schools Sections know which schools have both severe teacher shortages and excess numbers of teachers, pupil to teacher ratios play little part in determining either recruitment or deployment.
52. One of the CBOs which took part in SAVI's research in Kaduna State suggested paying women from their community to go for NCE training as they believe that women are more likely to stay in the community where their husbands live.

Head Teacher Appointment

53. This is done by LGEAs and is approved by the Board. There are many Head Teachers who do not have the minimum teaching qualification of NCE, but have a Grade II qualification and many years experience. This was felt by many interviewed to be a better system than appointing new graduates as HTs.

Promotion and Assessment

54. Promotion is not due to good performance or reaching targets, rather it is directly linked with length of service and takes place automatically every 3 or 4 years depending on grade level. In several states, teachers' promotions had yet to be implemented, and the arrears yet to be paid of the resultant salary increases stretched into years in some cases (2006-07).
55. Assessment is measured by classroom observations and attendance monitored during school inspections. Annual Performance Appraisal Reports (APA forms) are filled in when promotion is due. These are often completed by the teacher themselves and signed by the ES, except in the case of serious indiscipline. These are standard civil service forms, which do not reflect elements of teacher performance.
56. Assessment of teachers prior to recruitment is carried out by SUBEB when they recruit. It consists of an inspection of original certificates and an oral interview. LGEAs in the main do not assess teacher quality prior to recruitment as they are instructed by LGCs who to employ. Only in one case where classroom observations carried out prior to appointment.

Discipline

57. There seem to be fairly well known discipline procedures at LGEA level. Although these procedures are not written down, and junior and senior staff meetings were not being differentiated, the senior staff were clear about what to do in the event that a teacher or head teacher is queried. However, it is unlikely that even for gross misdemeanours these queries would result in serious actions such as staff losing their jobs or being prosecuted as these would be thought of as harsh punishments. This demonstrates the lack of consciousness of children's rights.
58. Communities and HTs do report teachers to the LGEAs for indiscipline such as not turning up to work or not teaching. These reports are usually handled as above, depending on the connections that the erring teacher has with those in positions of power. It is not unusual for a HT or even ES to have little control over their teachers due to this influence.

Training

59. Training needs are apparently assessed during school inspections. SUBEB is arranging training (both in-service and part-time) in all of the states, but there is little classroom follow-up and support. Those who go for in-service training are rarely replaced, leaving classes without teachers. There is some training for LGEA staff, but it is limited. Personnel officers stated that they keep records of training teachers have carried out and their future needs, but this could not be verified through documentation.

Financial Management

Funding

60. LGs provide funding for salaries of teaching and non-teaching staff at LGEA level. This is a significant amount, which in some states is 15% of SUBEB's total budget. The State (with federal support from UBEC and Education Tax Fund (ETF) inputs) on the other hand, provides considerable capital funding (see Table 2.3 and 2.4). It should be noted however, that although data was difficult to obtain, from a survey of classrooms constructed in 2008 in Kano State, LGs seem to be building the same number of classrooms as SUBEB in their LGAs, if not more.

Table 2.3 State and Local Government roles in funding basic education

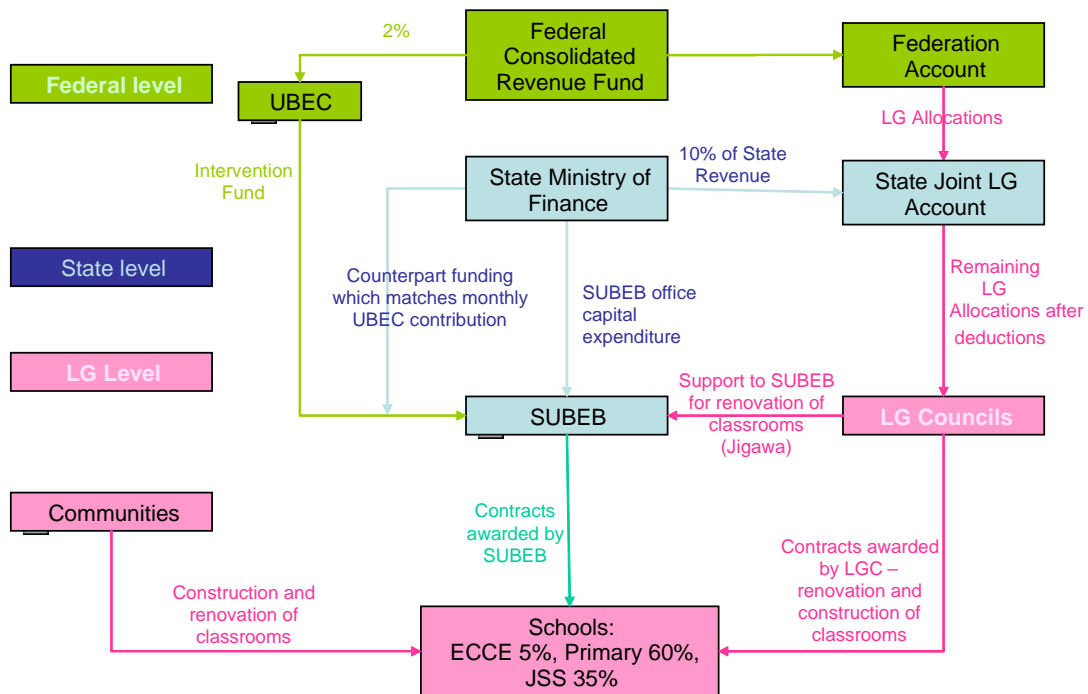
Item	State	Local Government
Recurrent expenditure	SUBEB salaries SUBEB overheads School overheads	LGEA and school salaries Student transport / scholarships Materials for JS1 girls
	LGEA overheads Instructional materials Staff training	
Capital expenditure	Textbooks	
	Vehicles, office renovation and furniture School furniture, classroom renovation and construction	

Table 2.4 Local Government roles in funding basic education

Resources available for supporting schools	LGCs	LGEAs
Amount per month	Around N4,000,000	Between N140,000 and N300,000
Teachers' salaries	✓ Deducted at source Some paid directly	✓ From SUBEB
Funding teacher training	✓ On request from LGEA	X
Supervision and inspection costs	✓ On request from LGEA Eg provision/repair of vehicle	✓ Jigawa – part of OH Kwara – allowance paid to LSS
Overheads to schools	X	✓ Only in Jigawa
Head teachers' allowance	X	✓ Sent from SUBEB
Allowances for rural teachers (N200) and Science teachers (N25 – set in 1981)	X	✓ Included in salary
Instructional materials	✓ Usually notebooks	✓ Sent from SUBEB – never enough
Administrative materials	✓ Generally on request from LGEA	✓ Sent from SUBEB
Maintenance of classrooms	✓	X Minor - Jigawa
Construction of classrooms	✓	X
Furniture, water, toilets, etc	✓	X

61. As can be seen from the figures 2.4 and 2.5, SUBEB is a channel for considerable amounts of funding.

Figure 2.4 Funding Structure of Universal Basic Education – Capital Expenditure



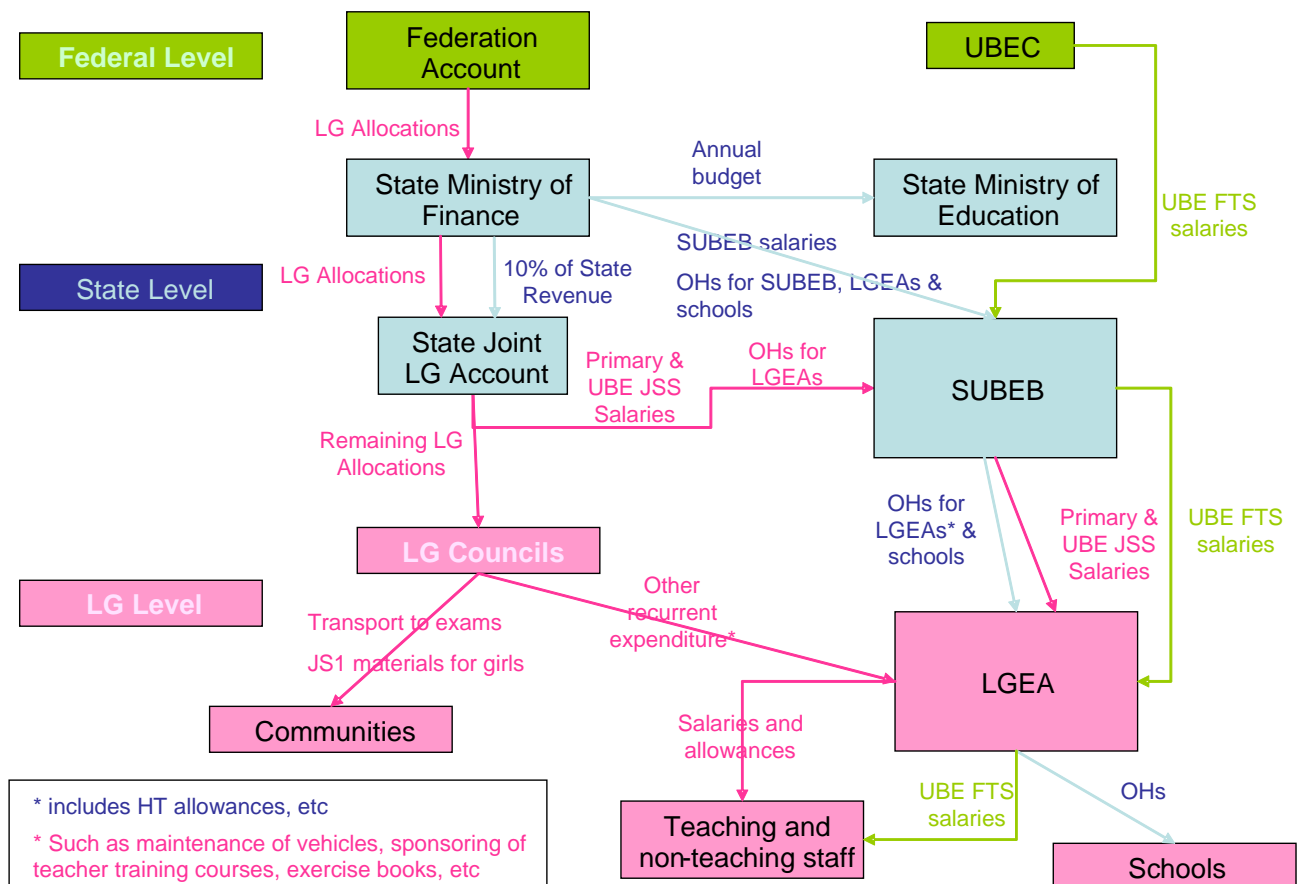
62. Capital expenditure is allocated by SUBEB before it is disbursed. This gives SUBEB enormous powers over which LGs benefit and by how much. There is a considerable lack of transparency at SUBEB level in terms of how they allocate funds and the number of projects they have carried out, although in Jigawa State, serious attempts are being made to rectify this issue. In Kano State too, the new Board has suggested that informing the MoLG is not doing enough and that LG Chairmen should be made aware of the projects being carried out in their domain and also the use that has been made of the salaries and OH by the LGEA.

63. It is only in Jigawa State that schools themselves receive direct funding from government and even there this allocation is small (N10,000 per month to each JS school). In other states, PTA levies are the major source of income for schools although in Kwara State only 30% of the levy stays with the school. In some states, PTA levies are also a substantial form of income for government yet they are not reflected in their budgets (for example N15 per student constitutes a termly income to SUBEB of N2.7million) – see Annex 4. There was some evidence of good use being made by HTs of these funds (especially in Jigawa, where monthly returns must be made) such as buying furniture, teaching and learning materials, etc. However, there are cases where PTA funds provide an incentive to teachers to look

for a head teacher post and are taken as an extra stipend. In Kwara State, and possibly others, new JS1 students are asked to pay for furniture when they register. So communities are taking on that responsibility on behalf of government.

- 64. Although school funds are reflected in Figure 2.5, it should be noticed that only in Jigawa State do these exist, and in comparison to other funding flows, they are practically insignificant. It should also be noted that PTA flows up from the communities, through schools to the LG and state education agencies are not reflected here but do exist.
- 65. Schools are also receiving funding from students during registration at the start of a new school year. This provides them with income for recurrent expenditure such as exams, health costs and sports as well as capital expenditure such as furniture.
- 66. Recurrent expenditure of overheads and salaries should pass through SUBEB without deductions or reallocation.

Figure 2.5 Funding Structure of Universal Basic Education – Recurrent Expenditure



The factors determining the uses of these funds

67. **LG funds:** These are used mainly based on two factors – requests from LGEA (which are usually based on need) and political decisions. There are no laws or guidelines stating how much LGCs should spend on education. Therefore the LGC have no constraints in spending.
68. Many communities have Community Development Associations (CDAs). These are organisations which have been in existence in a formal sense for up to 40 years and are responsible in many communities for the original establishment of schools, transformers and boreholes. However, CDAs are not part of the LG budget preparation and planning process, even though they have the greatest knowledge of community priorities. This creates a lack of transparency in the planning process which enables LGCs to plan for selected projects in preferred communities.
69. **LGEA funds:** Budgets are prepared annually and monthly expenditure reports are sent to SUBEB. There are clear lines for expenditure and in several states training has been given to the Finance and Supply staff at LGEA level to prepare budgets and keep records. There are also clear guidelines for certain expenditure eg HT allowances, school overheads, etc and these seem to be paid accordingly. However, in some states there was absolutely no accountability of LGEAs to SUBEB or LGC for overheads. In Jigawa State, LGEAs are repairing schools with N180,000 per month, however in Kaduna State, some LGEAs are collecting N300,000 and still cannot repair classrooms. There needs to be tighter guidelines and monitoring from SUBEB over LGEA overheads to ensure efficiency and effectiveness. There also need to be more specific budgets, which ESs should defend to SUBEB and LGCs. At the same time, SUBEB needs more transparent mechanisms for allocating overheads, and it needs to be decided who funds them – state or local government.
70. **PTA funds:** These funds are spent by the schools on smaller projects such as buying chalk and furniture for the teachers, or even in some cases more substantial renovation projects. The accountability of PTA funds is to the parents but this does not mean that there is no leakage in the system. Although the funds should not be spent without the consent of the PTA members, in practice due to the small amounts collected, the PTA Chair and the HT decide on the use of the levy.
71. **Parental contribution:** As can be seen from Annex 4, parents also provide funding for capital and recurrent expenditure through levies and registration charges. These are often used by schools for daily expenditure and also to construct furniture for new students. In some cases this might prevent poorer families from sending their children to school.

Community Accountability

72. Much of the following section is based on community research carried out by SAVI in Kaduna State.

NUT and Teacher Quality

73. NUT representatives at all levels, while trying to protect the rights of their members, have expressed concerns over the integrity of their profession. However, while there is a voice trying to be heard, issues will not be resolved without meaningful dialogue. For example, in one LGA, the NUT chairman had such a large number of complaints from parents that he asked the LGEA to reintroduce tests and interviews for teachers, in which NUT representatives would participate. This has not been adopted but it demonstrates a lack of knowledge by NUT representatives about the role of LGEAs.
74. Another suggestion in relation to teacher quality was that the NUT should commence an internal system to check and maintain standards – again, if recruitment processes were carried out in a transparent and appropriate fashion, this would not be necessary. It does however show that NUT members believe that teachers who are inappropriately recruited should not be protected at the expense of society at large. Some people suggested that if “ruining our children’s future” were the entry-point for a sensitization campaign, there would be chances of iteratively gaining wide support.

Teacher recruitment processes

75. Fake NCE certificates are being used to obtain employment. Communities are aware of the level of schooling achieved by their members and therefore know those who are being employed inappropriately. Even illiterate parents know that a teacher should not use Hausa to teach. Across the LGAs, community members and NUT representatives explained the politicised nature of teacher appointments, which is used to spread patronage. Currently, states do not maintain registers of qualified teachers even though it is likely that a large proportion of basic education teachers are graduates of their own State Colleges of Education. Therefore, there is no list for schools or LGEAs to use to check the validity of certificates presented to them.
76. However, not all experiences were negative. In one LG visited, the LGEA has apparently reintroduced tests for teachers; and then interviews for the highest scoring candidates. The highest scoring candidate in a recent test was a Grade 2 teacher, rather than an NCE, certificate holder.

Teacher training processes

77. Even teachers who wish to upgrade to NCE level experience difficulties. One recently qualified teacher explained that she duly followed an NCE distance-learning course at weekends in her local town; but the NCE course leader pressured all students to pay for the NCE exam answers to be written on the board.

PTAs and SBMCs

78. PTAs and SBMCs are two bodies which are responsible for developing schools. They can also be used to give a formal voice to communities to increase the accountability of schools and LGEA staff. However, from the SAVI research in Kaduna State, there are some issues around the establishment and management of these bodies. This has resulted from several factors, but one is that for many primary schools, PTA levies are the only source of funds. They are used to fund chalk, repairs, new classrooms, exams fees, etc. Some HTs and PTA Chairs do not account to their PTAs for the use of the funds. Where funding is reaching SBMCs there were also reports of requests by LGEA officials for a share of the money.
79. However, PTAs can also be very useful at monitoring teachers. An example was given of a parent noticing that his 5-year old child's maths homework was repeatedly being incorrectly marked. He took the issue to the PTA. Other children's homework was then checked, and similar problems found. This helped to highlight the issue to the HT.
80. If community involvement is to achieve increasing demand for quality education, the channels through which this voice is heard, and the mechanisms for monitoring them has to be considered.

Section 3: Conclusions, Options and Next Steps

Conclusions and Recommendations

81. By **law**, local governments are expected to participate in basic education provision and therefore their budgets and needs must be considered in the planning process. LGEAs have specific functions, and their capacity to implement policy should also be considered. **Recommendation:** each state should review their UBE and LG laws to reflect clearly defined roles, responsibilities, functions, reporting and financing structures.
82. The **relationship** between LGs and the state involves the LGs entering into an agreement with the State to manage basic education services through SUBEB. The local government's share of this agreement is to pay salaries and in some cases overheads, and use their capital budget to improve basic education facilities. SUBEB's part of the bargain is to provide strategic direction and ensure the adherence to standards and quality, by improving infrastructure, teaching and learning materials and providing training. **Recommendation:** trust needs to be built up between the different levels of government. Local government councils should be included in state level planning processes to encourage mutual understanding. Transparency and communication will strengthen this trust. For example – SUBEB releasing a list of all schools in which they will construct classrooms to LGCs.
83. The **organisational relationship** between the LGA and LGEA is fairly straightforward. The LGEA manages schools and teachers and distributes materials to schools. The LGA pays the LGEA salaries and finances repairs to their office or vehicles, builds classrooms, and provides materials for schools. In some states the LGAs also encourage girls' education by providing scholarships, transport and boarding school materials. LGAs also tell the LGEAs who to employ. **Recommendation:** the organisational relationships and structures of SUBEB, LGEAs and LGCs should be reviewed and reform should be committed into law. LGCs should be able to hold SUBEB responsible for the quality of education provided in their area. For example – one body (preferably SUBEB) should be responsible for all recruitment.
84. The LGEA **finances available to support schools** are severely limited and in most states nonexistent. LGEAs visited were receiving between N50,000 to N300,000 a month as overheads (N30,000 of which will be spent on salary costs such as bank charges). Historically in Nigeria, LGEAs were given an overhead of 10% of their total monthly salaries, which in most cases would result in a monthly overhead of N2million to N3million, which would enable more funds to reach school level. Responsibilities for providing the overhead are neither clear nor stated in any law,

which results in a lack of transparency. Materials such as chalk and registers are usually provided by SUBEB, although often in inadequate quantities. In Jigawa State LGEAs (included in their N180,000 overheads) are given a budget to carry out minor repairs in schools and also to pass on a school grant to JSS schools, with the plan to include primary schools in this year's budget. LGAs on the other hand have large budgets for capital and recurrent expenditure (aside from SUBEB deductions for salaries), which they can allocate as they wish (overall capital budgets are an estimated N30million per month per LG). Currently this allocation mechanism is not transparent, and LGAs are not accountable to their constituents or to the LGEAs. **Recommendation:** the overheads sent to LGEA offices should be reviewed. Who is to fund these overheads should also be decided and put into law. Greater accountability and transparency for the use of these funds must be built up. If this is successful, then funds to schools for running costs, minor repairs, furniture provision, etc can also be channelled through the LGEAs. Community involvement in this will encourage accountability. Capital expenditure of LGCs should be captured in the MTSS process.

85. Much of the **management information** used by SUBEB is generated by the LGEAs. A great quantity of data is collected and stored in the LGEAs, who use their data to deploy teachers or decide who should attend training. They also use it to distribute materials to schools. LGAs do not generally make use of this data in their planning or budgeting, except in the case of teachers' salaries, where they need to know numbers, grade levels, and promotions for the coming year. No planning was evidenced at LGA or LGEA level and there was little to no awareness of state level strategic plans or how they would impact on the LGEAs. **Recommendation:** The existing capacity of LGEA PRS departments should be strengthened. This can only be sustainable if there is a demand for quality data. It is SUBEB's responsibility to ensure this. Again LGCs need to be part of the planning process, it is because the problem of decrepit infrastructure is so large that ad hoc capital projects are not seen as an issue. PRS should be responsible for collecting, verifying, storing, analysing and transferring data. This should include infrastructure requirements – the example of Jigawa's PRS department carrying out minor repairs, should be emulated.
86. LGEAs provide **advisory services** to schools in the form of personnel information, inspection feedback, advice to HTs on handling discipline issues and also advice to communities about starting new schools or seeking assistance from the LGCs. These advisory services are mainly reactionary and are limited in effectiveness by the capacity and sincerity of the ES. Many schools are not supervised or monitored by LSSs or teams from the LGEA due to their remote location. Other bodies are also carrying out inspections in schools, and were reported to feedback to the LGEA office on their findings. LGEAs in one case were also reported to be inspected by

inspection teams made up of SUBEB and other LGEA staff. **Recommendation:** the role of LSSs should be reviewed. The role should be advisory and supportive of teachers with low capacity rather than the traditional role of inspection. This will entail new job descriptions being drawn up, necessary skills and competencies identified and then staff audits. It is likely that many currently filling the role may be replaced. There will need to be considerable training provided. Again managing the communication between the LGEA and schools about changes in policy, new developments, etc will be very important.

87. The **constraints on leadership** in the LGEAs are due to lack of funds and political interference. ESs who are nominated by LGCs are also constrained both by their own capacity and their political affiliations. LGAs are constrained by a lack of planning capacity, a lack of knowledge about state plans, political influences and a lack of trust in SUBEB. **Recommendation:** the ES role should be reviewed in each state, as it was in Jigawa State. Politics has caused a lot of damage to education and the ES position should be a career post and not a political one. Lessons can be learnt from Jigawa.
88. In **summary**, LGEAs are the managers and guardians of schools, but a continual lack of financing has resulted in a streamlining of activities to those that are possible without funding. LGEAs do not plan strategically or monitor performance against targets instead they act on instructions by funnelling information from schools to SUBEB and managing personnel issues. LGAs on the other hand do have funds, but are restricted in their use of strategic planning to influence budgets by political considerations. Both LGAs and LGEAs work in an institutional framework which lacks both clarity and explicitness. Overall, accountability and transparency are severely limited by a lack of trust between the state and the LGAs.

Options and next steps

89. LGEAs have specific functions. There is much scope for addressing the role of the LGEA office by reconsidering the functions which would be most useful in terms of supporting and advising schools and who can do this best.
90. **Review the institutional framework** to constitute clearly defined and specific roles and responsibilities for all of the actors involved in basic education including communities, LGEAs, LGCs and the state. Any organisational change in SUBEB should be reflected at the LGEA level, so this will have to be coordinated.
91. This should also include **defining clear lines of accountability** by increasing the transparency of decision making, strengthening reporting structures and encouraging consultation. At state level SUBEB involving LGCs in this process could help to encourage LGCs participation in planning the use of their own considerable resources in line with common goals. It will also help communities by allowing

them to know who is responsible for what and therefore who to demand improvements from. Consultation will also help to build trust between the different actors.

Capacity of LGA and LGEA staff

92. **Review appointment process for ES.** Where ESs are appointed based on political allegiances their capacity has been seen to be lower than their own HoDs (whose rank before the ES's appointment was more senior). In Jigawa State a transparent system for the appointment of ESs based on clear criteria has been adopted. This enables both SUBEB and the LGCs to have faith in the ESs capacity to carry out their job. If the LGEA role is to be modified and strengthened, then strong change managers need to be in place to ensure success.
93. **Assess procedures for the deployment of teachers to the LGEA offices and recruitment of non-teaching support staff.** Capacity is not lacking at LGEA level. However, it is not clear how members of staff are appointed to the LGEA office from schools, other than length of service, political connections or financially supported personal requests. This will need to be clarified and made more transparent. Personnel officers are not necessarily trained in HR management, neither are the finance staff very capable of doing more than manage simple books. The PRS section is always capable of collecting and storing data, but analysis skills which in turn could be developed into planning and M&E skills are lacking. The technical officer in the PRS department has skills but does not budget or plan. The Inspectorate (under Schools Section) do not seem to improve quality and their main aim is to count people and objects and make sure they are in the school. Their own competency has not been assessed (except in Kwara State recently at the state level), but all the inspectors interviewed have been in service for many years, which needs to be taken into consideration when considering any training or change management.
94. **Compare new roles with current staff profiles.** LGEA staff are aware of their roles, however, they lack the context of "the bigger picture" in which educational planners operate. Their roles and functions are historically entrenched and therefore introducing a culture of thinking outside the box might be difficult but not impossible. After clear definitions of the role of the LGEA office have been defined, job descriptions can be drawn up for the LGEA staff members, which can be compared with the assessment mentioned above. Ideally, staff should be asked to apply for the new posts in a similar way to the ESs so as to ensure that the LGEA office is stocked with appropriate staff. However, in states were this is not an option; training existing staff would be more apt.
95. **Strengthen capacity at LGEA and LGA level.** How can this be done and who should be responsible for it? SUBEB is the agency responsible for administrating and

monitoring LGEAs and as such it has the responsibility to ensure that the LGEA offices (including staff) are fit for purpose. Therefore SUBEB must be worked with to ensure that LGEA staff have the capacity to fill their role. However, it is very important to ensure that the considerable experience and knowledge of LGEA staff is utilised in this process to ensure cooperation and participation. This will enable a cohesive and supportive team of SUBEB and LGEA staff who work together with a common goal. The LGC should not be left out of this process as they are responsible for funding a considerable part of the basic education sector. Indeed, 1% of LG monthly allocations is supposed to be spent on training, but in most states, there is a disconnect between SUBEB and the MoLG over whether this includes LGEA staff.

96. Each state has a number of LGAs, which means that training LGEA staff could be centrally coordinated to enable a wide coverage. For example, in Kano there are 44 LGAs. That means there are 44 ESs, HoS PRS, Personnel officers, accountants and technical officers, etc. These are manageable numbers to participate in specific job-related training courses. This training will involve SUBEB staff who will ultimately have the responsibility of managing the individual officers at LGEA level – ie SUBEB finance staff should be involved in the training of LGEA staff, as should SUBEB PRS staff. If the headquarters have limited knowledge of their role and need their capacity strengthened, then they are not in a position to support and advise LGEA staff.

Increased efficiency and effectiveness of LGA and LGEA in supporting the delivery of basic education

97. **Set clear achievable targets** for LGEAs. Target setting for monitoring performance has never been done at LGEA level. LGEAs can be held accountable to SBMCs, DECs, LGECs, LGCs and SUBEB if their performance can be monitored against easily scrutinised benchmarks such as rural / urban teacher deployment, etc. LGEAs could be involved in benchmarking their own schools and the LGEA performance through indicators. This could be done as a form of self-assessment of organisational performance. ESs and HoD PRS will need to have skills that will enable them to contribute to the state planning process, and eventually enable them to include SIPs into their own LG plans. This includes not only assessing their own priorities, but also being able to consider these in the context of state strategic plans.
98. **Increase accountability by improving communication channels between levels of government and communities.** Efficiency issues centre on resource allocation. The funding of basic education is a complicated system with much scope for leakage as shown in the earlier diagram. Therefore currently the delivery of basic education is very inefficient and also highly inequitable. There is little evidence to link expenditures at the federal, state or local government levels with resources received by schools. In this respect, PFM considerations must be included in the

scope of ESSPIN's involvement in service delivery. A simple example of this is the distribution of textbooks to schools. This expenditure appears in budget and expenditure reports, yet when LGEAs and schools are visited, teachers rather than students have received copies due to insufficient allocation, and the remaining ones are locked up somewhere or are not available. Budget tracking is one option available here.

99. **Increase transparency by improving coordination in planning and budgeting between levels of government and communities.** Funding of education is also currently a mess of duplication and lack of transparency. LGCs are building more school classrooms than SUBEB, but there is a lack of coordination between the two agencies. This inefficiency can be solved by better coordination and alignment of priorities. For example, repair the classrooms that can still be maintained and ensure that all safe classrooms have adequate furniture before more classrooms are built. Allow LGEAs or even SBMCs to carry out minor projects such as constructing furniture to save transport costs of bringing heavy wooden chairs and tables from the state headquarters to LGEAs and schools. LGC funding of education is currently outside the radar of official education expenditure and is only reported to the Ministry of LG. This expenditure is not insignificant and could (if spent efficiently) have a large impact on the quality of school infrastructure and on the resources available to LGEA offices. The state laws (either on education or on LG) need to reflect this issue and make accountability and reporting lines clear and transparent.
100. **Increase support to LGEAs by SUBEB to allow for more local decision making.** The effectiveness of basic education is measured by educational outcomes achieved with available school inputs. Quality and availability of teachers, instructional materials, in-service training, support by head teachers; etc can all help improve student learning and therefore education effectiveness. LGEAs are the arm of SUBEB closest to the schools, and therefore are the most suitable to provide support to schools in terms of posting teachers, allocating resources, identifying training opportunities, providing support and training to head teachers, etc. LGEAs can do this if they are supported and monitored by SUBEB. As one ES said "We want increased control, but with increased accountability."
101. Currently LGEAs are inefficient and ineffective due to lack of funds, lack of accountability and lack of capacity. However, there is great potential for improving the quality of education in schools under their control by strengthening their support and advisory role. Decentralisation of decision making to LGEAs is not an immediate priority although as a long-term aim it could be seen as more efficient use of the considerable human resources and local knowledge which exist at LGEA level. Capacity must be built at LGEA level and SUBEB has to develop its own

monitoring and advisory role more sufficiently before this can be achieved. This has to include a confidence in their ESs technical competence and drive.

Resources and capacity needed by LGC and LGEA to provide better support

102. LGEAs need training, funding and support (technical and governance) from SUBEB to be able to provide schools with better support.
103. LGCs have the resources necessary to support schools, but how they use these resources is the issue. State – LG coordination and cooperation is the only way to improve the use of these resources, LG has the power to decide what to do with their allocations. Trust needs to be built up on both sides. A good start to this would be SUBEB becoming more transparent in its resource allocation mechanisms.

Extent of ESSPIN engagement required at LG level in order to deliver outputs

104. ESSPIN's engagement initially should be at the state level, through SUBEB to make improvements in SUBEB's capacity to manage and govern LGEAs. Similarly, capacity can start to be built in the LGEAs. ESSPIN could engage directly with LGEAs through organisational support such as defining roles, setting indicators, working with inspectors, managing teachers, etc. It is envisioned that workshops would be held at the state or Zonal levels working with key staff of the LGEAs.

Strategy options for this engagement during the ESSPIN Inception period (January-May 2009) and beyond.

105. The main areas identified during this scoping include the following:
- Re-assessing definition and duplication of roles and functions, including a review of legislation
 - Increasing communication and consultation between LG and State on planning and resource allocation
 - Increasing efficiency and equity of resource allocation through the Finance Department (SUBEB and LGEA) and LGCs
 - Increasing transparency of decision making mechanisms – SUBEB and LGCs
 - Increasing accountability and monitoring and evaluation – budget tracking CSACEFA / SBMCs, etc
 - Improving and supporting quality development and assurance through School Services and Inspection Sections / Departments
 - Analysing data collection and presentation for management and M&E use through the PRS Section / Department

“The complex set of institutional and intergovernmental relations for the provision of education is particularly opaque in Nigeria as it does not define the roles and responsibilities among the three tiers of government, leaving no government or agency clearly accountable for results... Unclear roles and responsibilities, especially for expenditure and management, together with frequent policy changes, especially

regarding basic education, have caused confusion, duplication, and sometimes rivalry in the discharge of responsibilities.”

World Bank “Nigeria: A review of the costs and financing of public education”, May 2008

Annex 1 Summary of Mandate

Constitution (1999):

2 The functions of a local government council shall include **participation** of such council in the Government of a State as respects the following matters-
(a) the **provision** and **maintenance** of primary, adult and vocational education;

LG Law:

LGs should prepare economic plans and development plans and are responsible for the provision and maintenance of primary, adult and vocational education. Local Government Chairmen appoint Supervisory Councillors for Education and Social Development, whose role is to: serve as political heads of their department; serve as a member of the LG ExCo; give directives to the HoD on policy issues; and supervise the execution of projects in their department.

NPE (2008):

Local governments are involved in the **planning** and **administration** of basic education. They have shared responsibility for the **funding** and **management** of basic education as provided for in the constitution. Local governments shall, through their Local Education Authorities (LGEAs) have responsibility for the management of Basic Education within their local government areas. School-Based Management Committees and LGEAs shall be responsible for the management of schools at the appropriate levels.

State UBE Act:

The State UBE Acts vary depending on whether they have been amended or not, but are based on the UBE Bill (2004).

General

The LGEA is under the supervision of SUBEB. The LGEA should have a bank account.

Membership of SUBEB Board

LGCs do not participate on the SUBEB Board, except in Jigawa. However, the membership of the board in other states is supposed to represent the three senatorial districts of the state and ex-officio members are to represent further LGAs.

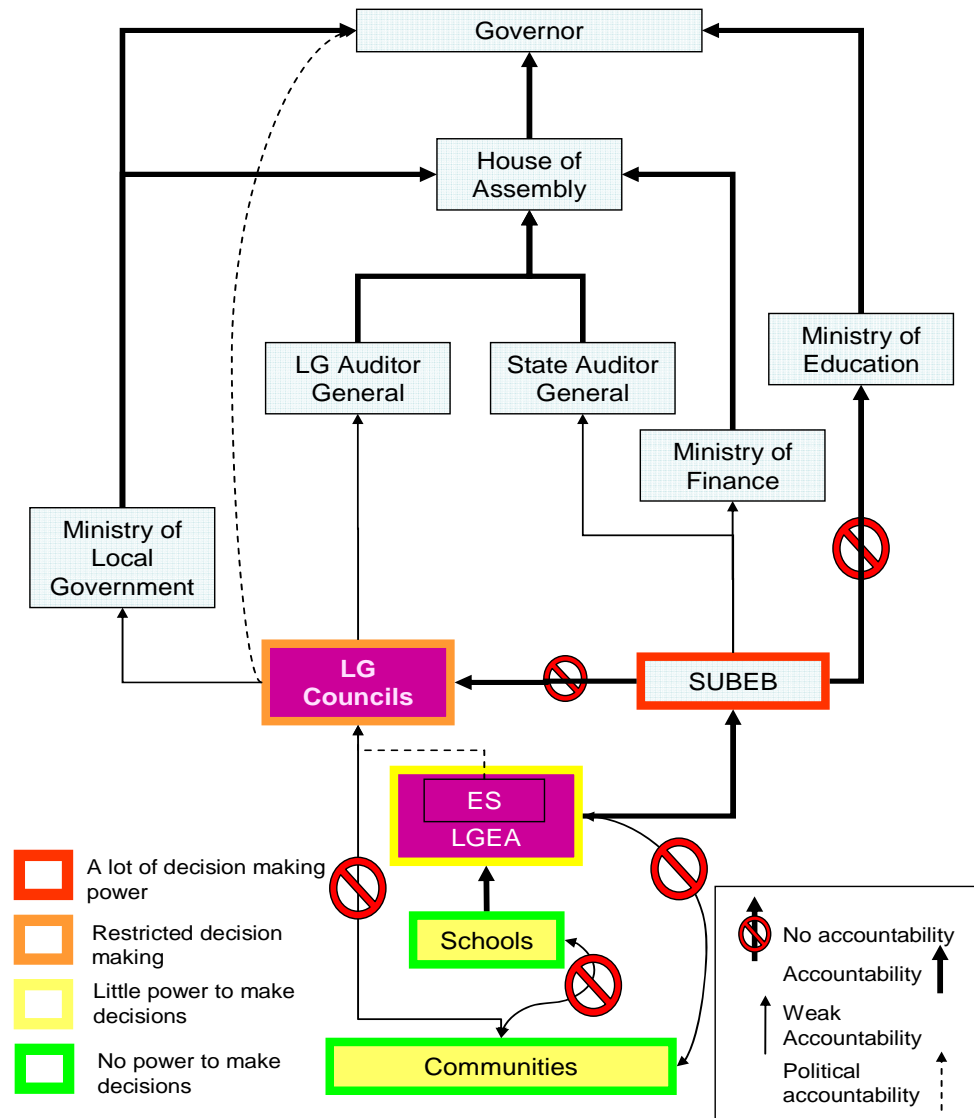
LGEAs

Generally there is a LGE Committee consisting of a Chairman (appointed by the LGC) and representatives of education stakeholders, but the ES is responsible for day-to-day running of the authority. There was no evidence that LGECs or District Education Committees (DECs) exist in practice.

Appointment of ES

This has traditionally been by the nomination of the LG Chairman. However, Jigawa has changed the system by revising the law. They have started appointing ESs based on merit and they are not posted to their own LGA.

Annex 2a Relationships between education actors



Annex 2b Examples of decision making

Governor

- Appointment of political positions eg Commissioner, SUBEB Chairman
- Awarding contracts (informal)

State (MoE)

- Approving SUBEB's budget

SUBEB makes the majority of decisions:

- Location of new classrooms
- Which classrooms to renovate
- Appointment of staff (GL 7 and above)
- Posting, transfer, deployment, promotion, discipline of staff (GL 7 and above)
- Amount of OH to LGEAs and schools
- Approval of LGEA budgets
- Which instructional materials should be used
- Curriculum
- School timetable
- Rate and allocation of PTA levies (in collaboration with PTA)

LGCs

- Capital and recurrent expenditure on education
- Which communities to assist
- Appointment of new staff (GL 1-6)
- Deployment and transfer of staff (informal)

LGEAs

- Appointment of Head Teachers
- Deployment and transfer of staff (formal GL 1-6; informal GL 7 and above)
- Distribution of instructional materials
- Overhead expenditure
- Number of inspections carried out

Annex 3 NPE functions of LGEAs

<i>Policy and Strategy Functions</i>	Happens	Does not happen
Strategic Planning <ul style="list-style-type: none"> • Develop and maintain education plans 		X
Implementation <ul style="list-style-type: none"> • Day-to-day operations • Acquisition and distribution of instructional materials and equipment to schools • Undertake minor repairs of classrooms and other infrastructure • Supervise DECs • Take reasonable steps to ensure full enrolment and attendance of children in primary and junior secondary schools • Mobilisation and sensitisation of communities and stakeholders 	X X X X X	X X
Monitoring and Evaluation <ul style="list-style-type: none"> • Monitor and supervise schools • Maintain data (LEMIS) including ECCE and special education • Provide regular stakeholder feedback to the Board 	X X X	X
<i>Financial Management</i> <ul style="list-style-type: none"> • Submit annual reports, estimates, accounts and monthly returns to the Board • Manage the monthly overhead • Disbursement of management funds to schools • Payment of salaries, allowances and other benefits 	X X X X	X
<i>Personnel and Management Functions</i> Staff management (grade dependent) <ul style="list-style-type: none"> • Recruitment • Deployment • Head Teacher Appointment • Promotion • Discipline • Retrain teachers 	X X X X X	X

Annex 4 PTA contributions to education funding

106. In Kwara State, a circular was issued which gave the following breakdown for the use of the levies:

<i>Disbursed to:</i>	<i>Primary School N</i>	<i>Secondary School N</i>
School PTA Account	30	40
LG PTA	10	10
State PTA	10	15
LGEA / MoEST office	10	15
SUBEB / TSC	15	10
Nigerian HT / Principal Assoc	5	10
PTA Retention (?)	20	-
TOTAL paid per student	100	100

107. As can be seen, parents are funding government as both the LG representatives of State government (LGEA and MoEST) and the State organisations themselves (SUBEB / TSC) receive funding from the N100 levy per student. These figures were not included in any of the budgets which were obtained during the visit.
108. In one LGEA benches for staff were made with the PTA levy. SUBEB stated that their own allocation was used by the State PTA whenever they wanted to hold meetings. However, as the State PTA also receive a proportion of the levy this seems unlikely.

Government receipt of PTA funds from primary schools

<i>Sector</i>	<i>No of students</i>	<i>Levy per term</i>	<i>Total per term N</i>
SUBEB	178,500	N15	N2,677,500
LGEA	11,100	N10	N111,000

109. The following circular was sent to all JSS in Kwara State for 2007/08. As can be seen, schools do receive income from students for overhead costs, and even capital costs such as furniture. This was not mentioned during the visits.

**SUBEB directive to Junior Secondary Schools for approved school charges
2007/08 – Returning students**

<i>Item</i>	<i>Levy N</i>	<i>Comment</i>
Education levy	50	Retained by school
Exam rate	100	
Health Rate	10	Day student
	100	Boarding student
Sport Rate:	30	
Ministry	5	
School	25	
PTA	100	Disbursed as above
Utility	25	
JETS	20	
Total	335	Day student
	425	Boarding student

**SUBEB directive to Junior Secondary Schools for approved school charges 2007/08 –
New students to JS1 (in addition to the above)**

<i>Item</i>	<i>Levy N</i>	<i>Comment</i>
Student cumulative folder	150	
Student report booklet	35	
School badge	30	
Locker and chair	1,000	
Uniform	1,200	
Sports wear	500	
Exercise books 1 dozen	300	
Boarding fee	11,000	
Hostel maintenance	1,000	
Total	3,115	Day student
	15,115	Boarding student

Annex 5 Terms of Reference

Title of the assignment: Analysis of the role of Local Government Authorities and Local Government Education Authorities in supporting basic education in Nigeria

Duration and dates of the assignment: Up to 30 working days

Part 1: 10-29 November 2008

Part 2: 19 January – 6 February 2009

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, as do 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 five States (Kano, Kaduna, Kwara, Jigawa and Lagos) and at the Federal level. ESSPIN builds upon previous technical assistance projects in education, in particular the Capacity for Universal Basic Education Project (CUBE). ESSPIN 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 assignment

The objectives of the assignment are:

- to study the constitutional and practical role of LGAs and LGEAs in the governance, funding, management and monitoring of schools, their modes of operation and their potential in facilitating educational improvement.
- To provide a sound basis of knowledge for ESSPIN engagement at the local government level.

Tasks: Part 1 of the assignment

Undertake a scoping visit to Nigeria to:

1. Examine the constitutional role and functions of local government in the delivery of basic education.
2. Provide an overview of the relationship between State and Local Government.
3. Specify the distinct functions and points of intersection between the LGA and the LGEA.
4. Provide illustration of how the roles, jurisdictions and functions of LGAs and LGEAs play out in practice.
5. Outline the extent of the financial resources available to LGAs and LGEAS for supporting schools.
6. Explain the factors determining the uses of these funds.
7. Describe the involvement of LGAs and LGEAs in planning and the collection and use of management information.
8. Describe the involvement of LGAs and LGEAs in the provision of advisory services and the supervision and monitoring of schools and how this relates to the inspection functions of other bodies.
9. Form an initial assessment of the constraints on leadership in LGAs and LGEAs.
10. Draft an outline for a technical paper/situation analysis to be completed during part 2 of the assignment.

Tasks: Part 2 of the assignment

Undertake a second visit to Nigeria in order to:

1. Confirm and, where necessary, enhance the findings from the scoping visit, through further discussions with State and local Government officials and ESSPIN staff.
2. Produce a technical paper/situation analysis that sets out and expands findings from the scoping visit and in addition:-
 - Provides an indication of the capacity of LGA and LGEA staff to carry out their current functions.
 - Specifies ways in which LGA and LGEA staff could provide more efficient and effective support to the delivery of basic education.
 - Assesses the extent of the resources and capacity building required to enable LGA and LGEA to provide better support to education service delivery.
 - Examines the extent to which ESSPIN will need to engage at the Local Government level in order to deliver its outputs.
 - Recommends strategy options for this engagement for the ESSPIN Inception period (January-May 2009) and beyond.

Outputs

1. For each visit, a visit report in the standard format summarising progress against these TORs, issues arising and next steps. This should be drafted and discussed with ESSPIN staff prior to departure at the end of each assignment.
2. By the end of the second visit, a technical paper setting out, in detail, findings from the assignment and providing recommendations for ESSPIN. A draft of this report should be submitted to the Lead Specialist Institutional Development (State Reform) at the end of the second part of the assignment.

Institutional/administrative arrangements

The consultant will report to the Lead Specialist Institutional Development (State Reform) and will undertake this assignment in two parts: an initial scoping visit and a second visit to provide a technical paper/situation analysis. The consultant will be based in Abuja, with field visits in Jigawa and Kwara States.

Competencies

Qualifications/experience

1. A minimum of a higher degree in a relevant area and 10 years' experience of institutional analysis and development.
2. Extensive practical experience of factors affecting social service delivery in developing countries.
3. Experience of providing professional inputs in development assistance programmes.

Knowledge

1. Practical knowledge of educational development issues in Nigeria and other countries.
2. In-depth knowledge of current international literature on governance systems.
3. Knowledge of Nigerian Government and parastatal structures and systems.
4. Knowledge of the capacity constraints that may hamper effective and efficient action.
5. Knowledge of the purpose and principles of ESSPIN.

Abilities

1. Ability to communicate appropriately with clients and stakeholders and to elicit reliable information.
2. Possession of inter-personal skills and the ability to deploy them as and when necessary.
3. Ability to interact constructively with officials at all levels of government.
4. Ability to inspire colleagues and to act as member of a team.

Annex 6 Programme of Activities

<i>Date</i>	<i>Location</i>	<i>Activities</i>	<i>Stakeholders Met</i>
17-18 Nov	Abuja	<ul style="list-style-type: none"> Reading documents, preparing fieldwork tools, discussions with ESSPIN programme staff 	<ul style="list-style-type: none"> Technical team coordinator Lead specialists on: <ul style="list-style-type: none"> Institutional development Education quality Inspections Federal level
19-21 Nov	Jigawa State: Birnin Kudu LGA Buji LGA Gwaram LGA Kiyawa LGA	<ul style="list-style-type: none"> Carrying out field work in 4 LGAs Meetings with SPARC, SUBEB and NUT Obtaining documents and statistics 	<ul style="list-style-type: none"> State team leader Jigawa State LGC members LGEA staff Head teachers and Principals SPARC state team leader SUBEB Chairman and HoDs State NUT Vice-Chairman
21-22 Nov	Abuja	<ul style="list-style-type: none"> Writing up Jigawa notes Adjusting tools and preparing for Kwara visits 	<ul style="list-style-type: none"> Lead specialist on community interaction State team leader Kwara State
24-28 Nov	Kwara State: Edu LGA Oyun LGA Asa LGA	<ul style="list-style-type: none"> Carrying out field work in 3 LGAs Meetings with stakeholders Obtaining documents and statistics Meeting and briefing with Institution Building Component Committee 	<ul style="list-style-type: none"> Commissioner of Education MoLG Permanent Secretary SUBEB staff LGC members and LGA staff LGEA staff Head teachers and Principals Teachers
28-29 Nov	Abuja	<ul style="list-style-type: none"> Writing up Kwara notes 	<ul style="list-style-type: none"> Kwara Communications and knowledge management officer
1-5 Dec	Abuja	<ul style="list-style-type: none"> Meeting with SPARC staff Preparing scoping visit report Presenting report to ESSPIN Programme Manager and Technical Team Coordinator 	<ul style="list-style-type: none"> SPARC LGA coordinator and consultants
19 Jan	Abuja	<ul style="list-style-type: none"> Preparatory discussions with ESSPIN staff and Kaduna STL 	<ul style="list-style-type: none"> Technical team coordinator Lead specialist on institutional development ESSPIN Kaduna STL
19 – 24 Jan	Kaduna State: Soba LGA	<ul style="list-style-type: none"> Carrying out field work in 3 LGAs 	<ul style="list-style-type: none"> MoLG Permanent Secretary and Directors

	Igabi LGA Jabba LGA	<ul style="list-style-type: none"> • Meetings with stakeholders • Obtaining documents and statistics • Meeting and briefing with STLs of ESSPIN, SPARC, SAVI and PATHS 	<ul style="list-style-type: none"> • SUBEB Chairman, Secretary, Board members and staff • LGC members and LGA staff • ESs and LGEA staff
26-31 Jan	Kano State: Gaya LGA Kumbutso LGA Fagge LGA	<ul style="list-style-type: none"> • Carrying out field work in 3 LGAs • Meetings with stakeholders • Obtaining documents and statistics • Meeting with STLs of ESSPIN and SPARC 	<ul style="list-style-type: none"> • MoLG Permanent Secretary and Directors • SUBEB Secretary, Board members and staff • LGC members and LGA staff • ESs and LGEA staff
2-6 Feb	Abuja	<ul style="list-style-type: none"> • Writing up reports 	