

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

**Islamiyya, Qur'anic and Tsangaya Education –  
Position Paper**

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## Acronyms and Abbreviations

EMIS	Education Management Information System
ESA	Education Sector Analysis
ESP	Education Sector Plan
IQTE	Islamiyya, Qur’anic and Tsangaya Education
JSS	Junior Secondary School
LGA	Local Government Area
NER	Net Enrolment Rate
SSS	Senior Secondary School
UPE	Universal Primary Education

## Introduction

1. The Education for All Global Monitoring Report 2009 highlights of the problems in the basic education system in Nigeria. Nigeria had 8 million children out of school in 2005 — 23% of the total for sub-Saharan Africa — and is not on track to achieve UPE by 2015. Its NER increased slowly between 1999 and 2005, from 58% to 63%, well below the regional average. In particular, the report draws attention to differences between the north and south of the country:
  - Wide geographical differences in primary school enrolment. In the south-west, the average primary NER was 82% in 2006, compared with 42% in the poorer north-west.
  - Substantial gender gaps in primary school, particularly in the north. Only 40% of primary school-age girls are enrolled in some northern states, compared with 80% in the south-east.
  - Major income inequalities in school access. Children who have never attended primary school come mainly from the poorest households. In Kaduna state, 48% of girls from the poorest 20% of households have never attended, compared with 14% in the richest quintile.
2. The Education Sector Analyses for the northern states provide an assessment of equity in education by gender and poverty. The analyses for Jigawa, Kaduna and Kano all highlight significant gender disparities and differences in enrolments between rural and urban areas:

<b>Jigawa</b>	<ul style="list-style-type: none"> <li>• There are very wide differences in enrolments between male and female to the disadvantage of the latter for all levels education.</li> <li>• There are very large enrolment disparities between rural and urban areas of the state.</li> </ul>
<b>Kaduna</b>	<ul style="list-style-type: none"> <li>• Gender disparities in populations within the school system reduce as the level of education increases. In 2004/5, gross gender gaps (defined as % by which girls are fewer than boys) in public schools were: 15.8% in primary, 9.96% in JSS and 6.09% in SSS.</li> <li>• Inequitable deployment of teachers also means that many LGAs, particularly in rural areas, are grossly underserved.</li> </ul>
<b>Kano</b>	<ul style="list-style-type: none"> <li>• Fewer girls than boys attend school and gaps widen as students progress through the system. Gender gaps are concentrated amongst poorer households.</li> <li>• LGAs differ widely in their education characteristics and the amount of resources they devote to primary education. Reducing these inequalities in service provision will be important if education objectives are to be realised.</li> </ul>

3. The Education Sector Analyses and the Education Sector Plans all highlight the importance of forms of Islamic schooling in the northern states, suggesting that both communities and government see them as alternatives to the state schooling system. Recognising the importance of Islamic schooling to some of the northern states, work was begun in 2008 to carry out a situational analysis of the provision and governance of the sector in Kano. There are three main forms of Islamic education:

- Qur'anic and Tsangaya schools, where the main focus is on recitation and understanding of the Qur'an and which operate either in the morning or evening, outside of school hours, or as full-time, residential establishments around a teacher.
  - Islamiyya schools, a more recent development providing a mixed Islamic and secular curriculum and often operating in school hours. This form of schooling is particularly attractive for girls' education.
  - Ilmi schools, much more informal and ancient institutions of higher religious learning where senior Islamic scholars teach students based on Islamic texts.
4. The work started in Kano State has more recently been extended to cover Kaduna and Jigawa. While the situation in each of the states varies considerably there are a number of common issues:
- The high level of demand for Islamic education and the very high levels of provision in all of the states<sup>1</sup>
  - Considerable state engagement with the Islamic school sector.
  - State engagement through a variety of state institutions.
  - State commitments to expand this engagement further.
  - The key role that Islamic schools can play in terms of responding to demand for education, increasing understanding about the factors affecting girls' education and lessons about community involvement in education provision.
5. The table below provides more detail on the issues highlighted above.

<b>Kano</b>	<p>23,135 Islamic schools (Tsangaya, Islamiyya, and Ilmi) with a total of 3,016,103 students and 79,957 teachers. With the total population of 6-21 years old, estimated to be 3.7 million. The data suggest that over 80 percent of this age group attends some kind of IQTE schools (ESA 2008a)</p> <p>Four main government agencies dealing with IQTE: Sharia Commission, SUBEB, Arabic and Islamic Education Department, Ministry of Education and Office of the Special Adviser to the Governor on Education and Information Technology. It is now proposed to establish an IQTE Board to bring these agencies together.</p>
<b>Kaduna</b>	<p>5,710 registered Islamic schools (1,743 Islamiyya, 3,244 Qur'anic and 723 Ilmi) with 196,249 students in Qur'anic schools (152,432 boys and 43,817 girls) and 7,768 teachers.</p> <p>Four main government agencies dealing with IQTE: Bureau of Religious Matters (Islamic), Committee on the Integration of Qur'anic Education, SUBEB, Arabic and Islamic Education, Ministry of Education, Special Adviser to the Governor on Qur'anic School Reforms.</p> <p>Proposals on how these agencies should be brought together are still being developed.</p>
<b>Jigawa</b>	<p>5,294 registered Islamic schools (982 Islamiyya and 4,312 Tsangaya) with 175,599 students in Islamiyya schools (77,601 boys and 97,988 girls) and 238,596 students in Tsangaya schools (192,031 boys and 46,565 girls)</p> <p>The Islamic Education Bureau oversees IQTE in the state.</p>

<sup>1</sup> In Kano it was estimated in 2003 that there were over 23,000 Islamic schools in comparison to 4,000 public and private primary and secondary schools; in Kaduna the estimates vary between 5,000 schools registered with the government and 14,000 Qur'anic schools in comparison with 5,200 state primary and junior secondary schools; in Jigawa there are over 5,000 schools registered in comparison to just over 2000 state primary and junior secondary schools.

## Linkages to the Logframe

6. The ESSPIN programme memorandum refers to IQTE under Output 2: Support systemic change in selected States' delivery of basic education, enabling States to develop and implement prioritised, costed 10 Year Sector Plans; to train and develop teachers and deploy them where they are most needed; to reform their inspectorate services; to improve the targeting, delivery and procurement of educational materials and infrastructure; and to integrate the teaching of a basic curriculum into Islamiyya and Qur'anic schools.
7. More detail is given in the logframe, again under Output 2:

Output	OVI
Improved State level planning, public expenditure management, sector reform and management of education at State and LGA levels (in ESSPIN States) education sector strategic plans agreed and under implementation in annual state budgets/medium term plans within 2 years of ESSPIN support commencement.	Public Private Partnership strategy developed and agreed by 2009, incorporating minimum education standards, a revised Islamiyya, - Qur'anic school integration policy, NFE strategy for hard to reach / youths/women.
State-level and local government-level governance and management of basic education strengthened	Measures of progress against ESP targets.

8. The main commitments made for IQTE in Jigawa, Kaduna and Kano with regards to the ESP are set out in Annex 1. In all cases the states are committed to continuing with a process of integrating Islamiyya schools into the state basic education system, providing teachers for the secular element of the curriculum and continuing to provide support to them. In the case of Kaduna and Kano there is also a commitment to seek ongoing community support for the construction and maintenance of these schools.

## Approach and Methodology

9. The approach that ESSPIN will take to supporting work on IQTE in implementation has been established through the work in Kano and more recently in Kaduna. The approach will focus on three elements:
  - Establishing and strengthening Boards or Committees to regulate & monitor the IQTE sector;
  - Development and support to strategies and pilots to use IQTE to spread the reach of secular education;
  - Learning from studies and best practices from IQTE schools to influence policies on state schools.

## Regulating the IQTE Sector

10. After the initial assessment it is clear that a core IQTE intervention has to be aimed at strengthening the state capacity to better regulate and monitor the IQTE sector. This is reflected in the demand for establishment of IQTE Board in Kano, an IQTE Regulatory Committee in Kaduna and the need to strengthen the data gathering and monitoring capacity within the Bureau for Islamic Education in Jigawa. Supporting these regulatory bodies is important because currently the IQTE related interventions in the three states are spread across different state agencies, making it impossible to standardize data or to regulate, monitor or systematically develop IQTE related interventions. It is important to help these Boards/Committees gather the basic data on IQTE and then to explore means on how to systematically integrate that data within the EMIS system.

## Development of Strategies and Pilots

11. The second important IQTE intervention under ESSPIN is to help the three states develop realistic strategy papers and action plans around IQTE interventions. Here the emphasis is on supporting the states to trial certain pilots to introduce secular subjects in IQTE schools and also to introduce certain IQTE related reforms in the state schools, which can enable the state schools to attract children away from Tsangaya schools and help build community ownership of state schools. The combination of these two types of pilots should enable the development of best practice manuals by the end of two years of ESSPIN's work in the field. As part of this learning process, study tours, joint or separate, for concerned officials from the three states can be planned. Options for such study tours could include Bangladesh, Indonesia, Kerala (India), Sudan.

## Studies to Inform Practice

12. The above two interventions however cannot be successful without supplementing them with carefully planned policy studies to understand the basis of demand and working of IQTE schools. There are four areas of studies, which require systematic attention.
13. Data on IQTE Schools - All the three states lack reliable data on IQTE schools. Kano state has so far carried out the most extensive survey of IQTE schools but even here there is need for a fresh survey. Kaduna and Jigawa on the other hand only have reliable data for those schools that have chosen to register with the Bureau of Religious Matters (Islamic) and Department of Islamic Education respectively. In attempting to bring the IQTE sector within the fold of the broader education sector and for the state to engage with it both to monitor and to support it, it is important to help develop basic data on the IQTE schools in the three states. In order to systematically upgrade this data, it will be important to explore the means by which the IQTE data and be included within the EMIS system.
14. Tsangaya system & *Al-majari* issue - Across the three states, one of the primary concerns within the IQTE schools is with Tsangaya schools. It is therefore important to develop an analysis of the basis of demand for the Tsangaya system, the socio-economic background of children who enter this system, the migration trends within the Tsangaya schools as they follow different routes and move from one state to another, and the future activities of the



children who are involved in the Tsangaya system. Understanding the dynamics of this programme is important for the state to plan education reforms and interventions to reach out to one of the most vulnerable student population in the northern Nigerian states.

15. Female educational choices - Across the three states, there is enough evidence to confirm that Islamiyya schools have higher demand among females. Improving quality of education within Islamiyya schools therefore provides an opportunity to provide secular education to girls. Further, the high demand for Islamiyya schools raises an important policy consideration for increasing girls' enrolment in secular schools. It is important for the state and development agencies to understand why communities have higher preference for Islamiyya schools for their girls over secular schools. Interviews with female students in selected number of Islamiyya schools and their parents would help understand the measures the state needs to put in place within the secular state schools if it is to attract more girls to secular state schools.
16. Effective school management and community ownership - Strengthening the SBMCs in state schools is one of the key interventions supported under ESSPIN. Islamiyya and Qur'anic schools provide an excellent opportunity to understand how communities can be voluntarily involved in supporting and monitoring a school. IQTE schools are established and managed by communities. The communities make financial contributions to these schools and also act as monitors. It is therefore important to understand the reasons communities support the IQTE schools to understand how the state can attract the communities to develop similar ownership of the state schools.
17. Adult female education - The night Islamiyya schools, which run in the evenings, attract a large number of married women. Often girls who get married at a very early age return to education through these evening Islamiyya schools. What education provision is being made for these women in the evening schools and if and how the state can help improve educational or employment opportunities for women by engaging with these evening Islamiyya schools are issues that need to be explored. Interviews with women in selected number of evening Islamiyya schools and with the heads of these schools will help understand the nature of educational demand among married women in these states.
18. The major products of these various assessments to influence the development and implementation of policies and strategies at the Federal and state levels to better address these factors. Diagram 1 seeks to illustrate how the IQTE and private schools assessments could influence work at the state level, through:
  - Basing policy development and allocation of resources on better quality data and information
  - Ensuring that important alternative forms of education are covered by planning and regulation by the state
  - Improving the quality and inspection of alternative forms of education
  - Providing evidence of demand for education and providing examples of the effectiveness of improved accountability.

## Annex 1: IQTE Commitments in ESPs by State

Jigawa	Improving Access and Increasing opportunities	
Enrichment and mainstreaming of Islamiyya Education	Mainstreaming and enrichment of Islamiyya Schools by 60% by the year 2018	<ul style="list-style-type: none"> <li>Provide qualified and adequate teachers</li> <li>Provide adequate classrooms</li> <li>Capacity building programmes for Islamiyya School teachers</li> </ul>
Kaduna	Provide free good-quality universal basic education to all young people irrespective of faith, social position and physical challenge	
Begin process of integration of BE curriculum within IQTE Schools	<ol style="list-style-type: none"> <li>1. Provide support networks to clusters of Qur'anic schools, e.g. using the largest / best resourced school as a 'hub' centre.</li> <li>2. Encourage establishment of SBMCs in each integrated cluster.</li> </ol>	<ol style="list-style-type: none"> <li>1.1 Phased integration of approx. 30% of existing Qur'anic Schools by 2015 (approx. 1,500) together with provision of necessary material support</li> <li>1.2 State to fund qualified teachers &amp; textbooks in each Qur'anic cluster</li> <li>2.1 Communities share in funding integrated schools with a 10% contribution by 2015.</li> </ol>
Kano	Equitable Access	
Increase access to basic education	Increase the proportion of integrated IQT primary schools from 30% in all primary schools in 2006 to 50% in 2018.	<ol style="list-style-type: none"> <li>1. Provide a flat rate payment of N 30,000 (no allowances) to four Islamic study teachers in integrated IQT primary schools with rest of salary supported by PTAs.</li> <li>2. Provide four primary school teachers to teach core national curriculum in all integrated IQT primary schools. In IQT junior secondary schools provide full compliment of teachers.</li> <li>3. Communities to be responsible for the construction of IQT primary and junior secondary schools.</li> </ol>