



Oxford Policy Management

Public Financing of Basic Education in Nigeria

An analysis of government budgeting and expenditures on basic school improvement in ESSPIN programme states

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Table of Contents

Acknowledgement	i
List of Abbreviations	iv
Executive Summary	vi
1 Introduction and Methodology	1
2 Financing Basic Education in Nigeria	4
3 ESSPIN's School Improvement Programme	10
4 Analysis of Expenditures on the School Improvement Programme	15
5 Understanding the State Context for Education Financing	35
6 Summary and Implications for Sustainability	40
7 References	43
Annex A1: Terms of Reference	45
Annex A2: List of Institutions Interviewed	50
Annex B: Basic Education Financing in Nigeria	51
Annex C1: Summary Tables on States' Budget Allocation on SIP Areas 2012-2015	58
Annex C2: Summary Tables on ESSPIN's Spending on SIP Areas 2012-2015	59
Annex C3: Summary Tables on Overall Budgeted on SIP Areas 2012-2015	60
Annex D1: Kano State Detailed Tables	61
Annex D2: Kwara State Detailed Tables	69
Annex D3: Jigawa State Detailed Tables	74
Annex D4: Kaduna State Detailed Tables	78
Annex D5: Lagos State Detailed Tables	81
Annex D6: Enugu State Detailed Tables	85

Table of Figures

Figure 1: The UBE-IF Allocation Formula.....	6
Figure 2: Main Stakeholders Influencing Basic Education Financing.....	7
Figure 3: ESSPIN’s model of State Capacity Development for School Improvement	11
Figure 4: States’ Overall Budget Allocation on SIP Areas 2012-2015 in N Million*	17
Figure 5: State Spending on SIP areas (2012- 2015).....	19
Figure 6: ESSPIN SIP Spending by State in N Million*.....	20
Figure 7: ESSPIN Spending vs. State Non-Infrastructure SIP Spending	21
Figure 8: Budget Allocation by SIP areas 2012-2014 in N Million*	22
Figure 9: Kano - Budget Allocations by Source, to SIP Areas (2012-2015) in N Million.....	24
Figure 10: Kano - Budget Allocations, by SIP area (2012-2015) in N Million	25
Figure 11: Kwara - Budget Allocations, by Source, to SIP Areas (2012-2015) in N Million	26
Figure 12: Kwara- Budget Allocations, by SIP area (2012-2015) in N Million	27
Figure 13: Jigawa- Budget Allocations, by Source, to SIP Areas (2012-2015) in N Million	28
Figure 14: Jigawa - Budget Allocations, by SIP area (2012-2015) in N Million	28
Figure 15: Kaduna- Budget Allocations, by Source, to SIP Areas (2012-2015) in N Million	29
Figure 16: Kaduna- Budget Allocations, by SIP area (2012-2015) in N Million	30
Figure 17: Lagos- Budget Allocations, by Source, to SIP Areas (2012-2015) in N Million.....	31
Figure 18: Lagos- Budget Allocations, by SIP area (2012-2015) in N Million.....	32
Figure 19: Enugu- Budget Allocations, by Source, to SIP Areas (2012-2015) in N Million	33
Figure 20: Enugu- Budget Allocations, by SIP area (2012-2015) in N Million	33
Figure 21: Percentage of cumulative UBEC Disbursement 2012-2015 by ESSPIN State.....	35
Figure 22 Federal versus IGR State Basic Education Funding, 6 ESSPIN States (2013).....	36
Figure 23 Key institutions and flow of funds in Basic Education	51

List of Abbreviations

DfID	Department for International Development
EPC	Education Promotion Committee
ESSPIN	Education Sector Support Programme In Nigeria
FAAC	Federation Account Allocation Committee
FMBP	Federal Ministry of Budget and Planning
FME	Federal Ministry of Education
FMF	Federal Ministry of Finance
GPE	Global Partnership for Education
HoA	House of Assembly
IGR	Internally Generated Revenue
IQS	Integrated Quranic Schooling
JAC	Joint Accounts Committee
LGA	Local Government Area
LGEA	Local Government Education Authority
MDA	Ministry Agency or Department
MoE	Ministry of Education
NCE	National Council on Education
OPM	Oxford Policy Management
PFM	Public Financial Management
SBMC	School Based Management Committee
SIP	School Improvement Programme
SMO	Social Mobilisation Officer
SMoBP	State Ministry of Planning and Budget
SMoE	State Ministry of Education
SMoF	State Ministry of Finance

SPARC	State Partnership for Accountability, Responsiveness and Accountability
SSO	School Support Officer
SUBEB	State Universal Basic Education Board
UBEC	Universal Basic Education Commission
UBE-IF	Universal Basic Education Intervention Fund
UFSC	Universal Fiscal Shortage Commission

Executive Summary

Study Objectives

The Education Sector Support Programme in Nigeria (ESSPIN) was introduced in 2008 and aims to improve learning outcomes for children of basic education age in six states of Nigeria – Enugu, Jigawa, Kaduna, Kano, Kwara, and Lagos. Funded by the UK and Nigerian governments, ESSPIN works through a range of activities at the federal, state, local and school levels. This is done through an integrated approach focused around six ‘School Improvement Programme’ (SIP) areas.

In an effort to ensure the sustainability and roll-out of ESSPIN’s activities, ESSPIN has actively tried to convince states to invest their own resources in the SIP areas, to as many schools within the state as possible. To assess the extent to which this has succeeded, this report tries to understand the size and composition of state government expenditures on basic education, and specifically on school improvement, covering the period from 2012 to 2015. This report also aims to assess the states’ capacity to produce state planning and budget documents, and understand the broader process by which basic education resource allocation decisions are made and implemented in the state.

Basic Education Financing

In **Chapter 2**, we start by briefly discussing the basic education financing system in Nigeria. This notes how basic education administration is often seen to be complex, as all three government tiers provide funding to basic education. Yet, in practice, most key spending decisions on basic education are made at state level, which determines how much of its own funds to spend, how local government funds are allocated, and how much federal funding to access through counter-part funding of the Universal Basic Education Intervention Fund (UBE-IF).

The key stakeholders influencing basic education decisions include the Commissioners for Budget and Planning, Finance and Local Government. For budget implementation, the SUBEB chair, Commissioner for Education, and local government chairs are key. The most important individual is the Governor, who strongly dominates all state spending decisions, and personally tends to oversee budget formulation and fund approval. Their tendency to appoint commissioners, heads of all parastatal departments, and local government chairmen means that they also tend to influence intra-departmental fund allocation and budget implementation.

Lastly, this chapter notes that the education sector is often constrained by problems of budget credibility. Most states have multi-year strategic plans for all key sectors. Yet, these are often not linked to the annual budget process and rarely reflect realistic revenue projections or budget allocations. Due to overambitious resource envelopes and late release of funds, states also often see a significant difference between the ‘apparent’ and the ‘real’ education budget.

ESSPIN’s School Improvement Programme

An overview of the ESSPIN programme is provided in **chapter 3**. Aimed to address the previously-mentioned issues in the education system’s planning and budget credibility, ESSPIN’s approach is based on the premise that an integrated approach to school improvement will result in more effective schools, and greater improvements in learning outcomes. This programme includes five main pillars: head teacher effectiveness, teacher competence, functional school based management, school development planning and inclusive practices. A sixth overarching focus is on the provision of

‘support services’ to improve management, oversight, systems and processes in the delivery of basic education.

ESSPIN provides support to these six ‘School Improvement Programme’ (SIP) areas through a multi-faceted approach including the commissioning of studies to better understand systemic issues, demonstrating effective new approaches through pilots, capacity development, flexible programming, political engagement and a focus on leveraging state resources for sustainable roll-out and scale up.

Analysis of Expenditure on the School Improvement Programme

Chapter 4 holds the main findings of this report. It takes the six SIP areas as the basis for analysis, and conducts a comparison of spending patterns across states. Between 2012 and 2014, a strong upwards trend is found in total SIP budget allocations across the 6 states. However, this is mainly driven by three states: Kano (43%), Kaduna (25%) and Jigawa (15%). The three other States each made up only somewhere between 3% and 8% of overall SIP budget allocations.

To identify ESSPIN’s ability to ‘leverage’ state funds, the study compares ESSPIN’s own spending with State non-infrastructure SIP spending. This suggests that for 2013 and 2014, states on average spent between N0.20 – 1.00 for every N1 spent by ESSPIN. Based on stakeholder interviews, ESSPIN’s ability to leverage additional funds were especially strong in 2013, but reduced from 2014 onwards, following the large decrease in state revenue due to the fall in global oil prices.

In terms of composition of SIP spending, infrastructural development receives the highest allocations, followed by inclusive education (including Integrated Quranic Schooling and Girl Child education) and teacher development (including instructional materials). In comparison, few resources were dedicated to support programmes, and little to no resources were dedicated for school-level planning and development of School Based Management Committees (SBMCs).

Budget credibility remains to be a challenge across all ESSPIN states, although to different degrees. In some cases, the state’s planning documents and the budget are relatively well aligned (e.g. Kano), but spending differs considerably. In other cases, planning documents are overly ambitious, but the budget and spending is reasonably comparable (e.g. Kwara and Jigawa). In other cases, all three are relatively separate from one another. This is the case for Kaduna and Lagos. The case of Enugu was deemed most concerning, where the lack of publicly available budget data has prevented any such analysis from being carried out in the first place.

Understanding the State Context for Education Financing

To identify what drives these spending findings, **Chapter 5** notes the two determinants: overall resource availability and political influences. The former has been particularly challenging, as lower oil prices have considerably reduced Nigeria’s federal allocations since mid-2014. This also reduced states’ ability to fund their matching grants and access additional federal funds through the UBE-IF. However, the current fiscal crisis has led to renewed state efforts to improve Internally Generated Revenue (IGR).

Political factors were also critical. This firstly related to credibility of SIP investments, which is mainly determined by the extent to which political actors choose not to overpromise or over-allocate budget resources. The other most important determinant of *how much* is invested strongly relates to the governor’s policy focus or interests. Given a highly discretionary nature of state financing, any attempt to ensure state financing of an SIP area will require the personal support of such expenditure by the

governor. These political influences become even more critical during elections and subsequent transitions to new governments.

Recommendations

Chapter 6 concludes with a set of recommendations.

- 1. Improving Resource Availability:** This study has found that most state education expenditure remains dedicated to more conventional areas, such as infrastructure. Despite the odds, ESSPIN has had some success in stimulating spending focused on educational quality, such as on inclusive education and (head) teacher development. Yet, securing state funding for the vital institutional framework around school-level planning and SBMCs that ESSPIN supports remains the biggest challenge. ESSPIN (or any successor) should place more emphasis on advocating for spending on support services, improving school planning and continued funding for SBMCs. Despite ESSPIN's active campaigning, this report suggests more should be done to ensure sustainable scale up of ESSPIN activities.
- 2. Improving Budget Credibility:** While ESSPIN has improved the tracking of education budget execution by preparing quarterly monitoring reports (QMR), several gaps remain. This study recommends that ESSPIN (or any successor programme) should help states move beyond the current QMR system, which is too discretionary and informal. Instead, education budget and expenditure data should be captured by a more formal and real-time data PFM system such as an Integrated Financial Management Information System (IFMIS). This would provide the most reliable quarterly monitoring reports, and thus better help monitor budget credibility. This is best done in conjunction with a dedicated PFM project, such as the successor to DFID's SPARC.
- 3. Ensuring political buy-in:** This study recommends that ESSPIN (or any successor) continues its high-level engagement with education policymakers. However, given the concern regarding budget credibility, there may be a need to expand the circle to also incorporate other actors such as the Commissioner for Budget and Planning, the Commissioner of Finance and the Commissioner for Local Government. Designated cross-ministerial activities to instil the importance of education finance are further recommended.

Sustainability

From interactions with government officials, it is clear that ESSPIN has had considerable influence on the Ministry of Education, SUBEB and local governments in terms of building capacity for planning and budgeting, reforming the budget process and leveraging state funds for the SIP areas. As the programme comes to an end there are key concerns about states' ability to sustain the SIP model, especially in the current situation where states face shrinking federal allocations, making scale-up and continued implementation of the SIP unlikely. **As such, this study finds that there is a clear role to play for any successor of ESSPIN to continue to advocate for state ownership and funding of an integrated approach to school improvement.**

1 Introduction and Methodology

The Education Sector Support Programme in Nigeria (ESSPIN) was introduced in 2008 as part of the suite of DFID-funded State Level Programmes (SLPs) that seek to improve governance and service delivery in Nigerian States. ESSPIN aims to improve learning outcomes for children of basic education age in six states of Nigeria – Enugu, Jigawa, Kaduna, Kano, Kwara, and Lagos. Funded by the UK and Nigerian governments, ESSPIN works through a range of activities at the federal, state, local and school levels.

At the federal level, ESSPIN provides support to Federal – level agencies to strengthen national systems for monitoring learning achievement, implementing quality assurance in respect of schools, and establishing and supporting SBMCs.

At the state and local government level, ESSPIN works to improve the governance and management of basic education, focusing on strengthening the capacity to collect high quality data for planning, improve effectiveness of education planning and budgeting, provide quality assurance to schools, and improve key services delivery functions. These aims are achieved through a mix of support including training, mentoring, and supporting the reform of systems, policies and processes.

At the school level, it provides and supports the use of structured training materials for teachers, works with head teachers to improve academic leadership and school improvement planning and involves communities through the establishment of well-functioning school based management committees (SBMCs). ESSPIN school–level interventions were first piloted in 2009/10 and 2010/11 in 2,000 schools. It has since been scaled up to over 15,000 schools, with state governments themselves driving the pace of the roll-out. Originally conceived as a six-year programme, it has been extended to 2017 for consolidation and further institutionalisation of its school improvement model.

This report sets out the findings of a study of public expenditure in basic education and school improvement in the six ESSPIN states, carried out by Oxford Policy Management on behalf of ESSPIN.

1.1 Rationale and Study Objectives

One of ESSPIN's goals is to support the effective and efficient use of Nigeria's resources to improve basic education delivery. After the completion of the pilot phase in all six states, ESSPIN is now dependent on state funds to implement the programme. Therefore it was important to understand the trends in level of composition of state government expenditures on basic education, and on school improvement since the beginning of the programme. This should provide ESSPIN with evidence to assess its performance in terms of leveraging state funds for the school improvement programme. The review of relevant data sources for the study also provides an opportunity to assess the extent of state capacity to produce state planning and budget documents, and the credibility, timeliness and accessibility of these documents. Furthermore, the study aims to understand the broader process by which resource allocation decisions are made and implemented in the state as regards to basic education.

Therefore the main objectives of this study were to:

- Understand the fiscal context for education financing in Nigeria, in particular the ESSPIN states, with a view to supporting development of strategies and actions for adequate and sustainable funding for school improvement in particular, and education service delivery more broadly.

- Assess the levels and patterns of state spending for school improvement.

1.2 Research Questions

In line with the Terms of Reference (see Annex A1), this study sought to answer the following research questions:

- How is school improvement (and basic education) financed at the sub-national (state and LGA) level? What are the main funding sources and financing processes?
- How much did the state government spend on SIP areas between 2012 and 2014? What was the composition of expenditure on each SIP area by type of programme?
- What factors explain any differences in the level and composition of state spending on school improvement over time, and between various states? How did the different stakeholders impact these outcomes?
- How did state spending compare with ESSPIN spending on SIP areas in the same period?
- To what extent did state spending on school improvement (and education sector releases in general) align with sector plans and budgets? What factors explain any divergences? How did the different stakeholders impact these outcomes?
- Has there been a shift in the proportion of education (and basic education) sector expenditure accounted for by SIP areas over the programme period?

1.3 Audience

This report was commissioned by ESSPIN, and is primarily intended for use by ESSPIN and possible successors to ESSPIN. In addition, the report is also aimed towards the Department for International Development (DFID) Nigeria, and other donor agencies that who may have an interest in better understanding and influencing financial flows in basic education in Northern Nigeria.

1.4 Methodology and Data Sources

To answer the research questions the following methodology was used:

- **Desk Review** – First, a review of the existing literature was carried out to:
 - Provide an overview of the fiscal context of education financing in Nigeria, specifically the budget processes and funding sources, political context and institutional responsibility, and influences of key stakeholders, with a focus on basic education and school improvement at the state level.
 - Understand ESSPIN's activities to improve and sustain state spending on school improvement areas, including the resources used, and activities undertaken.
- **State visits** – The study team visited two out of the six states selected by the programme - Kano and Kwara. The main goal was to gather data on budgets, plans and actual expenditure; as well as contextual information on state trends, identifying key influencing factors, and ESSPIN's role if any in leveraging state funds. To do so the study team collected relevant budget documentation,

and also conducted key informant interviews with state-level programme staff, and civil servants from the State and Local Government MDAs (Ministries, Departments and Agencies).

- **Data Analysis-** Based on data collected from state visits, and additional data obtained from the programme on the remaining four states, the research team conducted an expenditure analysis of state plans, budgets and expenditures on school improvement areas.
- **Follow-up interviews** – To better understand the trends identified from the data analysis, the research team then conducted follow-up interviews with all of ESSPIN's State Team Leads, to allow them to comment on the findings and provide contextual feedback.

The main **data sources** for this study were:

- Wider literature and evidence from previous studies on basic education financing in Nigeria – including budget processes and systems, key stakeholders, and other contextual influencing factors.
- Qualitative data from key informant interviews with programme staff and civil servants from relevant agencies. A full overview of all institutions and departments interviewed is given in Annex A2.
- Relevant data and documentation relating to state plans, budgets and actual expenditure, including state medium term sector strategies, budget sector reports, approved budgets, financial reports, and audited accounts, etc.
- Relevant data and documentation relating to ESSPIN's own expenditure on school improvement including annual reports, quarterly reports, and other programme documents.

Multiple data sources were triangulated to track any discrepancies or unreported activities.

1.5 Report Structure

The rest of the report is structured as follows. In Chapter 2, we briefly discuss the basic education financing system in Nigeria. Chapter 3 then provides an overview of the ESSPIN School Improvement Programme. Chapter 4 reviews state and ESSPIN expenditure on school improvement areas, highlighting key trends and comparing patterns across states. In Chapter 5 we examine the context for these resource allocations, such as political outlook and fiscal envelope, and the implications for state funding of basic education. Chapter 6 concludes with a summary of findings, lessons learnt, and recommendations for the programme.

2 Financing Basic Education in Nigeria

Before we can analyse the influence that ESSPIN has had on leveraging state funds, it is important to have an understanding of the way in which basic education is financed. We begin by providing a broad overview of the main sources of basic education finance. This is followed by an overview of the main actors involved, and lastly we describe the main challenges to the education budget process. This is done briefly in this chapter, which is then expanded on in greater detail in Annex B.

2.1 Brief Overview of Basic Education System

The main institutional framework under which Basic Education in Nigeria operates is the 2004 Universal Basic Education (UBE) Act. This emphasizes that the State Government is responsible for basic education policy and strategy, while the Local Government is responsible for basic education service delivery and management. The Federal Government bears responsibility only for setting national standards and maintaining the regulatory framework.

The UBE act also drastically amended the mandate for providing basic education by establishing semi-independent 'executive agencies' at all three tiers of government. As such, the Federal Ministry of Education now had a basic education counterpart in the 'Universal Basic Education Commission' (**UBEC**). The State Ministry of Education's counterpart was the State Universal Basic Education Board (**SUBEB**). Even at local level, the Local Government had its own Education Supervisor, and now also saw the establishment of a separate Local Government Education Authority (**LGEA**).

While the Federal and State Ministries of Education are formally responsible for providing oversight to UBEC and SUBEB, in practice this is problematic because their funding is earmarked and routed outside of the budget of these Ministries of Education (World Bank, 2015). As such, there is often tension between the Ministry and its parastatal counterpart due to overlapping mandates and unclear oversight arrangements. This has meant that basic education is mainly financed through the three tiers of UBE institutions. The role of Ministries of Education in Basic Education is reduced only to policy formulation, data collection and inspectorate services (Jones et al, 2014)

Because it involves all three tiers of government, and involves dual institutions at each level, Nigeria's system of basic education is often seen to be complex and produce "overlapping responsibilities, leading to confusion, weakened accountability, and duplication of efforts" (Freikman, 2007).

2.2 Funding Sources for Basic Education

Basic education is financed through different sources at Federal, State and Local Government level. In practice, however, the State government has a strong leading role in all basic education matters. Here, we will provide a summary of the way in which states' influence their own funds, how it influences the allocation of local government funds, and determines how much federal funding to receive for Basic Education through counter-part funding.

State Funding for Basic Education

The main source of revenue used by states for all public services, including basic education, comes from a statutory transfer of the Federation Account Allocation Committee (**FAAC**). Made up of both oil

and tax revenue, States jointly receive 26.72% of FAAC revenue¹, though the amount differs per state, based on an allocation formula.² Such federal funding provides the main source for all state payment of development projects, salaries, and other recurrent expenditure.

However, overall FAAC funding has been reduced in recent years due to lower global oil prices, thus contributing to states' fiscal deficits and unpaid salaries. As a result of this, States are trying to rely more on internally generated revenue (**IGR**) at state level, but this is often still a relatively minor source of income. The importance of FAAC versus IGR funding on basic education financing differs significantly across states. For more details, see chapter 5.

For the majority of basic education services, FAAC and IGR funding is provided directly to **SUBEB**, which is responsible for managing all non-salary spending. It is also informally responsible for payment of teacher salaries at the local level (see below). The **Ministry of Education** only provides a small share of the resources, primarily to support data collection and inspectorate services.

Local Government Funding for Basic Education

As with state governments, local governments' main revenue comes from FAAC contributions. Yet, the main body to determine how this is allocated is at State level, through the Joint Account Committee (**JAC**). The JAC manages the State Joint Local Government Account, into which all allocations for **LGAs** from the Federation Account and from the State are paid, and decides disbursements on a monthly basis to each LGA. It also determines how much recurrent expenditure is allocated to each of the specific sectors (e.g. 'education', 'health', 'agriculture'), overseen by individual LGA supervisors. The JAC even approves allocation for all development projects at the LGA.

Although payment of primary teachers' salaries is technically the responsibility for the **Local Government Education Authorities (LGEAs)**, in reality such salaries are deducted each month from LGA allocations and transferred to SUBEB to process salary payments (Jones et al, 2014). This means that in case of local teacher recruitment³, the LGEA has to submit the personnel details back to the SUBEB for processing, and SUBEB handles all payment processes subsequently.⁴

Local governments have two main education actors. The LGEA receives all its funding directly from the SUBEB. Yet, this is small in size and constitutes more of a monthly imprest used by the LGEAs to pay recurrent costs and conduct school visits. Then, the LGA also has a designated **Education Supervisor**, who reports directly to the LGA chairman and manages the LGA's JAC funds dedicated to both primary and secondary education. In practice, such funds also tend to be small in size, and should be seen only as supplementary. Areas of basic education mainly relate to small incidental costs (e.g. infrastructure maintenance, or funding common entrance exams), and release of funds strongly depends on the supervisor's relationship with the LGA chairman.

In sum, while local governments are formally responsible for a range of services, in practice most of their powers are usurped by state governments. States have a strong influence in allocating funding for local governments (through the JAC), while also deducting LGA resources to finance salaries of

¹ Total FAAC funds are split between Federal Government (52.68%), States (26.72%) and local governments (20.60%).

² FAAC shares resources for state governments based on five criteria: equally for all states (40%), population (30%), landmass and terrain (10%), social development (10%), and internal revenue generation effort (10%).

³ Formally speaking, LGEAs are able to recruit teachers and non-teaching staff with a salary grade level 1-6. All grade 7 and above (including all qualified teachers) should be recruited by SUBEB. Yet, LGEAs do recruit by either diverting these rules (invoking a loophole around 'replacement' of retired staff), or by only recruiting teachers at grade level 6 (Thomas, 2011).

⁴ Based on interviews with local government officials in Kwara and Kano.

teachers in the basic education. Indicatively, a study found that in 2005, states withheld an average of 87 percent of federal funds intended for local governments (FME, 2008).

Federal Government Funding for Basic Education

The Universal Basic Education Intervention Fund (**UBE-IF**) is the main federal funding that is provided to states for basic education, and designated for development expenditure only. This is funded by a statutory transfer of 2% of the FAAC revenue, and overseen by the Universal Basic Education Commission (**UBEC**). For an overview of the allocation formula, see Figure 1.

Half (50%) of UBE-IF funds are provided as a ‘matching grant’ to states that give an equal share amount to their SUBEB via their state education budget, and provide detailed work plans and spending reports to UBEC. As such, the UBE-IF is the main tool of the Federal government to influence spending on basic education at the lower tiers of government. However, due to a drastic decline in state FAAC allocations in recent years, many states have stopped providing their matching funds, thus forfeiting their UBE-IF funding) (see chapter 5 for more details).

The remaining 50% of the UBE-IF is given directly to states to use for specific, earmarked areas. States oversee the procurement of the related goods, and implementation of activities, and provide reports back to UBEC. A particularly vital UBE-IF element for ESSPIN is the “Teacher Professional Development Fund”, which constitutes 10% of the overall UBE-IF allocation and provides the main (and most predictable) source of funding for in-service teacher training in the states.

State governments thus also strongly influence and oversee federal funds for basic education. By choosing whether or not to provide matching funds, they determine how much federal funding is available. Similarly, they determine how non-matching funds are allocated and utilised for federally earmarked funding (e.g. instructional materials). By contrast, the federal government has little choice over its allocation of funds, as it is a statutory transfer. As long as states satisfy the minimum requirements, funds have to be provided to the state.

2.3 Main Stakeholders Influencing Basic Education Financing

Annex B provides a detailed list of all the different stakeholders involved in the basic education process. Here, we try to offer a summary, and highlight the main actors influencing the basic education funding allocation process, or utilisation of funds. This is important to consider, as it reflects who to engage with in order to leverage additional state funding.

A summary is provided in Figure 2. This highlights that there are five main elements to Basic Education Financing. All state budget allocation is directed by the **Governor**, and coordinated by the

Figure 1: The UBE-IF Allocation Formula

“The fund is disbursed with the following formula:

- **50%** as **Matching Grant Funds** for the provision of infrastructure such as classrooms, furniture, toilets, workshops, libraries, equipment etc;
- **14%** as **Educational Imbalance Fund** for maintaining equity and inclusiveness and eliminating all forms of disparities and disadvantages;
- **15%** as **Instructional Materials Fund** for the provision of textbooks in the core subjects and reading materials;
- **10%** as **Teacher Professional Development Fund** for the training of the serving teachers and education managers on various aspects of school activities;
- **5%** as **Good Performance Fund** to encourage states doing well in the implementation of the UBE programme;
- **2%** as **Special Education Fund** for those with special needs;
- **2%** as **UBE Monitoring Fund**;
- **2%** as **UBE Implementation Fund**;

Source: FME, 2015

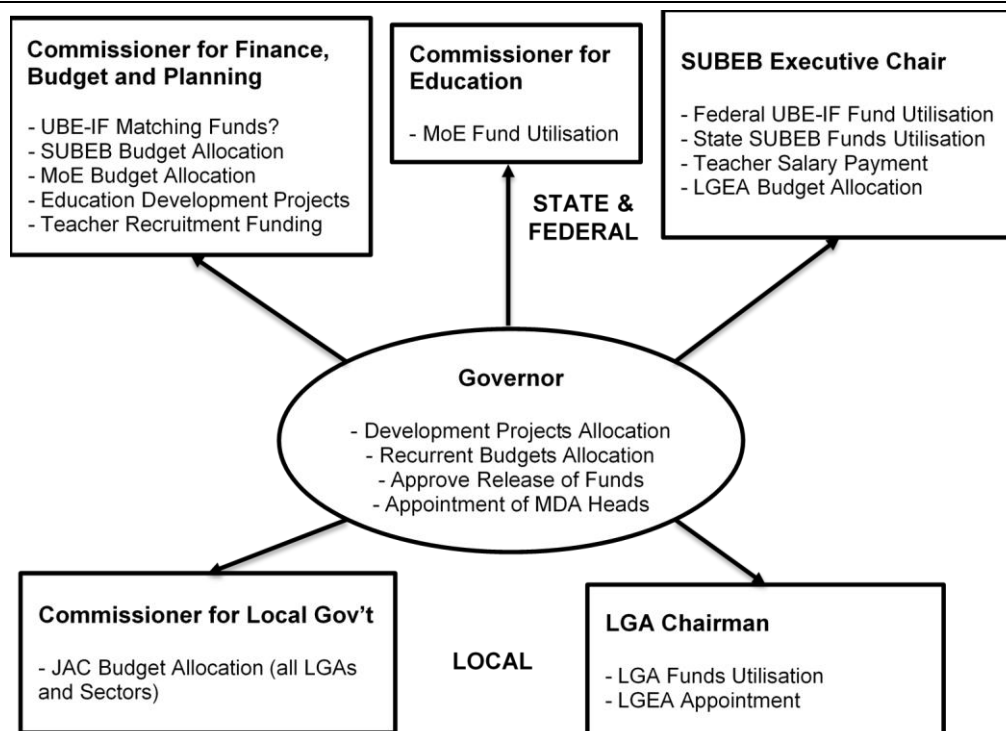
Commissioners for Finance, and the **Commissioner for Budget and Planning**. For Basic Education purposes, this senior financial team will thus determine whether or not to provide UBE-IF matching funding (often driven by the Governor's agenda and the available FAAC and IGR funds). They also decide on the overall recurrent allocation to each Ministry, Department and Agency (MDA), including SUBEB and the Ministry of Education. All newly proposed development projects also have to be defended in front of the Governor, who personally makes the final decision on the ceilings and approved list of new projects. Similarly, any type of new recruitment of personnel also has to be submitted to the Governor, who can personally approve or reject such decisions (often in discussion with the Commissioners).

The **SUBEB chair** is primarily responsible for fund utilisation from federal (UBE-IF) and state (SUBEB) development projects. Given the large size of both such funds, this often makes the SUBEB chair personally oversee the largest share of resources of any MDA in the state. The SUBEB chair also oversees education personnel, and determines the recurrent funds allocated to the LGEA. The small amount of funding from the Ministry of Education for monitoring and supervision of basic education is overseen through the **Commissioner for Education**. Lastly, the Governor also has a strong influence over fund utilisation by controlling the release of all (education) development projects and by deciding every month which projects are "cash-backed", and thus which projects can be implemented.

Additional local funding is allocated through the JAC committee that is chaired by the Governor and vice-chaired by the **Commissioner for Local Government**. Such funding tends to be relatively small in size, and allocated largely based on the decisions by the **LGA chairman** (see above).

In sum, the Governor strongly dominates all state spending decisions, and personally tends to oversee and influence budget formulation and fund approval. However, their biggest influence comes from their ability to *appoint* all the commissioners, heads of all parastatal departments, and local government chairmen. As such, the Governor personally strongly affects education finance, and through his appointees can also influence departmental fund allocation and budget implementation.

Figure 2: Main Stakeholders Influencing Basic Education Financing



2.4 The Education Budgeting Process

Lastly, we will consider the state and local government budget process. This is described in greater detail in Annex B. Here, we focus on the main challenges which are found across all tiers of government that deeply undermine its effectiveness.

While significant differences exist across States, the planning and budget preparation processes are generally weak. Although states appear to follow an established budgeting process, “the budget is not a useful statement of policy intent as the actual composition of expenditure varies considerably from the original budget” (Jones et al, 2014).

The budget’s credibility is often undermined from its inception through an arbitrary budget envelope that poorly reflects the overall resource availability. Budget preparation is also frequently done in secret, involving only a small number of government officials. Then, budgeted funds are often released late, or not at all. This all leads to a less credible budget, and a widening between the ‘real budget’ (the funds released for project implementation) and the ‘apparent budget’ (figures that are published) (FME, 2011).

Most states have multi-year strategic plans for all key sectors. Yet, these are often not linked to the annual budget process and rarely reflect realistic revenue projections or budget allocations. While significant differences exist across States, the planning and budget preparation processes are generally weak. Although states appear to follow an established budgeting process, “the budget is not a useful statement of policy intent as the actual composition of expenditure varies considerably from the original budget” (Jones et al, 2014). For that reason, FME (2008) concludes that “shortcomings in the quality of public spending for education are primarily a result of weak budget management and accountability.”

2.5 Summary and Implications

This chapter has tried to provide a brief overview of basic education financing in Nigeria. Starting with an overview of funding flows, it demonstrated that most key spending decisions on basic education are made at state level. The state determines how much of its own funds to spend, how funds to local government are allocated, and how much federal funding to receive (through counter-part funding).

The largest source of revenue for basic education is the constitutionally-determined 'FAAC' contribution, passed on to Federal, State and Local Government. This is strongly dependent on oil revenue, and resulted in strong financial shortfalls in relation to lower global oil prices. Other important resources include the State's Internally Generated Revenue (IGR) and the Federally funded Universal Basic Education Intervention Fund (UBE-IF).

In terms of key stakeholders influencing basic education decisions, key individuals include the Commissioners for Budget and Planning, Finance, Local Government. In terms of budget implementation, the SUBEB chair, the Commissioner for Education and the local government chairs are key. However, the most important individual is the Governor, who strongly dominates all state (education) spending decisions, and personally tends to oversee and influence budget formulation and fund approval. Their tendency to appoint commissioners, heads of all parastatal departments, and local government chairmen means that can also influence intra-departmental fund allocation and budget implementation.

The chapter ended with a brief overview of state budget credibility. This is often undermined from its inception through an arbitrary budget envelope that poorly reflects overall resource availability. Budgeted funds are then often released late, or not at all. This all leads to a less credible budget, and widening between the 'apparent budget' (figures that are published) and the 'real budget' (funds released for project implementation).

This brief overview of basic education financing has multiple implications. This highlights the main sources of education finance. This will form the basis of chapter 4, which analyses the expenditure on specific ESSPIN SIP areas for both the SUBEB and the Ministry of Education. Similarly, it introduces the issue of budget credibility, which chapter 4 will also look into in greater detail. In addition, this also highlights that in order to improve financing for the basic education sector, a multi-focused approach is needed that improves both the overall system's planning and budgeting credibility, while simultaneously engaging politically in order to take account of the current realities of education financing in the state. This is exactly what the ESSPIN project has set out to do. The next chapter will describe the project's objectives and mechanisms in greater detail, and set out how it is has tried to improve the overall financial management system, and leverage additional state funding for basic education. Chapter 5 will also build on these elements to provide broader explanations to the state funding patterns demonstrated, and chapter 6 will use these findings for broader recommendations.

3 ESSPIN's School Improvement Programme

This chapter offers an outline of ESSPIN's objective, approach and means to conduct its School Improvement Programme. This also describes the main ways in which ESSPIN has aimed to improve state capacity for education planning and budgeting.

3.1 Approach to the School Improvement Programme (SIP)

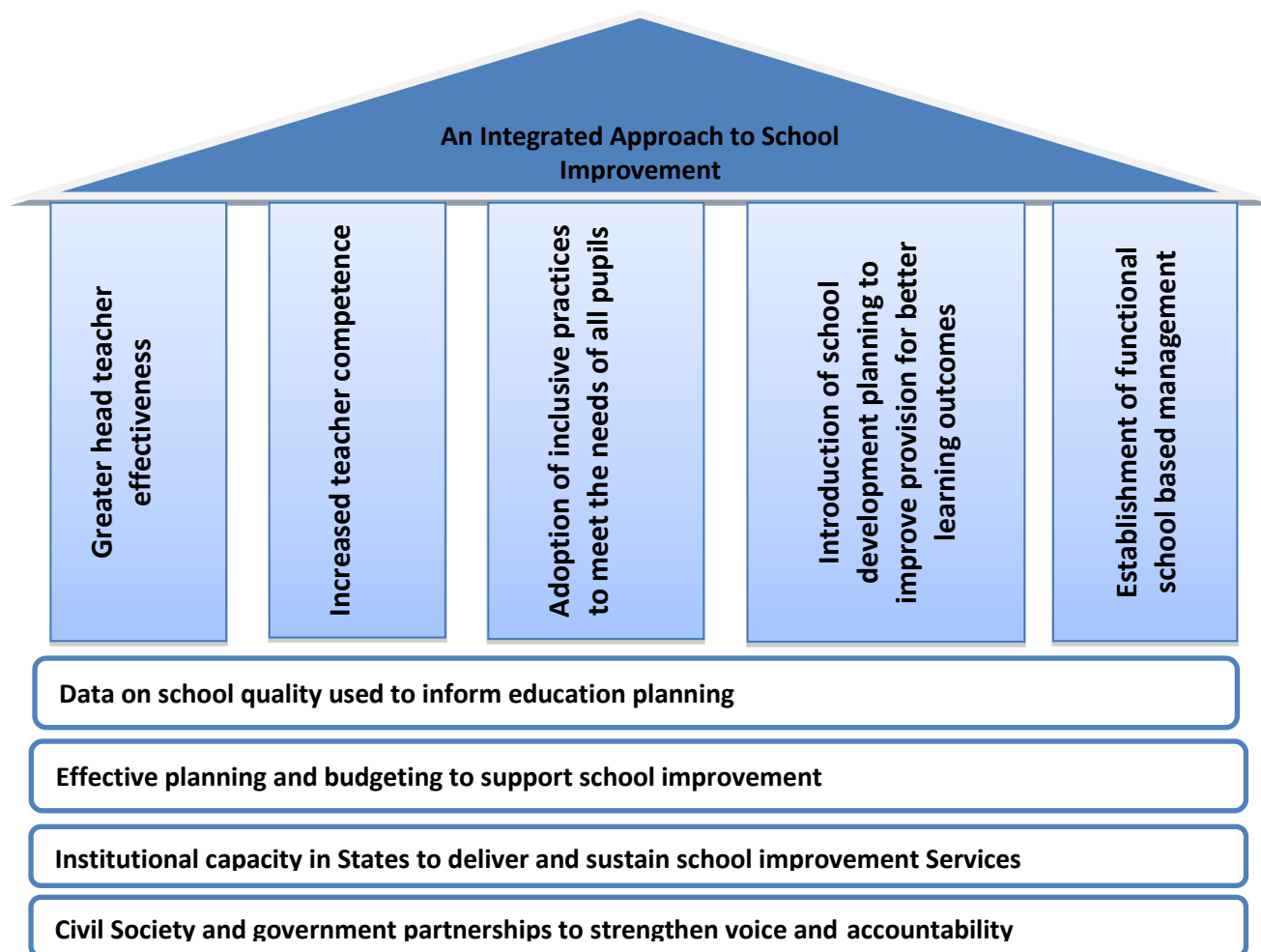
ESSPIN's long term impact goal is to contribute to better learning outcomes for children at the basic education level in its six programme states by strengthening the quality and sustainability of basic education delivered in schools; and supporting more children to enrol in and attend basic education, including marginalised groups. The main outcome of the programme is equitable and sustainable improvement in the quality of and access to basic education. This is done, in part, through an extensive focus on strengthening the institutional arrangements for education planning, financing and governance (ESSPIN, 2015).

School Improvement

ESSPIN's approach is based on the premise that an integrated approach to school improvement will result in more effective schools, and greater improvements in learning outcomes. Based on these proposed outputs ESSPIN developed a package of interventions known as the School Improvement Programme (SIP), modelled on the theory of state-led governance reforms, implemented through state structures, and monitored through state systems. Figure 3 below illustrates ESSPIN's integrated approach to school improvement. This includes five separate pillars: head teacher effectiveness, teacher competence, functional school based management, school development planning and inclusive practices.

The SIP usually takes the form of 2 years of support to schools through training workshops and school visits, after which the state should move to a programme of continuing school improvement. Schools also receive interventions to support community involvement and inclusion through SBMCs. Here, ESSPIN aims to improve teacher competence by providing and supporting the use of structured materials (lesson plans), to enable teachers to deliver better quality instruction, and to improve teachers' own subject knowledge in literacy and numeracy. ESSPIN also provided support to head teachers in terms of academic leadership and school development planning (ESSPIN, 2015).

Recognising that school-level interventions are not sufficient to achieve the desired outcomes, ESSPIN also provides targeted capacity development interventions to improve the management, oversight, systems and processes used by government in the delivery of basic education. This is reflected in the bottom four elements of Figure 3. These include – school data for planning, effective planning and budgeting, institutional capacity/organisational development, and civil society/government partnerships.

Figure 3: ESSPIN's model of State Capacity Development for School Improvement

Source: LE Framework, ESSPIN (2015).

ESSPIN activities thus contribute to four core output streams focused on school improvement in the focal states (ESSPIN, 2015). The first two mainly relate to the bottom part of Figure 3, while the latter two reflect the five separate pillars of direct SIP support.

- **Output 1 – Strengthened National Systems:** to strengthen the capacity of federal institutions to effectively support school improvement in States through making national funds for education more easily available to States and by establishing relevant national systems for monitoring school improvement.
- **Output 2 – Strengthened Institutional Capacity at State and LGEA:** to strengthen the capacity of State and Local Governments to support their own schools through more effective planning and budgeting, improved skills and competencies of key personnel, additional funds directed at school improvement, and collaboration with non-government stakeholders.
- **Output 3 – Improved School Quality:** to improve the quality of schools in partner States through a combination of school improvement measures – effective head teachers, competent teachers, better school development planning, and inclusive practices in schools.
- **Output 4 – Community Engagement:** to improve community participation in school improvement, leveraging the support of CSOs and promoting voice, particularly of women and children.

3.2 Implementation of the School Improvement Programme (SIP)

ESSPIN's approach to school improvement is holistic, supporting change inside schools – by improving school management and teaching and learning in classrooms; and outside schools – by working with communities, states and local governments to help decision-makers to provide schools with resources and services to enable them to work better.

The key aspects of the implementation process are summarised below (Sanni, 2015).

- Understanding the issues: First, ESSPIN conducted several baseline, field studies and institutional assessments in the target states focused on various aspects of teaching, school management, learning and community engagement. The results of these studies confirmed existing concerns – of limited levels of adequate teacher knowledge and competency, limited school leadership or management activities by head teachers, passive classroom teaching practises, poor learning outcomes, limited support to schools by communities, and decaying and limited school infrastructure.
- Pilots: To demonstrate effective approaches to school improvement, ESSPIN proposed a pilot of the five school improvement pillars in selected schools and communities. The scale of initial pilots was determined by the level of resources each state was willing to commit. All states but one⁵ chose small pilots in a few schools selected based on geographical coverage, disadvantage, administrative clusters, or other political considerations. In parallel capacity development activities were delivered at the state level to strengthen the quality of support available to schools, thus benefitting all schools within the state.
- Capacity Development: ESSPIN has prioritised capacity development in form of training and support to civil servants at all levels of government⁶ and community based organisations on various programmes including planning and management of the SIP, academic and school leadership and supervision, subject and pedagogy training, and community mobilisation and liaison for school management. This training and support has been key to implementation and sustainability of the SIP.
- Flexibility and working within state structures: ESSPIN's approach to implementation has evolved over the years to include a more flexible approach to implementation based on each state's priorities and circumstances. In Kwara state for example, the 'Every Child Counts' campaign spearheaded by the Commissioner for Education provided an anchor for the ESSPIN reforms. Flexibility also allows ESSPIN to work within existing state priorities and programmes and in line with the mandates of state institutions. For instance, working closely with technical staff through the State School Improvement Teams (SSITs) to collectively identify problems and develop solutions.
- Political Engagement: The data from these studies provided ESSPIN with evidence to engage state governments on the scale of the issues, beginning with gathering acceptance and acknowledgement of the scale of the issues by the political decision makers, and then getting sign-off on the reform agenda, and identifying relevant state partners. ESSPIN's strategy was

⁵ In Kwara, poor results of the TDNA prompted the state to pilot the programme in all public primary schools, as part of a state-wide education reform known as 'Every Child Counts'. (ESSPIN 2015).

⁶ State School Improvement Teams (State); School Support Officers (SSOs) and School Mobilisation Officer (SMOs) (LGA); head teachers and teachers (School); and School Based Management Committees (SBMCs) (Community).

to work closely with senior officials from the various education institutions responsible for key education policy, planning and finance decisions, focusing on regulatory and legal reform, review of existing policies and plans, and decentralisation. Key community members were also involved in discussions, which ensured smooth entry into communities. Finally, ESSPIN committed to delivering quick wins through a school infrastructure project which involved construction of water facilities, segregated toilets, meeting the needs of girls, and the provision of a limited number of classroom blocks. The programme has continued to work politically by engaging politicians in regular quarterly meetings, and leveraging political connections where possible.

- Leveraging state resources for roll-out or scale-up – A key assumption of ESSPIN’s approach was that evidence of success and the impact of the pilot SIP programme would convince states to invest their own resources in the scale-up and roll-out of the programme to as many schools within the state as possible. The states had several potential sources of funding for the School Improvement Programme – state, federal and donor funding. These funding options are discussed in more detail in the next section.

3.3 Improving State Capacity for Planning and Budgeting

ESSPIN’s impact on state-level capacity has been assessed in a recent study⁷ which draws on evidence from the annual self-assessment exercises⁸ conducted by ESSPIN, interviews with programme staff and government officials, and data from composite surveys. According to the study, support to the planning and budgeting process has been one of ESSPIN’s most significant state-level interventions. ESSPIN has focused particularly on supporting states in establishing strategic planning frameworks, collecting relevant data to support planning, and establishing annual planning and budget cycles that are linked to medium term plans. In particular, ESSPIN has supported states in preparing the following documents - the annual **Medium Term Sector Strategy (MTSS)**, a three year rolling operational plan for education which outlines planned activities, timelines and associated costs; **Departmental Work Plans (DWPs)**, **annual budgets** and **Annual Education Sector Performance Reports (AESPRs)**.

The 2014 self-assessment exercise found that key elements of planning and budgeting were in place across the 6 states, and targets in all four areas of Output 2 (State and LGEA Institutional Capacity Strengthening) had been met or exceeded (scoring A ratings)⁹. State officials who were interviewed during the 2015 assessment exercise claim that state systems for planning and budgeting are strong and can be operated independently, key documents are being produced and used, and capacity of staff has been built. They attribute this progress to ESSPIN, although the report also notes that some of the progress at the state level is driven by state-led reforms in budget tracking, financial reporting, as well as support from a DFID-funded state-level public financial management programme, the State Partnership for Accountability, Responsiveness and Capability (SPARC) in some states.

Although state-level capacity appears to have increased, the self-assessment exercises highlight several constraints which limit the translation of improved capacity outputs into better outcomes. The

⁷ Allsop et al (2016). Study of ESSPIN’s support to capacity development in education in Nigeria. EDOREN, ESSPIN and IMEP.

⁸ ESSPIN’s annual self-assessment exercises reviews each state’s progress on four sub-outputs under Output 2 – planning and budgeting, service delivery, quality assurance and community involvement.

⁹ However, the 2015 exercise which uses a more stringent assessment criteria for capacity outputs, specifically translation of plans into actions, finds that all states except Lagos and Kaduna lose their A ratings, ie a decline in output scores. It is worth noting that the 2015 exercise marked the end of the first year of the ESSPIN Extension phase. The Extension Business Case required a raising of the bar for Output 2 targets, including greater focus on LGEA capacity.

first is weak coordination and integration both across departments and functional areas, institutions and levels of government. For example, delays in completing departmental work plans prevents them from being used to guide subsequent expenditure; and delays in conducting the Annual School Census limits the availability of updated data through the Education Management Information System (EMIS). Furthermore, quality assurance reports from local government officers in charge of school supervision¹⁰ are not fully integrated into EMIS, or used for planning.

A second key institutional constraint is the disparity between approved budget figures and actual releases at the state level. Although there have been improvements in the quality of planning and budgeting processes and documents, these have not been matched by similar improvements in budget disbursements. Available resources do not match the approved budget, and releases are often delayed, all of which restricts the extent to which improved budgets can result in ESSPIN's ultimate goal of improving school-level outcomes¹¹.

In spite of these constraints, overall ESSPIN has had considerable success in obtaining state-level support for the SIP areas, as evidenced by willingness of state governments to leverage their own funds towards the roll-out and implementation of the SIP. By December 2014, a total of N6.08 bn (£20.3m) had been leveraged for the scale-up of the SIP (see Table 1).

Table 1: State Leveraged funds for ESSPIN SIP – July 2012 – Mar 2016.

State	Cumulative Total (2012-2016)	
Kano	N588,000,000	£1,960,000
Kwara	N341,271,760	£1,137,573
Jigawa	N637,043,519	£2,123,478
Kaduna	N942,041,875	£3,140,140
Lagos	N917,040,800	£3,056,803
Enugu	N939,441,790	£3,131,473
Federal	N1,719,100,000	£5,730,333
Total	N6,083,939,744	£20,279,799

Source: Sanni (2015) Taking school improvement to scale: the Education Sector Support Programme in Nigeria. Cambridge Education. ESSPIN (2016) 30th Quarterly Report, Cambridge Education.

There were several potential funding sources for state spending on education. The first obvious source was the state annual education budget, however this is fraught with limited resources, politicisation and delayed budget releases. Only Kano, Jigawa and Lagos were able to fund aspects of the SIP roll-out from their annual state budgets.

All states relied largely on federal funding, which took the form of federal UBEC intervention funds set aside for Teacher Professional Development. ESSPIN engaged UBEC to clarify the guidelines for accessing these funds, and to endorse the SIP, which then allowed states to flexibly use the TPD allocations for the scale-up of the SIP. Thus, the TPD funds proved to be the most predictable funding source for the SIP scale-up between 2012 and 2015.

Finally, ESSPIN supported Kano, Kaduna and Jigawa in preparing successful applications for the Global Partnership on Education (GPE) funding, which is expected to fund an estimated \$20m per state in SIP consolidation work over three years.

¹⁰ School Support Officers (SSOs) and Social Mobilisation Officers (SMOs)

¹¹ Equalising state budget allocations and releases falls beyond ESSPIN's sectoral mandate. Fiscal indiscipline is endemic to public sector management in states and is a wider issue that the SPARC programme has been engaging with.

4 Analysis of Expenditures on the School Improvement Programme

4.1 Introduction and Methodology

This chapter reviews the state and ESSPIN expenditure on school improvement areas. It begins with a comparison of SIP spending patterns across states between 2012 and 2015, and the highlighting of key trends. Next, each state's spending is broken down across the 6 SIP areas defined in chapter 3. Besides total amounts dedicated, this section also aims to explore the *credibility*¹² of such commitments by examining the links and variance of SIP resources dedicated in the state Medium Term Sector Strategy (MTSS), budget books and expenditure reports.

School Improvement Spending Classifications.

As described in chapter 3 (figure 3), ESSPIN's model of State Capacity Development for School Improvement includes the following five pillars: greater **head teacher effectiveness**; increased **teacher competence**; adoption of **inclusive practices** to meet the needs of all pupils; introduction of **school development planning**; and, establishment of **functional school based management committees**. The SIP also has a **capacity building** component aimed at improving state's ability for data collection on school quality to inform education planning; effective planning and budgeting to support school improvement; delivery and sustainability of school improvement; and, civil society-government partnerships to strengthen voice and accountability. **This makes for a total of six separate areas that are jointly defined hereafter as the 'SIP activities'**. In the states, head teacher effectiveness and teacher competence are often classified under "teacher development".

A key assumption underpinning ESSPIN's integrated approach is that by piloting an effective school improvement model with demonstrable results, ESSPIN will convince state governments to utilize their own resources to scale up the programme. State governments were thus persuaded to focus more of their resources on expanding the benefits of SIP to as many more schools as the state's resources could accommodate.

Data Sources and Availability

This study mainly relies on analysis of publicly available budget documentation to estimate the amount of state resources allocated to the SIP activities. State funding for SIP activities is captured in the budgets of both the SUBEB (e.g. to finance school support reflected in the 5 pillars of the SIP areas) and the Ministry of Education (for financing support services, such as data collection for school quality).

Given the difficulty of obtaining reliable state spending figures remotely and resource constraints, the study team visited only 2 of the 6 states – Kano and Kwara evaluations, in order to collect the necessary budget documentation. The selection of states is in line with the focus of other recent programme studies and annual reviews. The review for the other 4 states which were not visited is limited to publically available secondary data shared by ESSPIN State teams.

The overall budget data availability is summarised in table 2 below. This table is important for two reasons. Firstly, the extent to which states have these documents available partly reflects the State's

¹² This is in line with ESSPIN's aim towards improved state planning and budgeting.

planning and budgeting capacity (an ESSPIN objective). Secondly, it also reflects the extent to which this study is able to meaningfully assess State resource allocation on SIP areas.

Table 2 shows that significant differences exist between states. Kano was the only state with a full dataset available from 2012 to 2015, with MTSS, budget allocation and spending figures. For Kwara, Kaduna and Lagos, figures were fully available up to 2014, with minor gaps in budget figures existing on allocation and spending for 2015. The weakest information came from Enugu and Jigawa. In the former, no MTSS or spending figures were available, and budget data was present for 2012-2014 only. For Jigawa, the MTSS figures were present for all five years, but budget data was available for only two years (2012 and 2013), with no spending figures available.

Table 2: SIP Budget Data Availability across the Six States

State	MTSS	Budget Allocation	Spending
Kano	2012-15	2012-15	2012-15
Kwara	2012-15	2012-14	2012-14
Jigawa	2012-15	2012-14	2012-14
Kaduna	2012-15	2012-14	2012-14
Lagos	2012-15	2012-15	2012-14
Enugu	2012-15	2012-14	Not Available

Initially, data on state spending on the SIP was to be sourced from the state audited accounts. However, during Kano and Kwara visits, audited accounts were only available for 2012 to 2014, and expenditure items were not sufficiently disaggregated to allow for detailed analysis of spending on each SIP area. Budget books were also considered as a source of allocation and expenditure data, which worked well for Kano state. However, for Kwara State, it was discovered that the budget books did not contain detailed breakdown of expenditure items by SIPs. Therefore, in the case of Kwara, the detailed quarterly monitoring report produced by the Kwara SUBEB was used as a data source. In Kwara, the Accountant General's Report was used for 2012, the QMR was used for 2013 and 2014, while no data was available for 2015.

For the other four ESSPIN states, budget books and Accountant General's Reports (obtained from the respective ESSPIN state offices) were used as sources of information on budget allocations and actual expenditure. E-copies of the budget were available for 2012 to 2015 for Kaduna and Lagos State. Where budget books did not contain figures for actual spending, the Audited Report from the Accountant General was used as a data source (e.g. in Kaduna). Expenditure was not broken down by SIP areas for any of the States.¹³ However, some detail could be gleaned from Accountant General's Reports (in the case of Kaduna) and the remarks section of the budget books (for Lagos, Jigawa and Kwara State).

Study Challenges

There were two main challenges in conducting the study. The first relates to the limited availability of public financial data, especially on actual spending. Expenditure reports were often absent from budget books, and audited accounts were not always up to date. Thus, multiple sources of information had to be used to fill in these gaps. Secondly, interviews with ESSPIN State Teams revealed that the definition of the various SIP areas differed slightly from state to state. This made it more difficult and discretionary to determine if a specific state expenditure could be classified as SIP

¹³ In the case of Kwara, Lagos and Jigawa, the budget books reported SUBEB budgets and expenditure in one line-item only.

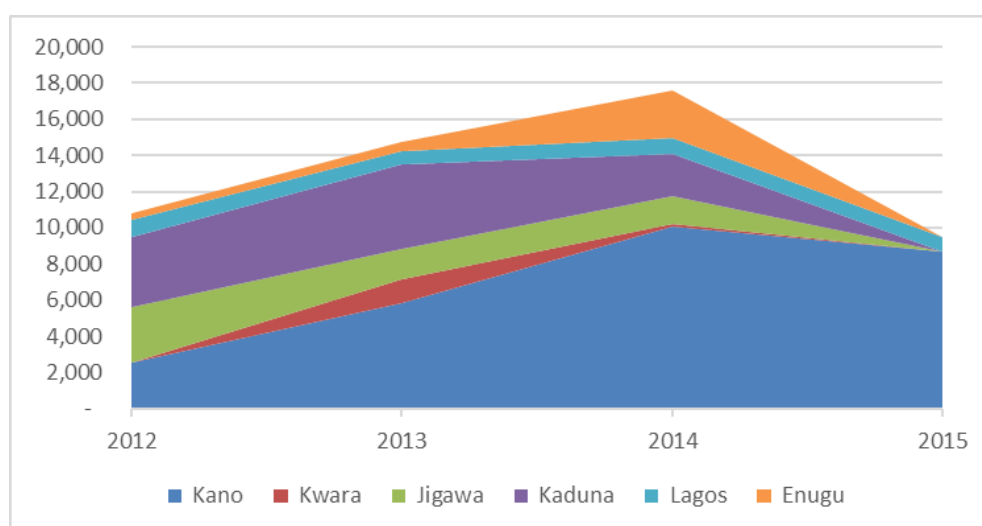
spending or not. It was also difficult to identify exactly which of the SIP areas a particular budget or spending item belonged in.

Given these challenges, the analysis described above was supplemented with information from ESSPIN quarterly reports, which also reported data on SIP expenditure by the state. The advantage of the quarterly report is that it already identifies SIP expenditures by clearly marking spending against each SIP area. For example, resources spent on any “teacher development” activity was classified as such in the Quarterly reports and this was done for all other areas of SIP activity. This allowed for ease of comparative analysis between the various states. The main drawback, however, is that the quarterly reports did not contain budget information¹⁴ and so it was not possible to carry out a budget performance analysis of the SIP activities. In addition, what was included in such reports was partially up to the discretion of the various education MDAs (e.g. SUBEB and Ministry of Education), with slightly different interpretations of what constituted an ‘SIP area’, and is thus liable to both over- and under-reporting. One notable example is ‘infrastructural development’, which is included here as a SIP area, but often not reported as such in ESSPIN’s Quarterly Reports.¹⁵ Similarly, as is the case with the other sources of data on SIP expenditure, selected ‘detailed’ Quarterly Reports did not separate the SIP activities into their broader ‘SIP areas’, thus leaving this classification up to the authors’ discretion.

4.2 Overview of State Government Allocations and Expenditures on SIP

In this section, we will provide a broad summary of the findings of state budgetary allocation on SIP areas for all six states from 2012 to 2015. This is based on figures from Annex C1 to C3. We will also compare this to the total amount spent by ESSPIN over this the same period, in order to provide some insights into its success in leveraging state funds.

Figure 4: States’ Overall Budget Allocation on SIP Areas 2012-2015 in N Million*



* Source: State Budget Books. Information was unavailable for Kwara, Jigawa, Kaduna and Enugu in 2015.

¹⁴ Not a shortcoming of Quarterly Reports; state budget templates are based on economic categories rather than activities.

¹⁵ ESSPIN’s Infrastructural component was discontinued at the end of the first phase of ESSPIN (2011). Since then, any infrastructural focus has been towards encouraging communities to take on maintenance for sustainability.

Figure 4¹⁶ provides a summary of the total state **budget** on SIP areas between 2012 and 2015. **It demonstrates a strong upwards trend in total SIP budget allocations across the 6 states, from a total N10.8 billion in 2012 up to N14.7 billion by 2013 and N17.6 billion by 2014.** The apparent slump in 2015 is mainly due to absence of budget figures from 4 states. The upward trend is most noticeable in Kano, whose allocations quadrupled between 2012 and 2014 (from N2.5 billion in 2012, to N10.1 billion in 2014) and Enugu, which increased budget allocations on SIP areas by 743% (from N363 million in 2012 to N2.7 billion in 2014). Other states saw a mild decrease in their SIP budget allocation over time; Lagos reduced SIP budgets by 17% (from N1 billion to 825 million), while Kaduna reduced SIP budgets by 39% (from N3.8 in 2012 to 2.3 in 2014).

Figure 4 also shows significant differences in overall budget allocations on SIP areas. Taking the year 2013 as a guide (for which all States' information is available), **Kano and Kaduna far exceed the other four states in their allocations for SIP areas, representing about 39% and 31% of total SIP amount budgeted** (N5.8 billion and N4.6 billion) respectively. Next in line are Jigawa (11%, N1.7 billion), Kwara (9%, N1.3 billion), Enugu (4%, N524 million) and finally Lagos (5%, N747 million). While Kano and Kaduna are more sizeable in their economic and population size to Enugu, Jigawa and Kwara, Lagos state seemed to allocate the least budget percentage to SIP areas. This does not come as a surprise because there is a massively growing private education system and a very limited number of enrollments into the public schools at the basic education level.¹⁷

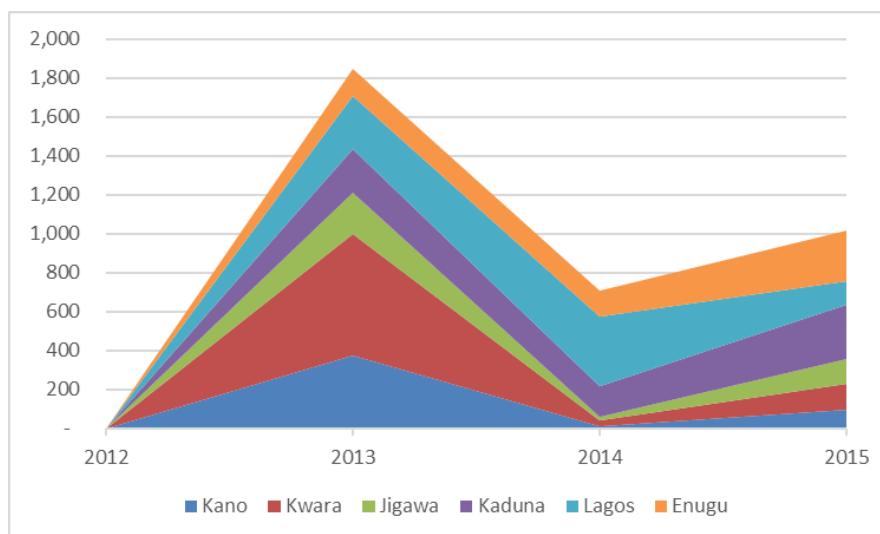
States' Overall Spending on SIP Areas

While the above section presents an optimistic case, it only reflects budget allocations, which are often not reflected in actual state spending, as discussed in chapter 2. Given the difficulty in obtaining reliable budget figures¹⁸, we will rely on ESSPIN state-teams' self-reported data on states expenditure in SIP areas as depicted in Figure 5 below. This is available for all 6 states from 2013 to 2015, and detailed data can be found in Table A3 in Annex C1.

¹⁶ Detailed figures can be found in Annex A. For both 2012 and 2013, budget data was available for all states. For 2014, data was lacking only for Jigawa. However, for the year 2015, only figures from Kano and Lagos were available.

¹⁷ Transforming Basic Education in Lagos state. Available from: <https://www.esspin.org/SI-Lagos.pdf>

¹⁸ Overall, this study found spending data for all years in Kano, only for 2012-2014 for Kaduna, Lagos and Kwara, and no expenditure data was available at all for Jigawa or Enugu. Summary figures are presented in Table A2 in Annex A.

Figure 5: State Spending on SIP areas (2012- 2015)

* Source: ESSPIN Quarterly Reports. Information was not available for the year 2012.

Compared to Figure 4, this presents a very different picture, both in terms of *size* and *distribution* of SIP expenditure across States. Firstly, the overall amount is *much* smaller than assumed above in the budget analysis. For example, for the year 2013, SIP budget allocations were N15.2 billion, while N1.8 billion is reported on expenditure; only 12%. Moreover, it reports that there was a sizeable slump in SIP expenditure from 2013 to 2014, and then a small rise again in 2015; which is not picked up in the budget books.

The expenditure analysis also suggests a very different distribution across States compared to the budget analysis above. In 2013, for example, Kwara had the largest expenditure (34%, or N624 million), followed by Kano (20%), and then Lagos, Kaduna, Jigawa and Enugu (15%, 12%, 11% and 8%, respectively). Yet, by 2014, this expenditure pattern changes completely, with Lagos having the largest expenditure (51%, or N361 million), followed by Kaduna (22%) and Enugu (19%) and then Kwara, Jigawa and Kano (4%, 3% and 1%, respectively).

There appear to be sizeable gaps in the ESSPIN reporting that lead to underreporting of spending. For instance, Kano expenditure is reported in the year 2014 at just N10 million, compared to a total SIP budget allocation described above of N10.1 billion. This would imply almost no spending whatsoever and a budget utilisation of only 0.1%; this is much lower than informal accounts from Kano confirm, and what is observed from the budget books. Some of the reasons for such underreporting have been mentioned above, and reflect the discretionary nature of the exercise of “identifying SIP expenditure”. Given the slightly different definitions, infrastructural spending may not be included, for instance, which would explain the lower amounts cited for Kano. This suggests overall SIP spending is likely to be considerably higher than stated in Figure 5.

To provide comparable figures from the State budget books, Table A2 (Annex C1) provides a summary of all States’ *non-infrastructural* expenditure on SIP areas¹⁹, which excludes any resources for Lagos (as all expenditure is reported as infrastructural) and Enugu (as budget books report no expenditure). In total, **this suggests that in 2013, overall spending on ESSPIN’s non-**

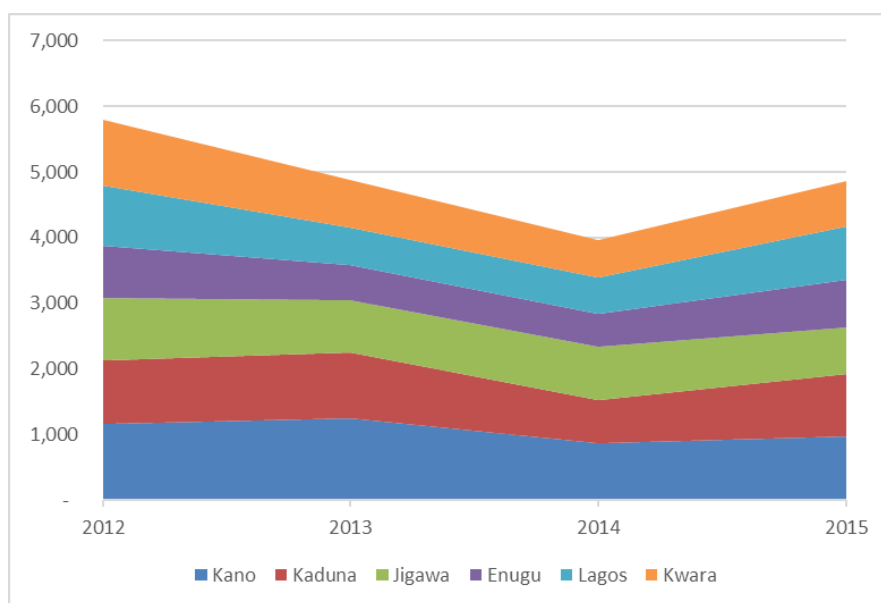
¹⁹ This provides a closer comparison to ESSPIN’s self-defined SIP areas, and reflects ESSPIN’s change in focus since 2011.

infrastructure SIP areas is N4.8 billion, versus N1.8 billion from ESSPIN’s quarterly report. For 2014, the budget books give a total expenditure of N1.9 billion versus 708 million from ESSPIN’s quarterly reports. Possibly the best way to think about these figures is as cautious lower and upper-bound figures of the likely SIP expenditure. Most likely, State budget figures presents an overly optimistic case, while ESSPIN self-reported figures likely excluded certain areas from the analysis.

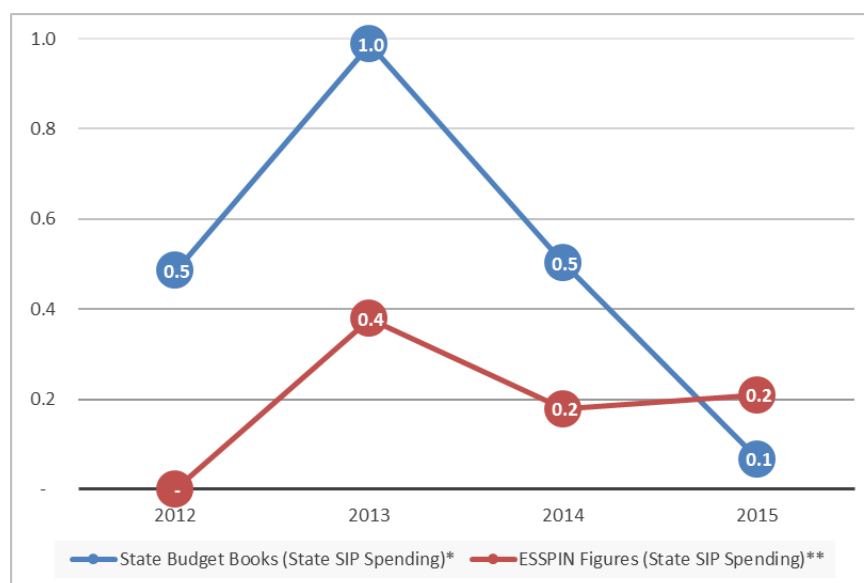
4.2 ESSPIN Spending on SIP

This section analyses ESSPIN’s own programme spending on the SIP, and compares this to government spending across the states. The full details of this are provided in Table C4-C6 in Annex C2. Figure 6: ESSPIN SIP Spending by State in N Million* shows that overall ESSPIN expenditure has mostly reduced over time, from just below N6 billion in 2012, to a low of N4 billion in 2014 and then back up to N5 billion in 2015. This reflects a model of increasing state ownership and funding of the SIP implementation over time. ESSPIN’s expenditure is relatively evenly spread across the 6 states. Kano has the largest average allocation (22%) followed by Jigawa and Kaduna (18% each), Kwara (16%), Lagos (14%) and finally Enugu (13%).

Figure 6: ESSPIN SIP Spending by State in N Million*



*Source: ESSPIN Annual Reports. To convert to Naira, this report used May 2016 exchange rates of N287 to the pound.

Figure 7: ESSPIN Spending vs. State Non-Infrastructure SIP Spending

* Source: State Budget Books for State SIP Spending (figures in 2015 for Kano only). ESSPIN Annual Reports for ESSPIN Spending.

** Source: ESSPIN Quarterly Reports for State SIP Expenditure. ESSPIN Annual Reports for ESSPIN Spending. 2012 was not available.

Figure then compares ESSPIN spending to state expenditure, in an effort to analyse how much state funds ESSPIN has ‘leveraged’. This is difficult to do, as state resources may have been dedicated to these areas in absence of ESSPIN’s activities as well, and because of data availability. To provide an indicative figure, we use two measures. Firstly, we use the state budget books to determine spending on *non-infrastructure* SIP areas.²⁰ Secondly, we use ESSPIN-reported SIP spending. For both measures we can only provide any reliable indication for the middle two years, given the data limitations for both 2012 (lacking reliable ESSPIN-reported expenditure)²¹ and 2015 (lacking reliable budget data).

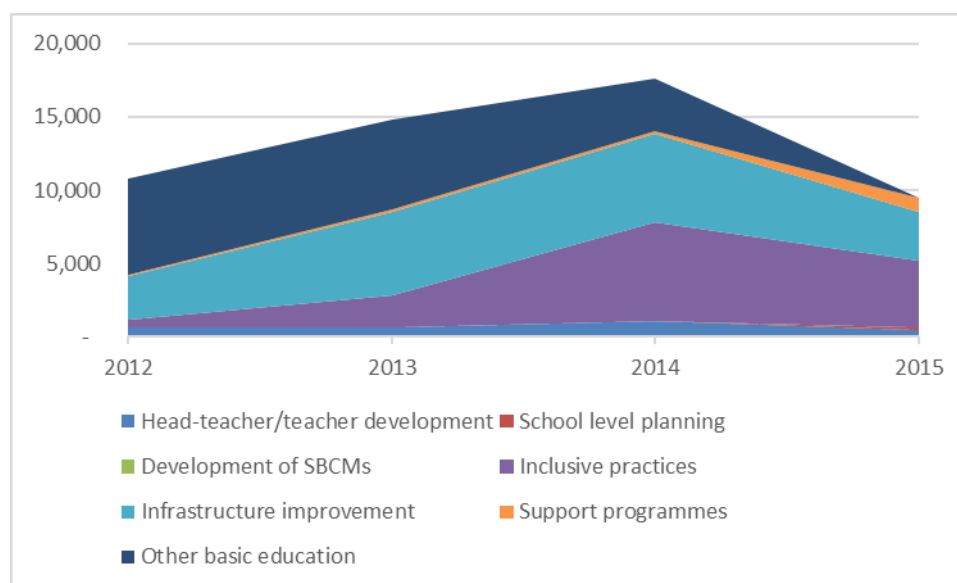
Starting first with the state budget books, (the blue line in Figure 7), in 2013 the average state non-infrastructure SIP spending matched that which ESSPIN provided directly, with a ratio of 1.0 (leveraging N1 of state spending for every N1 spent by ESSPIN). This ratio then went down to 0.5 in 2014. In comparison, using only the ESSPIN self-reported SIP spending (the red line in Figure 7), the ratio is 0.4 in 2013 (leveraging N0.40 of state spending for every N1 spent by ESSPIN) and 0.2 in 2014. This range provided by both measures suggests that ESSPIN was able to persuade states to leverage additional spending on SIP activities, but that this has gone down in recent years (closely following states’ own resource drop from 2014 onwards). As such, it has been unable to fully ensure that states gradually take over all of ESSPIN’s activities through their own resources.

4.3 Composition of State Government Expenditure on SIP

Table C7 and C8 in Annex C3 provide details of as to *which* of the 6 areas of SIP states have invested in over the years.

²⁰ The choice to exclude infrastructural SIP spending was made to better match ESSPIN’s programmatic focus, and to provide a more meaningful comparison to the other metric; ESSPIN’s self-reported State SIP spending (excluding infrastructure also).

²¹ It should be noted that ESSPIN’s increased focus on school level results was a consequence of its 2011/12 Mid Term Review and tracking specific SIP spend became important to the revised ToC from July 2012.

Figure 7: Budget Allocation by SIP areas 2012-2014 in N Million*

* Source: State Budget Books. Information was not available for Kwara, Jigawa, Kaduna and Enugu in 2015.

Figure 7 above shows four main areas of spending. The first (as depicted by the dark blue area) constitutes basic education capital project fund allocation (i.e. for SUBEB), which makes up 61% of resources in 2012, 41% in 2013 and 20% in 2014. However, further details on this allocation were not available. The second main area (as depicted by the light blue area) relates to infrastructure development, which has often been a popular school investment, and is stimulated considerably through the UBE-IF matching fund. This allocation has increased considerably over time, going from N3 billion in 2012 (27% of SIP budgets) to N5.7 billion in 2013 (40%) and N6 billion in 2014 (34%). The third main area is that of 'inclusive practices' (depicted by the purple area) which includes allocations to special schools, Integrated Quranic Schooling (IQS) and girl child education. Driven largely by allocations from Kano, overall budgets here rose from N523 million in 2012 (5% of SIP budgets), to N2.2 billion in 2013 (15%) and up to a total N6.7 billion by 2014 (38%). The area of (head) teacher development, which also includes the purchase of instructional materials, is the fourth largest allocation: N645 million in 2012 (6%), N612 million in 2013 (4%) and N1.1 billion in 2014 (6%). This allocation to (head) teacher development is lower than expected based on interviews and the ESSPIN quarterly reports. As such, it is assumed that a large part of funding for this area is captured under the 'other basic education' area.

On the basis of the available data, the other areas are considerably less sizeable in terms of allocation. For instance, (head) teacher development makes up only a small share of total allocation. For support programmes, only N26 million was allocated in 2012 (0.2%), N123 million in 2013 (0.8%) and N199 million in 2014 (1.1%). For other, more procedural, SIP elements, almost no (capital) funding has been dedicated by any of the states for support. This includes both school-level planning (no funding between 2012 and 2014, although Kano allocated N171 million in 2015) and development of SBMCs (a total of N10 million across 2012 and 2014).

4.4 Detailed Analysis of State Government Spending on SIP

In Section 4.1 we provided a broad overview of state spending. This section provides a state-by-state analysis of state resource allocation on each of the SIP areas. We consider two major issues. Firstly, we will consider the overall credibility of state education financing. This is done through a comparison

of the Medium Term Sector Strategy (MTSS), the budget allocation and expenditure data. Secondly, we will look more deeply into each State's SIP investment, both as a whole and by area.

Kano

Overall Budget Credibility

In Annex D1, Panel A provides available data on state level financial flows as well as education sector MTSS, budgets and outturns for Kano State.

To first assess Kano's *overall* budget credibility, table D.1 compares the state's overall revenue with overall expenditure. We find that revenue projections have been consistently overambitious; revenue outturn varied between 48% in 2012 gradually down to 37% in 2015. **Overall budget performance in Kano has also been consistently weak.** The highest budget share spent was in 2013, and was only 55%. Budget performance has continued to decline in recent years, in 2014 (42%) and 2015 (29%).

To assess credibility of Kano's education planning and budget documents, table D.3 compares MTSS, budgets and outturns. This shows that **while the education sector budgets for 2012 and 2013 were largely drawn from the education Medium Term Sector Strategy (MTSS), there is little or no linkage between the budget and MTSS in 2014 and 2015.** This may provide some explanation as to why the education sector budget performance averaged 75 percent between 2012 and 2013, with this figure dipping significantly to 45 percent in the 2014/2015 period.

Kano is also the only state which made available local government data on basic education allocation and expenditure (Panel B). However, budget credibility has also been a serious issue for most LGAs, with several of them routinely posting budget performance figures of over 100 percent. Interestingly, a particular LGA (Minjibir) had a budget performance figure of 904 percent in 2012, only for this figure to plummet to as low as 2 percent in 2014.

Allocations to SIP Areas

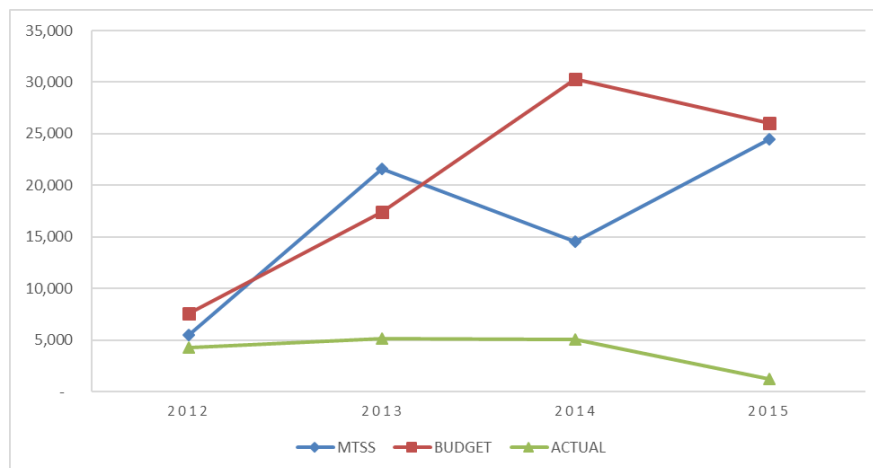
Panel C provides a comprehensive breakdown of the MTSS costing, budget estimates and actual expenditure on SIP in Kano State between 2012 and 2015. A summary of these figures is provided in Figure 8. Here, it reflects that the MTSS and the budget seem to be developed side-by-side; more so than any other ESSPIN state and is gradually sloping upwards. As such, both appear to be relatively consistent. However, the actual spending (also taken from the same budget books) appears to be considerably below both, and relatively stagnant in size. This suggests that the overall gap in budget performance is growing over time. The implication is that **while budget estimates for SIPs have drawn to some extent from the MTSS, actual spending neither reflects the budget provisions nor the medium term plans as articulated in the MTSS.**

This conclusion was also shared by the ESSPIN state team leader, who mentioned that they have achieved a lot in ensuring SIP areas appear in the MTSS and the budget, but consistently face the problem of low release of funds. This was seen to be due to unrealistic and overambitious budgeting. An example of this can be found in 2016's budget preparations; the resource envelope was projected at N160 billion. After budget hearings, Ministry of Planning and Budget gave in to pressure and submitted a budget of N180 billion. This budget was then further amended by the House of Assembly and increased to N270 billion.²² This reflects a *70% overall increase* above projected revenue, which will undermine the feasibility for budget implementation throughout the year.

²² Based on interviews with SPARC, Kano

Yet, some questions were also raised about the spending figures' representativeness (taken directly from the official budget books). This data was known to be adjusted at times, and in the past specific spending patterns were hidden for "cultural, social and political reasons".²³ As such, real spending patterns may differ, and so findings from figure 9 should be interpreted with caution.

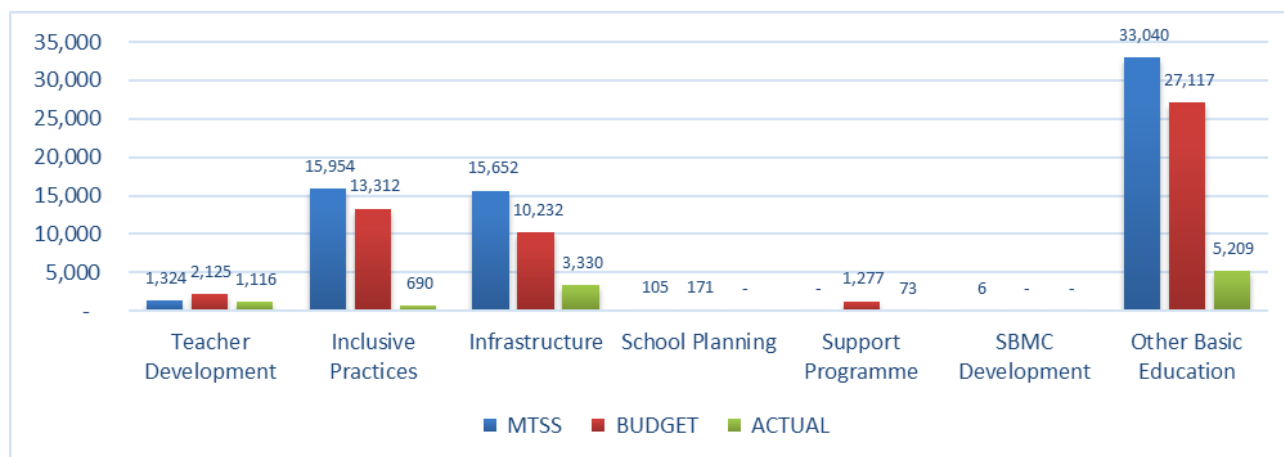
Figure 8: Kano - Budget Allocations by Source, to SIP Areas (2012-2015) in N Million



* Source: Kano State Budget Books.

In Figure 9: Kano - Budget Allocations, by SIP area, we consider the specific SIP areas that Kano has allocated resources to between 2012 and 2015. This is again based on the data displayed in Panel C. Here it shows that most of the Kano SIP resources allocated for the MTSS and the budget go to two specific areas. The first, inclusive practices focused on Integrated Qu’ranic Schooling, had the highest overall amount planned in the MTSS (N16 billion) and budgeted for (N13.3 billion), but relatively low expenditure (N690 million, or 5% of budgeted). Infrastructure was the other large allocation planned in the MTSS (N15.6 billion) and budgeted for (N10.2 billion), with a slightly higher expenditure (N3.3 billion or 32% of budgeted). Although Teacher Development (including instructional materials) had a relatively small amount planned in the MTSS (N1.3 billion), higher budget allocations (N2.1 billion) and high expenditure (N1.1 billion or 53% of budgeted) confirm that it is considered a key reform priority. All other SIP areas appear to be much lower priority, with little to no resources either allocated in MTSS or budget, or spent.

²³ Based on interviews with the ESSPIN State Team Lead, Kano

Figure 9: Kano - Budget Allocations, by SIP area (2012-2015) in N Million

* Source: Kano State Budget Books.

Follow-up interviews suggest that Figure 9: Kano - Budget Allocations, by SIP area (2012-2015) in N Million adequately captures the overall *priorities* of the state government (Infrastructure, Inclusive education, and Teacher Development). For instance, Kano state is currently dedicated to a tripartite commitment involving UBEC, ESSPIN and the state around scaling up Integrated Quranic education. Similarly, the Teacher Skill Program (TSP) has been scaled from 100 ESSPIN schools to 5,842 schools by the State. These areas are expected to be sustained also after ESSPIN has rounded up.

Indeed, Figure 9: Kano - Budget Allocations, by SIP area (2012-2015) in N Million may not cover the full extent to which the state is involved in these areas. This is because the state often carries out such activities through SUBEB's account, for which spending reports are sent only to UBEC, and not included in the state budget books (and are thus underrepresented here). This suggests again that better, harmonised data is required in order to reconcile budget and spending figures across all state institutions and provide a true depiction of state spending patterns.

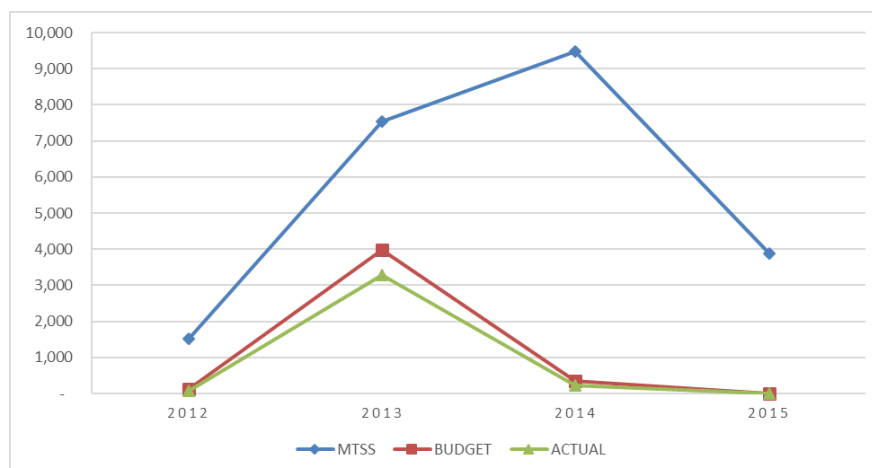
Kwara

Overall Budget Credibility

In Annex D2, Panel E contains information on the financial flows as well as MTSS, budgets and outturns for Kwara State and its education sector. While the performance of the State's revenue averaged 80 percent between 2012 and 2014, that of expenditure averaged 62 percent in the same period. These figures, however, reduced significantly in 2015 to 40 percent for both revenue and spending.

Summarised in Figure 10: Kwara - Budget Allocations, by Source, to SIP Areas (2012-2015) in N Million, **there does not seem to be any linkage between the education MTSS on the one hand and the education sector budget and actual expenditure on the other hand throughout the period.** For instance, while the education budget has almost half of the MTTSS costing for 2013, the SIP budgeted figures dropped to only 4% of the MTTSS costed amounts in 2014. This means that the MTSS document is not a reliable indicator of education allocation. The overall budget and spending figures do seem to closely match each other, however, suggesting budget credibility is less of a concern in Kwara than it is in other states.

Data for Local Government expenditure on basic education was not available across the four years. As a result, an analysis of basic education budget performance at the LGA level could not be carried out.

Figure 10: Kwara - Budget Allocations, by Source, to SIP Areas (2012-2015) in N Million

* Source: Kwara State Budget Books. Budget and Actual (expenditure) data is not available for for the year 2015.

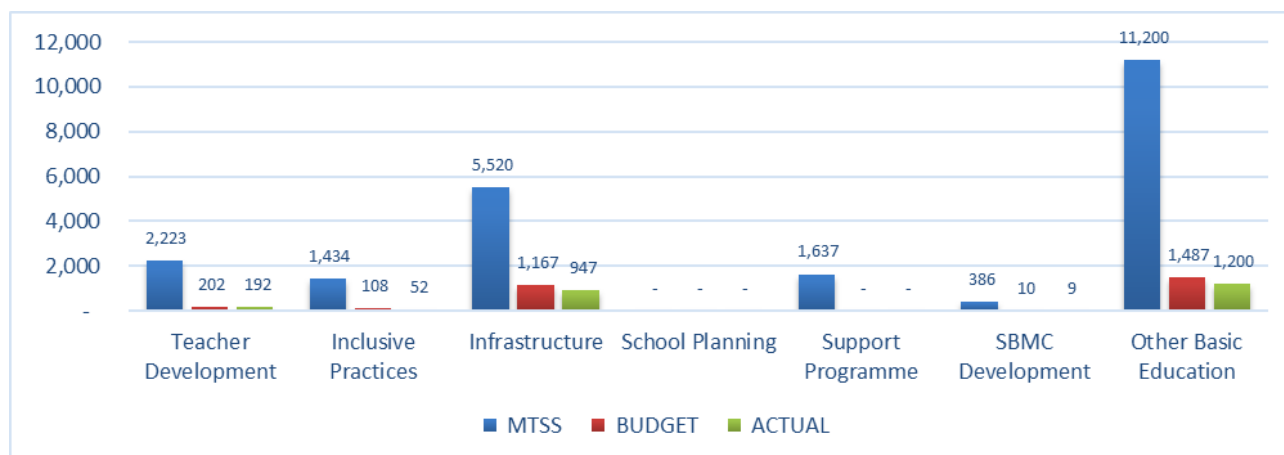
These concerns are also confirmed through the conducted interviews. For example, the MoE budget unit reported that their MTSS was costed, but that this was considered to be “not too realistic”. This is partly due to the large revenue fluctuations experienced in the state, and partly because state priorities are heavily influenced by short-term political priorities.

The ESSPIN state team lead also confirmed the findings. The year 2013 was considered to be ‘strong’ in terms of spending on SIP areas (as shown in Figure 11), but all years before and after that were faced with extremely limited funding, which undermined the state’s planned efforts. One such setback was a delay in two years to pay UBE-IF matching funds, which effectively halted all education capital expenditure during this time. Similarly, a move in heads of service also undermined planning efforts, as it would take time to re-engage with them and inform them of SIP areas (and in the meantime, SIP areas were often not reflected in the budget). This all led to the consistent challenge of Kwara of having “key aspects of SIP areas with are in the MTTs, zeroed in the budget”.

Allocations to SIP Areas

The composition of expenditure, shown in Figure 11, suggests that infrastructure constituted almost all resources *planned* (N5.5 billion, or 49% of SIP resources in the MTSS) and even a higher share of expenditure (N947 million, or 79% of SIP expenditure). Teacher development was the second-highest SIP area focused on by Kwara, with N2.2 billion (20%) dedicated in the MTSS. However, as shown in Figure 10: Kwara - Budget Allocations, by Source, to SIP Areas (2012-2015) in N Million, the amounts budgeted and spent were much lower (N240 million and 192 million). Similarly, for support services, inclusive practices, and development of SBMCs, the MTSS dedicated considerable resources, but very little to no resources ended up in the budget or were spent.

Follow-up reports suggest that the State is still motivated to support key areas such as the Annual School Census (support services), and development of the SBMCs, though funding will continue to be a struggle in the future. Faced with their current fiscal crisis, the state is now more cautious to commit to new spending areas. As a result, the expectation is that most SIP support will come from UBEC funding alone, which will mainly be focused on areas such as infrastructure and inclusive practices.

Figure 11: Kwara- Budget Allocations, by SIP area (2012-2015) in N Million

* Source: Kwara State Budget Books. Budget and Actual (expenditure) data is not available for the year 2015.

Jigawa

Overall Budget Credibility

Panel H in Annex D3 provides the information regarding the overall budget credibility of Jigawa State. Table 1 shows how in 2012 and 2013, Jigawa's revenue and expenditure figures were very closely linked (almost identical). As such, the revenue performance and budget performance were also comparable (79% in 2012 and 73% in 2013). This suggests a reasonable budget utilisation. No reliable figures were available for the years of 2014 and 2015.

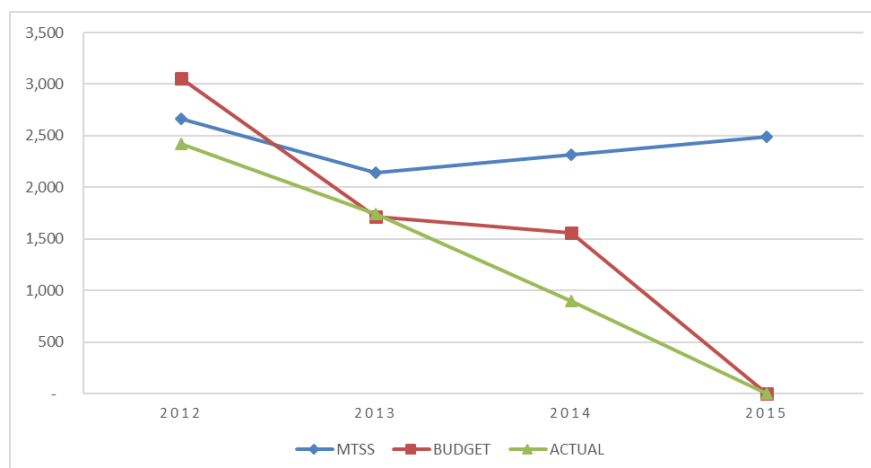
Table 3 reflects on the credibility of budgeting for the basic education sector. Here it shows that the budget performance is slightly below that of the wider state financing (67% in 2012 and 74% in 2013). Again, due to availability of data, this analysis cannot be meaningfully extended to the years 2014 and 2015.

Allocations to SIP Areas

Details of Jigawa's SIP expenditure are presented in Panel I, and summarised in Figure 12: Jigawa-Budget Allocations, by Source, to SIP Areas (2012-2015) in N Million. **Considering the years 2012 and 2013, Jigawa's MTSS, budget and spending patterns do align, though in 2014 budget credibility is undermined - likely due to funding constraints.** In 2012, for instance, the overall SIP allocation in the MTSS was N2.7 billion, while the budgeted amount was N3.0 billion (14% higher than planned) and actual expenditure was only N2.4 billion (91% of the MTSS amount, and 79% of budgeted amount). For 2013, the MTSS, budget and actual expenditure amount were even closer together (N2.1 billion, N1.71 billion and N1.74 billion respectively). Unfortunately, in 2014, the three paths start to diverge again, with the MTSS increasing to N2.3 billion, but budget figures lowering to 1.55 billion and especially spending dropping to 894 million. For 2015, no reliable budget figures are present, but it is noticeable that the MTSS amounts are still rising over time.

Follow-up interviews confirm the spending drop in 2014, which they account to both lower oil prices and delay in reception of UBE-IF matching funds. State elections were further mentioned as a contributing factor to lower available resources in 2014.

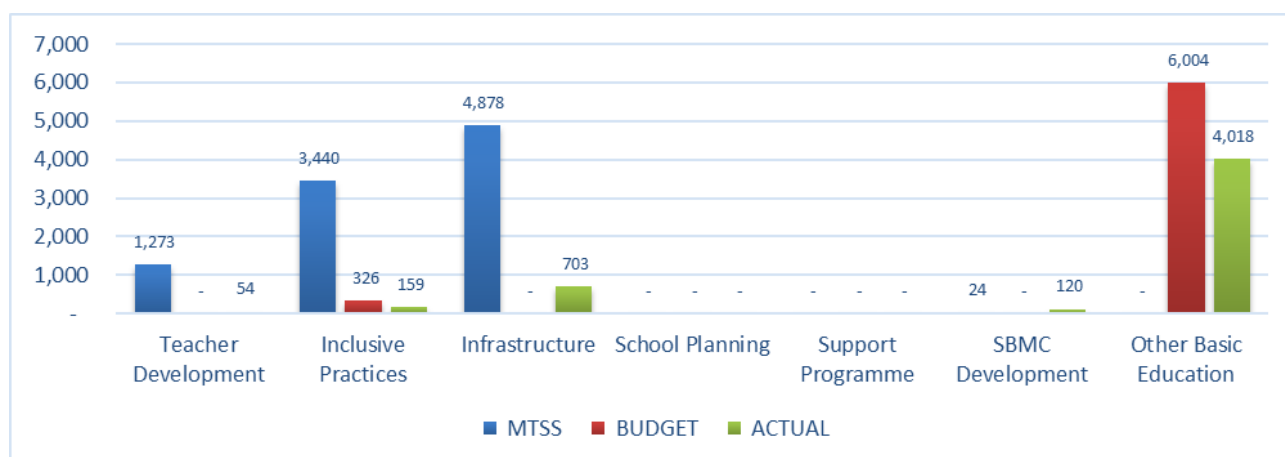
Figure 12: Jigawa- Budget Allocations, by Source, to SIP Areas (2012-2015) in N Million



* Source: Jigawa State Budget Books. Budget and Actual (expenditure) data is not available for the year 2015.

The composition of MTSS, budget and expenditure on SIP areas is shown in Figure 13: Jigawa - Budget Allocations, by SIP area (2012-2015) in N Million. This shows that the biggest planning priorities for Jigawa is infrastructure (N4.9 billion), inclusive education through Integrated Quranic Schooling (N3.4 billion) and teacher development as a distant third (N1.3 billion). It is more difficult to make a comparison with budget and actual spending here, as a large part of its SIP allocations are basic education-related, but not specified to be placed into any category (defined here as ‘other basic education allocations’). The one exception relates to expenditure on infrastructure (N703 million). Follow-up accounts from the state indicate that the two other large spending posts are on teacher development and support to SMBCs. The issue around unrealistic planning documents from 2014 onwards still hold here, as the cumulative MTSS funding much exceeds those resources budgeted (including from the ‘other basic education category’) or spent on SIP areas.

Figure 13: Jigawa - Budget Allocations, by SIP area (2012-2015) in N Million



* Source: Jigawa State Budget Books. Budget and Actual (expenditure) data is not available for the year 2015.

Kaduna

Overall Budget Credibility

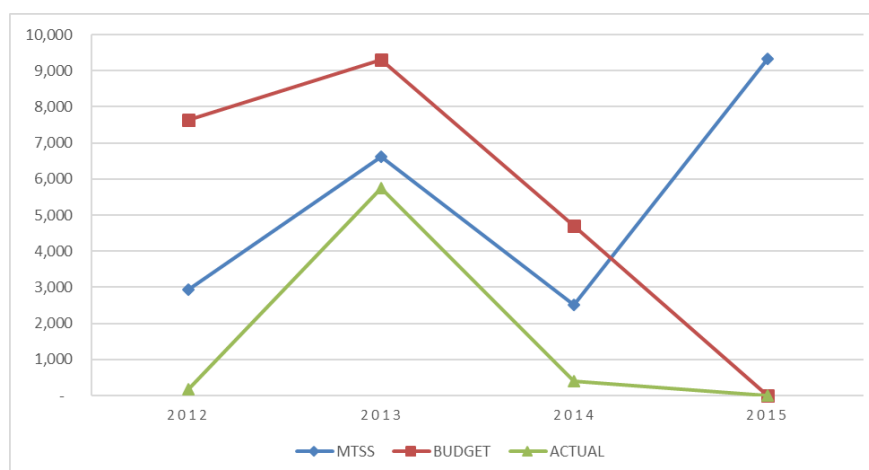
A brief overview of Kaduna’s state finances is presented in Annex D4, Panel K. As with the other five states analysed here, Kaduna’s overall finances also suffers from credibility issues. It has considerably over-performed on its revenue estimates (ranging from 117% in 2012, 160% in 2013 and

137% in 2014). This has also contributed to an initial strong budget performance (100% in 2012 and 89% in 2013), which tapered off a little in 2014 (79%). No figures were available for the year 2015.

Unfortunately, this same budget performance is not demonstrated for the overall basic education sector. As shown in Panel K's table 3, in the year 2012 only about half of the budget was spent (52%), which rose to 60% in 2013, but then again reduced considerably to a worrying 43% in 2014.

Figures for Kaduna State's SIP allocation is presented in Panel L, and summarised in Figure 14: Kaduna- Budget Allocations, by Source, to SIP Areas (2012-2015) in N Million. This offers an interesting case where **between 2012 and 2014 the MTSS figures are consistently below the budgeted amount; the planning documents thus appears to under-represent the amount of spending taking place on SIP areas.** In 2012, the MTSS had almost no SIP areas represented (N132 million) but the budget allocated a total of N3.8 billion to these areas. A similar case applies to 2013 (N4.7 billion budgeted versus 1.3 billion planned) and to a lesser extent in 2014 (N2.3 billion versus N1.3 billion). Unfortunately, the concern around budget utilisation indicated above also applies here. Actual expenditure is extremely low in 2012 (N85 million, or 2% of budgeted), then rises in 2013 (N2.9 billion, or 62%), and goes down again in 2014 (N200 million, or 9%). **This incredibly volatile shift between the budget and actual spending performance suggests that there are serious concerns regarding the credibility of Kaduna's budget figures.**

Figure 14: Kaduna- Budget Allocations, by Source, to SIP Areas (2012-2015) in N Million



* Source: Kaduna State Budget Books. Budget and Actual (expenditure) data is not available for the year 2015.

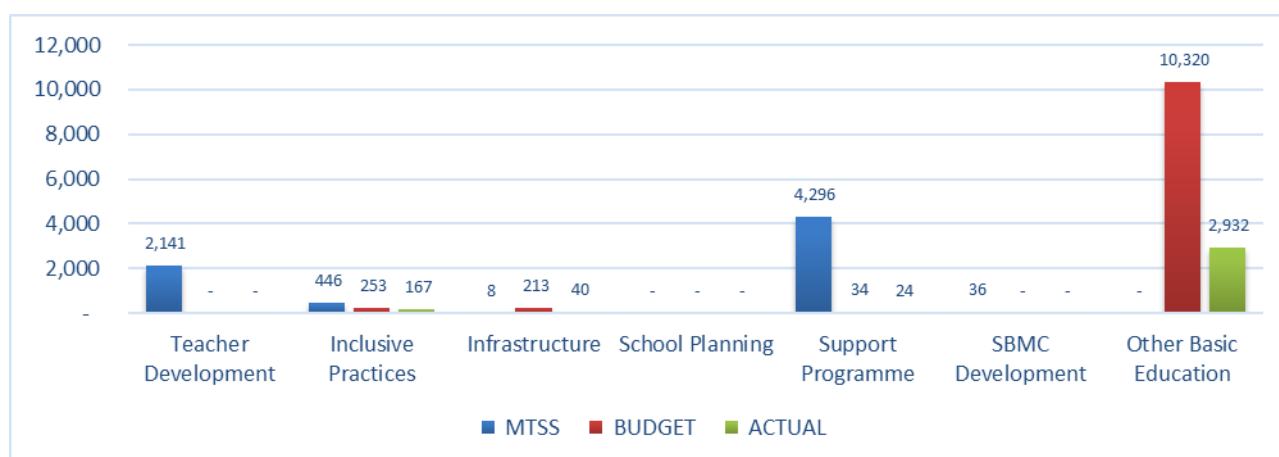
Follow-up interviews confirm the large volatility in state spending patterns on SIP areas. This is reported to be primarily due to “who is in power at a particular time”. For example, in 2014 a new commissioner for education came in, with completely different priorities to his predecessor, thus leading to a large fluctuation in budget allocations and spending patterns. Similarly, for 2015 there was a change in government which led to a reorganisation. As such, the ESSPIN Kaduna State Team lead explains that “change of personnel often means that the state spending halts for a certain time”.

Allocations to SIP Areas

Kaduna's breakdown of allocation by SIP area is provided in Figure 15: Kaduna- Budget Allocations, by SIP area (2012-2015) in N Million. This shows that the largest share of planned resources is dedicated to ‘support programmes’ (N4.3 billion), followed by teacher development (N2.1 billion), with limited resources planned for inclusive practices (N446 million) and infrastructure (N40 million). It is difficult to break down the budget and spending amounts by SIP area, as most of Kaduna's basic education budget or spending is not presented in a detailed format. What is noteworthy, however, is

that even in this 'other basic education' category, spending only made up about N2.9 billion versus N10.3 billion budgeted (28% of the budget allocated). From interviews conducted, it would seem that although adequate revenue was generated, there was a reluctance to spend; particularly on teacher development because the former Commissioner for Education was of the opinion that teacher development needed to be preceded by an assessment of teacher competence in order to get rid of any teacher that was found to be incompetent. The plan to assess teachers prior to teacher development dragged and led to minimal spend on teacher development in 2013 and 2014. The newly appointed commissioner in 2015 has a different approach to invest in teacher development first before any employment cuts are made. However, the changes associated with the Government transition meant that spending targets for SIP were also not realised in 2015.

Figure 15: Kaduna- Budget Allocations, by SIP area (2012-2015) in N Million



* Source: Kaduna State Budget Books. Budget and Actual (expenditure) data is not available for the year 2015.

Lagos

Overall Budget Credibility

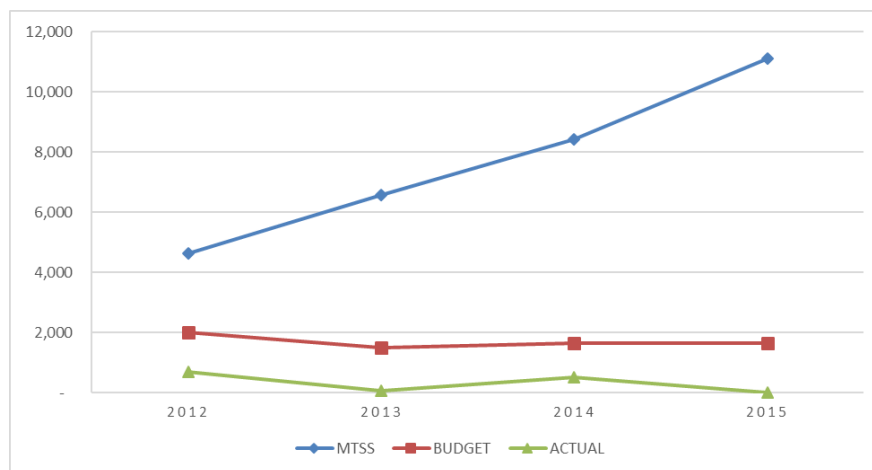
Annex D5 presents the detailed tables for Lagos State. Considering first its overall public financial outturn, table 1 shows that its revenue projections are reasonably credible (85% in 2012 and 91% in 2013), with also relatively good expenditure performance (89% in 2012 and 85%). No reliable figures for budget outturn figures were available for 2014 and 2015.

Allocations to SIP Areas

Turning to Lagos' allocation to SIP areas in Panel R, and summarised in Figure 16: Lagos- Budget Allocations, by Source, to SIP Areas (2012-2015) in N Million we immediately see a big difference between the MTSS (planned) allocation on the one hand, and the budget and actual expenditure on the other hand. As was the case with Kwara, **for Lagos there seems to be no linkage between the MTSS on the one hand, and the annual budget and expenditure process on the other.** Moreover, this disconnect appears to be widening over time. The distance between the three was relatively consistent in 2012 (N2.3 billion for MTSS, versus N1 billion budgeted and N351 million actuals) and 2013 (N3.2 billion for MTSS versus N747 budgeted and only N24 million actuals). Yet, afterwards, the gap became much larger. In 2014, for example, the MTSS amount was N4.2 billion versus N825 million budgeted (20% of MTSS amount) and N258 million actual expenditure (6.1% of MTSS amount). In 2015, the MTSS amount was N5.5 billion versus N826 million budgeted (15%).

From Figure 16: Lagos- Budget Allocations, by Source, to SIP Areas (2012-2015) in N Million, the budget and actual amounts appear to be trailing one another, but there is considerable variation, with budget performance moving from 35% in 2012, to 3% in 2013, to 31% in 2014. No spending figures were available in 2015. **Lagos is thus facing a considerable mismatch between its planning and its budgeting figures.**

Figure 16: Lagos- Budget Allocations, by Source, to SIP Areas (2012-2015) in N Million

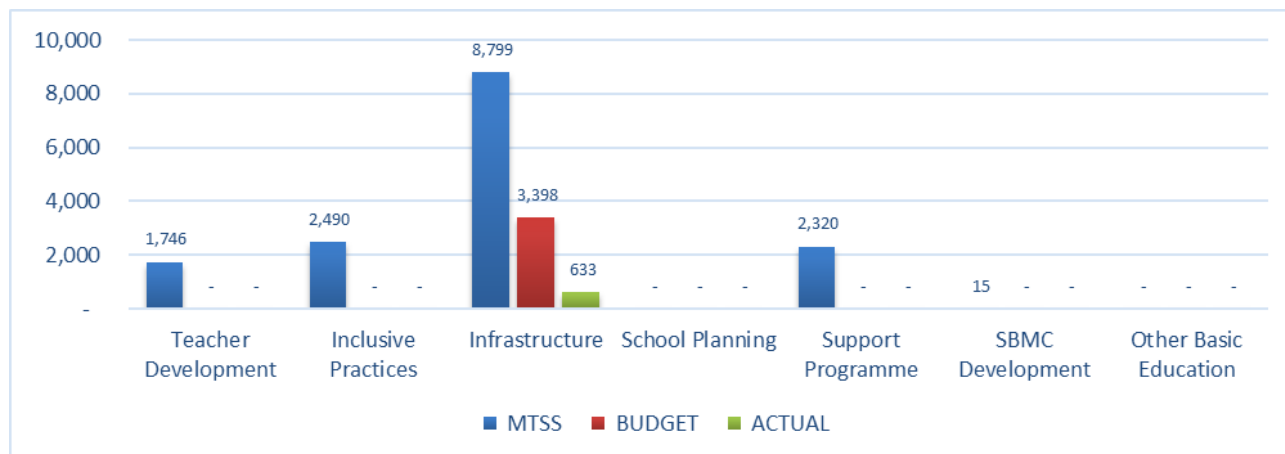


* Source: Lagos State Budget Books. Actual (expenditure) data is not available for the year 2015.

Figure 17: Lagos- Budget Allocations, by SIP area (2012-2015) in N Million summarises the figures from Panel R to consider the SIP areas that Lagos has allocated resources to. Here it shows that infrastructural development is the largest source of planned MTSS resources (N9 billion), followed by inclusive practices (N2.3 billion) and Teacher Development (N2 billion). Some small levels of funds are dedicated to development of SBMCs (15 million)). However, when considering the amounts budgeted and spent, the budget books report all basic education allocations as “infrastructural development”. While part of this one line-item may thus be hiding other resources (such as for teacher development which is a priority of the state), with a total of N3.4 billion budgeted and N633 million spent, this still leaves for a large gap with the proposed MTSS allocations.

The ESSPIN state team lead confirms that “the state is good at capturing financial data, but it is breaking down to specifics is the problem. Financial data is hidden, and there is no access to audited reports”. However, it is confirmed that part of the UBE-IF funds are used for development of SBMCs and school planning, withal public schools in the state now producing School Improvement Plans. There is also approval for the Annual School Census to be continued after ESSPIN closes down.

Figure 17: Lagos- Budget Allocations, by SIP area (2012-2015) in N Million



* Source: Lagos State Budget Books. Actual (expenditure) data is not available for the year 2015.

Enugu

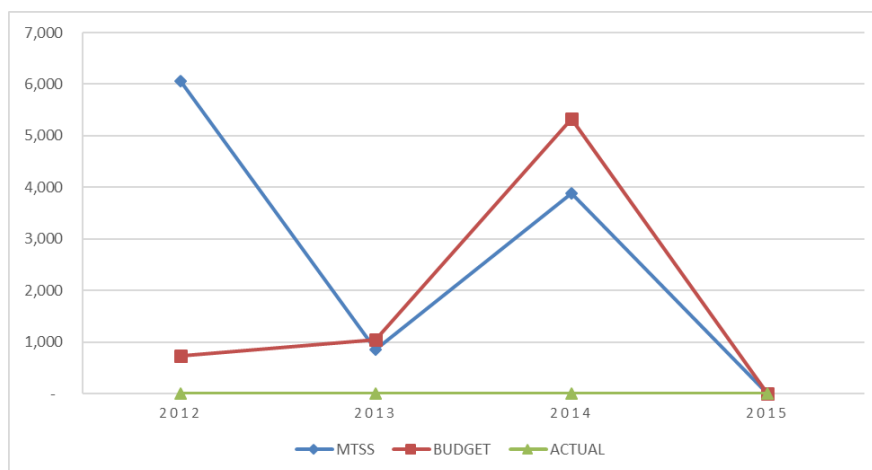
Overall Budget Credibility

As was highlighted at the start of this chapter, the least detailed dataset available for analysis for this study was from Enugu. The detailed figures that were made available are presented in Annex D6, Panel R, S and T. Although planning data is available, there is no data on actual expenditure for the entire period under review. Budget data is only available from 2012 – 2014 and even here there are still considerable gaps (e.g. capturing only *capital* receipts), making it difficult to make a sound assessment around Enugu’s budget credibility. However, in some respects the gaps in budget data available already demonstrate a (capacity) gap on their own accord.

Allocations to SIP Areas

For Enugu State, the budget books did not include any actual expenditure. As such, Figure 18: Enugu- Budget Allocations, by Source, to SIP Areas (2012-2015) in N Million presents all that we know about its plans and allocations to SIP areas, summarised from Panel S. Here it shows that Enugu’s budget allocations on SIP areas rose considerably from 2012 (N363 million) to 2013 (N524 million) to 2014 (N2.7 billion). This is an astonishing seven-and-a-half-time increase of budget allocation in two years. However, without realistic spending figures, it is difficult to say whether this increase was actually realised. No figures were available for 2015.

Figure 18: Enugu- Budget Allocations, by Source, to SIP Areas (2012-2015) in N Million

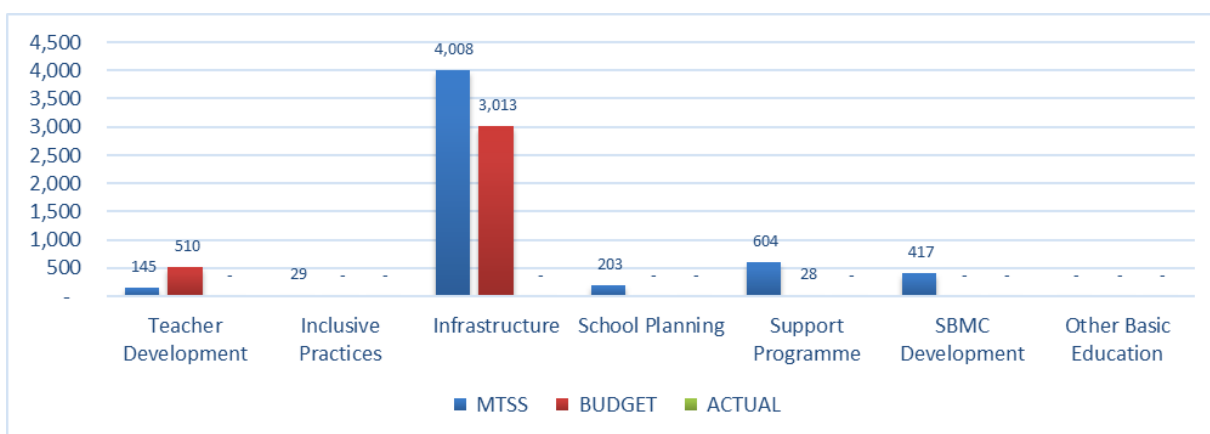


* Source: Enugu State MTSS and Budget Books. Only MTSS and budget data were available, and only for the years 2012, 2013 and 2014.

Lastly, Figure 19: Enugu- Budget Allocations, by SIP area (2012-2015) in N Million presents a breakdown of SIP budget figures, to assess the exact areas where Enugu State has dedicated its SIP budgets. Here, we see that while the MTSS aims to allocate funds across all the SIP areas, the budget has funds allocated for only three sources: infrastructure (N3 billion), Head Teacher and Teacher Development(N454 million) and a very small share for support programmes (N28 million).

The Enugu State Team Lead explains the lack of reliable budgets figures on the basis that all SIP spending mainly relies on UBEC funding, which is generally not incorporated into state budget documents. It was confirmed that the state’s largest priority was an infrastructure, with all funding in 2013 and 14 used for this purpose. In 2015, more focus was placed on other SIP areas, including teacher professional development, the Annual School Census and Quality Assurance. Yet, there is scepticism whether the state will continue to pursue such spending without ESSPIN’s pressure.

Figure 19: Enugu- Budget Allocations, by SIP area (2012-2015) in N Million



* Source: Enugu State Budget Books. Only budget data was available, and only for the years 2012, 2013 and 2014.

4.5 Summary and Implications

This chapter provided an overview of state and ESSPIN expenditure on school improvement areas. We found that between 2012 and 2014 there was a strong upwards trend in total SIP budget

allocations across the 6 states. However, this was mainly driven by three states: Kano (43%), Kaduna (25%) and Jigawa (15%). The three other States each made up only somewhere between 3% and 8% of overall SIP budget allocations.

Comparing ESSPIN's own spending with State non-infrastructure SIP spending suggests a leveraging ratio of about 0.2 to 1 (i.e. states spent between N0.20 – 1.00 for every N1 spent by ESSPIN). Based on stakeholder interviews, this appears to have increased in initial years, yet has reduced considerably from 2014 onwards, following the large decrease in state revenue due to the fall in global oil prices.

In terms of composition of SIP spending, infrastructural development receives the highest allocations, followed by inclusive education (Integrated Quranic Schooling and Girl Child education) and then teacher development (including instructional materials). In comparison, few resources were dedicated to support programmes (2.5% of SIP resources between 2012-2015) while little to no resources were dedicated by any State for school-level planning and development of SBMCs.

We find that budget credibility remains a challenge across all six ESSPIN states, although to different degrees. In some cases, the MTSS and the budget are relatively well aligned (e.g. Kano), but spending differs considerably. In other cases, the planning documents are overly ambitious, but the budget and spending is reasonably comparable (e.g. Kwara and Jigawa). In other cases, all three are relatively separate from one another. This is the case for Kaduna, and Lagos. However, possibly most worrying is the case of Enugu, where the lack of publicly available budget data has prevented any such analysis from being carried out in the first place.

This chapter suggests that ESSPIN has had significant influence in leveraging *overall* state funds, although the amount of funding has been significantly impacted by recent developments such as the drop in FAAC revenue as a result of the lower global oil price, and electoral transitions. These factors are examined in greater detail in chapter 5. We also find that state leveraging has been in more conventional areas related to teaching inputs (e.g. infrastructure). However, despite the odds, ESSPIN still has had some success in stimulating spending focused on educational quality, such as inclusive education and (head) teacher development. Securing state funding for the vital institutional framework around school-level planning and SBMCs that ESSPIN supports remains the biggest challenge. Summary conclusions and recommendations are provided in chapter 6.

5 Understanding the State Context for Education Financing

As discussed in Chapter 2, the management and financing of basic education is split between the three tiers of government, with states assuming the main responsibility for implementation of basic education services. However, beyond these ‘formal’ institutional roles and responsibilities, there are less formal factors which are not always referenced in policy documents, but are nonetheless critical influences on resource allocation decisions within the state, and on education spending in particular.

This study explored the state context for basic education financing through a desk review and qualitative interviews with programme staff and government officials in each state. The key influencing factors are discussed in this chapter.

5.1 Resource Availability

Low levels of access to UBEC-IF Funds

UBE-IF funds are statutory allocations from the Consolidated Revenue Fund, and are therefore considered to be the most reliable source of funding for school improvement activities. However, data published on UBEC’s website indicates that **the UBE-IF disbursement rate has fallen steadily since the Fund’s inception**. As shown in Figure 21 for the period of 2012-2015, the amount of resources disbursed is relatively low for some States, most notably Enugu (47%), Kwara (60%) and Jigawa (63%). The highest resource availability comes from Lagos (81%), Kaduna (81%) and Kano, which has full disbursement.

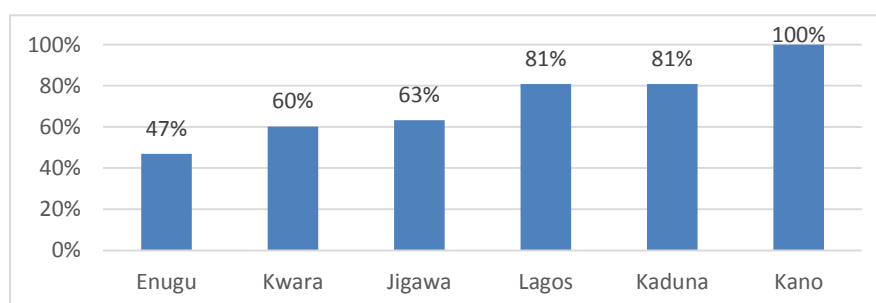


Figure 20: Percentage of cumulative UBEC Disbursement 2012-2015 by ESSPIN State

**Source: UBEC website, as of 7th March 2016.*

To access most UBE-IF funds, states must provide counterpart matching funds, which they can raise from FAAC allocations, IGR, or commercial bank loans. **We found no evidence of states using commercial loans to provide counterpart funding.**

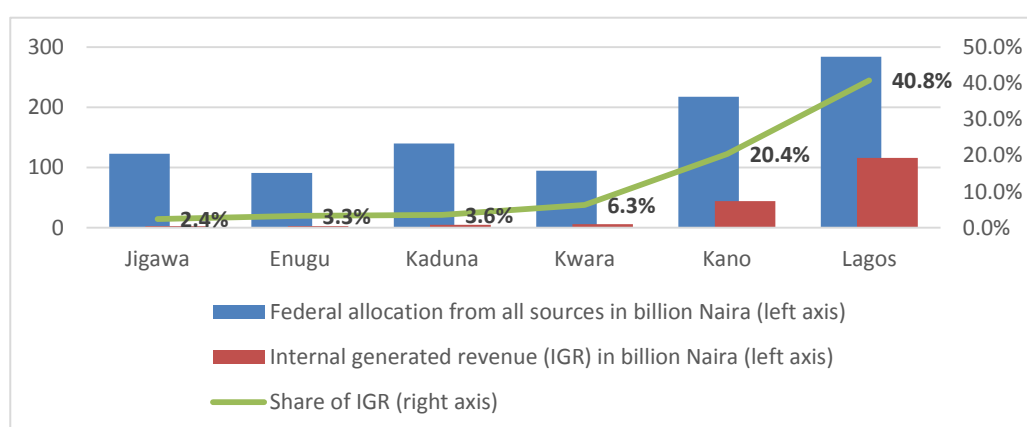
One reason why states provide limited matching funds is that their FAAC funds are not earmarked for education. Hence, the states are under no obligation to give matching funding if they decide education infrastructure through the UBE-IF is not a priority (Jones et al, 2014). In some states, the requirement that the conditional block grant be allocated to infrastructure development may be a disincentive if it does not align with current state priorities (World Bank, 2015).

However, **a more important reason why states have had low levels of access to UBE-IF funds is due to an inability to commit the required matching funds.** This can be both due to low *federal allocations*, or limited access to *internally generated revenue*.

Dependency on dwindling Federal Allocations

The importance of Federal versus state influence on basic education financing differs significantly across states, as shown in Figure 21 Federal versus IGR State Basic Education Funding, 6 ESSPIN States (2013) for all 6 ESSPIN states in 2013. This shows Jigawa, Enugu, Kaduna and Kwara were highly dependent on federal funding, with only 6% or less of basic education financed through IGR. Kano and Lagos states were more state-led with 20% and 40% of basic education financed through IGR, respectively²⁴.

Figure 21 Federal versus IGR State Basic Education Funding, 6 ESSPIN States (2013)



Source: adjusted from World Bank (2015)

Federal funding is largely comprised of revenues from crude oil exports. The drastic fall in global oil prices in mid-2014 thus also severely lowered the FAAC allocation.

Given the reduction in FAAC resources, states with a higher federal dependency (such as Kwara and Enugu), have been less able to provide UBEC matching funds. In contrast, as Kano and Lagos are less dependent on federal resources, they have not been faced with the same funding challenges, and continued to finance their matching grant funds. Yet, Federal dependence does not fully explain the ability to access matching grants; Kaduna has managed to access matching grants even in 2014 (despite its federal dependence), while Jigawa has not. This could also be an indication of political will.

Yet, FAAC funds are not designated for development expenditure alone; in most states this is the main funding source for salaries in basic education as well. Because salary payments for basic education often account for a large share of an LGA's federal account allocation, **a sudden drop in revenue has also made it much more difficult for states to keep financing salaries.**

For example, the Governor of Kwara noted that "local government councils lack capacity to finance the payment of basic education teachers' salaries, especially with the decline in allocations from the federal account".²⁵ Such **reductions in federal funds since mid-2014 has resulted in arrears in teachers' salaries for over 6 months in many states, including ESSPIN states Kaduna and**

²⁴ Note that Lagos and Kano have the highest IGRs of all the 6 states.

²⁵ The Daily Trust, "Ahmed wants LGAs relieved of UBE teachers' salary", 10 May 2016

Kwara.²⁶ States with more IGR (e.g. Kano and Lagos), have also had fewer problems in financing teacher salaries.

Limited Internally Generated Revenues

The fall in federal allocations to states and resulting budget crises have led to increased pressure on states to increase IGR. In Kwara state, for example, the state-owned Board of Internal Revenue has been replaced with a privately managed Independent Revenue Service (IRS), which has reportedly increased revenue from N1 billion to over N3.3 billion per quarter. The overall target has also been increased further to N6 billion per quarter, which would ensure salaries could be financed from state-own resources entirely.²⁷

A note of caution about excessive optimism about IGR can be found in Kano, however. While IGR has been increasing up to 2014, this has led to State Government to set unrealistically high revenue targets in the years thereafter. Yet, instead of meeting such projections, IGR witnessed a steep fall from about N2.4 billion monthly in 2014 to just over N700 million in the first quarter of 2016. This has made it more difficult to ensure reliable financing of budget allocations.²⁸

5.2 Political Factors

Poor budget credibility

The formal planning and budget process has been discussed in previous chapters – available resources are estimated to guide allocation of budget envelopes to MDAs, MDAs prepare budget proposals based on Medium Term Sector Strategies and Departmental Work Plans, which are then compiled into the draft budget for presentation to and approval by the Legislature and Executive. Budget execution should then be based on these approved budget allocations.

In practise, resource projections is often not based on accurate forecasts and grossly overestimated, and approved budgets based on these unrealistic revenue expectations. This is often because of underlying political dynamics during the budget approval process, with the Executive and Legislature currying favour from various parties by increasing the budget to meet multiple demands. In 2016, for example, Kano's revenue projections stood at 160 Billion Naira. The Ministry of budget and planning then submitted a budget proposal for 180 Billion Naira. With no proposed revenue increases, the House of Assembly increased budget estimates to 270 Billion Naira. Due to limited resources for execution, actual expenditure based on resources allocated to school improvement drastically fell short. Similarly, in Kano 2015 budget estimates were increased by the Governor and Legislature by \$12 billion, without any accompanying increase in the resource envelope.

This mismatch between available resources and planned expenditure creates undue pressure on existing resources, which then need to be re-allocated against multiple competing priorities based on actual cash flow. Thus actual expenditures on basic education often fall drastically short of targets, resulting in very low credibility of approved budgets.

²⁶ The Daily Trust, "States still owe salaries", 24 April 2016

²⁷ Based on interviews with Directors at the Ministry of Finance, Kwara

²⁸ Based on interviews with Directors at the Ministry of Economic Planning and Development, Kano.

High Discretionary Powers of the Executive and Legislature

This reality places a very high level of discretionary power in the hands of the Governor, in terms of amount and timing of releases to different projects and sectors. It also increases the significance of the relationships between the Commissioner of Education, SUBEB Chair and the Governor, as these can significantly impact on the level and timing of releases for education projects. Given high discretionary power of the electorate, expenditure releases can often be closely linked to the governors' political aspirations. For instance, increased investment in school infrastructure might be prioritised because they are more visible, and can be used to gather votes in an election cycle. This could be at the expense of other more pressing school improvement areas. Furthermore, the governor's policy focus or interests could be a key determining factor in education releases.

Elections and Political Transition

Elections can also significantly impact on spending decisions, as seen in the 2015 general elections.

After a new government is sworn in, there is often an adjustment lag, where new political priorities and flagship programmes are decided, new political appointees are chosen, and new political alliances are formed. Similarly, In the months leading up to an election, government activities have been known to come to an almost complete halt, and public funds are often diverted towards campaign efforts.

Yet, **in some cases, elections can also ensure specific education investments are prioritised.** This was the case for the governor of Kwara, who chose to use an ambitious educational infrastructure project to present a highly visible result of his time in office to the electorate.²⁹ This suggests that the right type of governor's campaign could potentially have lasting impacts on education investment.

Regional Conflict and Insecurity

Finally, ongoing violence and continued insecurity in Northern Nigeria may have significant impacts on education service delivery. The migration of internally displaced persons from conflict-affected states to ESSPIN states could lead to increased enrollment, and place pressure on limited resources available for education spending. Escalating conflict could also lead to prioritisation of security spending which reduces the resources available for social services.

We do not find any such negative impacts of conflict on budget allocations. In fact, the Kano State Government responded to the surge in enrollment by trying to *increase access*³⁰. Kano has allocated an estimated 64% of school improvement resources to infrastructure development, which includes rolling out new schools between 2012 and 2015.

5.3 Summary and Implications

This chapter notes that the two main determinants for state spending on basic education relate to overall resource availability and political influences.

Firstly, resource availability has been particularly challenging in the period of analysis, mainly due to reduction in federal resources, and this has severely limited additional SIP investments. As a result of

²⁹ Based on interviews with ESSPIN Kwara

³⁰ See <http://www.premiumtimesng.com/news/160632-boko-haram-education-employment-solutions-kwankwaso-says.html>

the lower oil prices, Nigeria's federal allocations to all tiers of government has reduced considerably since mid-2014. Thus many states which were overly reliant on federal funding are struggling to finance both salary and development expenditure. Reduced federal funding has a significant negative impact on basic education financing due to the importance of the state matching grant, which is funded through state budgets (in turn financed by federal allocations). Thus states who have experienced the largest decrease in their federal funding post-2014 are unable to fund their matching grants, and consequently they cannot access additional federal funds (UBE-IF). State's overreliance on federal funds has hitherto limited development of alternative revenue sources. However, the current fiscal crisis has led to renewed state efforts to improve IGRs.

Secondly, there are other political factors that have also played a crucial part in the extent to which states have invested in SIP areas. The first relates to the credibility of any investment in SIP areas, which is primarily determined by the extent to which political actors choose not to overpromise or over-allocate budget resources. The other most important determinant of *how much* is invested, as reflected by almost all interviews conducted, relates to the governor's policy focus or interests. Given the highly discretionary nature of state financing, any attempt to ensure state financing of an SIP area will require the personal support or at least condoning of such expenditure by the governor. These political influences become even more critical during elections and subsequent transitions to new governments. We found no evidence of regional conflict impacting actual state education spending.

6 Summary and Implications for Sustainability

This chapter provides a summary of findings from the study, explains the challenges and lessons learnt, and provides recommendations for improving resource allocation for school improvement in basic education across the focal states based on study conclusions. These recommendations are also useful for scaling resource allocation for school improvement across the non-ESSPIN states.

6.1 Summary of Findings

Broadly, this study sought to understand the fiscal context for education financing in Nigeria, and in the ESSPIN states; and to assess the levels and patterns of state spending for school improvement.

In line with ESSPIN's logframe and learning and evidence framework, we categorise School Improvement spending into six broad areas:

1. Greater **head teacher effectiveness**;
2. Increased **teacher competence**;
3. Adoption of **inclusive practices** to meet the needs of all pupils;
4. Introduction of **school development planning**; and,
5. Establishment of **functional school based management committees**.
6. Cross-cutting **capacity building to improve states management and governance** of basic education.

The findings from our state visits corroborate existing literature on the basic education financing system and state-level budget process. The financing and management of basic education is based on a complex system involving all three tiers of government, and there are many overlapping functions. However, in practise state governments play the major role in education financing decisions. Although planning and budgeting processes and systems follow the prescribed pattern for development of budget estimates from priorities laid out in the MTSS, , the mismatch of available resources and budget allocations, and the complete political discretion of the Governor in determining spending releases often results in a significant difference between the approved budget and actual releases, which weakens budget credibility.

Our analysis of state and ESSPIN expenditure on school improvement areas showed a strong upwards trend in total SIP budget allocations across the 6 states between 2012 and 2014. However, this was mainly driven by two states: Kano (38%) and Kaduna (31%). The four other States each made up only somewhere between 5% and 11% of overall SIP budget allocations. A comparison of ESSPIN's own spending with States budget allocations show that on average states leveraged about N3.1-4.1 in state budget allocations for every N1 spent by ESSPIN. However, in terms of actual spending the state leveraging rate is somewhere between 0.2-0.4 for every N1 spent by ESSPIN.

In terms of spending composition by SIP area states, infrastructural development has received the most resource allocations, followed by inclusive education and (head) teacher development. However, resources dedicated to support programmes were consistently below 3% of SIP resources, and little to no resources were dedicated for school-level planning and development of SBMCs.

We also find that all six ESSPIN states are faced with budget credibility issues, although to different degrees. In some cases, the MTSS and the budget are relatively well aligned (e.g. Kano), but spending differs considerably. In other cases, the planning documents are overly ambitious, but the budget and spending is reasonably comparable (e.g. Kwara and Jigawa). In other cases, all three are relatively separate from one another. This is the case for Kaduna, and Lagos. However, possibly most worrying is the case of Enugu, where the lack of publicly available budget data has prevented any such analysis from being carried out.

We attempt to provide a wider context for these resource allocations based on qualitative interviews with key stakeholders at the state level and review of existing literature. We find that basic education spending is determined by two key contextual factors, overall resource availability and political influences. The former was particularly important during the period of analysis, given the fall in oil prices and federal revenues, which in turn led to a fall in federal allocations to states. Given their dependence on federal allocations and weak internally generated revenues, many states have struggled to finance salary and development expenditure in recent months. Political influence is also key to education spending, especially given the governor's discretionary power over all budget releases.

6.2 Implications and Recommendations for ESSPIN

Given that ESSPIN is ending its project in January 2017, it is important to reflect back and identify what elements of its strategy have contributed to improved state leveraging of SIP resources, how these can be sustained beyond the programme life-span by state governments, and lessons learnt for future programming.

Our interviews with ESSPIN programme staff reveal a deep understanding of the contextual factors and challenges discussed in this report, and ESSPIN implementation strategy appears to have been adapted to address these challenges. Thus, our recommendations may simply emphasize or strengthen some of these original activities.

4. Improving Resource Availability

Most other programmes would consider resource availability to be outside of their ability to influence, yet ESSPIN has assisted states in identifying and locating additional resources. This has been a clear success, most notably through the application to the Global Partnership for Education (GPE), as well as the other funds leveraged (see Chapter 3). This study has found that most state education expenditure remains dedicated to more conventional areas, such as infrastructural development. However, despite the odds, ESSPIN has had some success in stimulating spending focused on educational quality, such as on inclusive education and (head) teacher development. Yet, securing state funding for the vital institutional framework around school-level planning and SBMCs that ESSPIN supports remains the biggest challenge. **ESSPIN (or any successor) should place more emphasis on advocating for spending on support services, improving school planning and continued funding for SBMCs.** Discussions with ESSPIN state teams suggest this is already often the source of most advocacy, but this report suggests that more should be done in this area.

5. Improving Budget Credibility

In order to improve budget credibility, ESSPIN has provided Planning and Management Specialists to the Ministries of Education and LGAs to help to develop tools and training. Such technical assistance has been generally regarded as very helpful and effective by all state members interviewed. Moreover, supporting states in preparing quarterly monitoring reports (QMRs) allows easier tracking

of budget execution. However, several gaps remain. **This study recommends that ESSPIN (or any successor programme) should help states move beyond the current QMR system, which is too discretionary and informal (see chapter 4.2). Instead, education budget and expenditure data should be captured by a more formal and real-time data PFM system such as an Integrated Financial Management Information System (IFMIS). This would provide the most reliable quarterly monitoring reports, and thus better help monitor budget credibility. This is best done in conjunction with a dedicated PFM project, such as the successor to DFID's SPARC.**

6. Ensuring political buy-in

ESSPIN's implementation strategy reflects an understanding of the need for effective political engagement. This is best reflected in ESSPIN's facilitations of a quarterly Political Engagement forum, which brings together the Education Commissioners, Chairmen of SUBEB, and Directors of Planning, Research and Statistics from MoE and SUBEB of the six ESSPIN states. Such events have improved ESSPIN's influence over education financing both through peer learning (learning how and where to increase education spending) and inciting positive competition between states that may instil the need for additional investment. ESSPIN has also employed an effective election transition strategy, supporting civil servants to carry on with operational tasks while engaging with the new political leadership through evidence of impact. **This study recommends that ESSPIN (or any successor) continues its high-level engagement with education policymakers. However, given the concern regarding budget credibility, there may be a need to expand the circle to also incorporate other actors such as the Commissioner for Budget and Planning, the Commissioner of Finance and the Commissioner for Local Government. Designated cross-ministerial activities to instil the importance of education finance are further recommended.** From interviews, it became clear that ESSPIN has been interacting with other ministries, but these can especially be strengthened with the Ministry of Budget and Economic Planning and the Ministry of Finance.

6.3 Sustainability

It was evident from state visits and interaction with government officials that ESSPIN has had considerable influence on the Ministry of Education, SUBEB and LGEA – in terms of building capacity for planning and budgeting, reforming the budget process and leveraging state funds for SIP areas.

However, as the programme comes to an end there are key concerns about states' ability to sustain the SIP model. As discussed extensively in earlier sections, states' ability to fund the SIP is subject to major shocks due to their dependence on federal allocations, and limited IGRs. Without state funding, scale-up and implementation of the SIP would be unsustainable. As such, there is a clear role to play for any successor of ESSPIN to continue to advocate for state ownership and funding of an integrated approach to school improvement.

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Annex A1: Terms of Reference

ESSPIN PFM STUDY

1 Background and Context

The Education Sector Support Programme in Nigeria (ESSPIN) was introduced in 2008 as part of the suite of DFID-funded State Level Programmes (SLPs) that seek to improve governance and service delivery in Nigerian States. ESSPIN seeks to bring about sustainable improvements in the delivery of education services in Nigeria by working with key institutions to bring about systemic change in the sector; building capacity at the federal, state, local and school levels; and leveraging Nigerian resources in support of State and Federal education sector plans. ESSPIN seeks to effect change by working through existing government structures. Originally conceived as a six-year programme, it has been extended to 2017 for consolidation and further institutionalisation of its school improvement model.

ESSPIN's overall goal is to support the effective and efficient use of Nigeria's resources to achieve the education MDGs. Therefore, it is important to understand the changes in the level and composition of state government expenditures on basic education since the beginning of the programme.

This document sets out the terms of reference for a Public Financial Management (PFM) study for ESSPIN aimed at understanding the fiscal context for education programmes; and monitoring the use of state resources for school improvement. The study will draw on the methodology used in the previous ESSPIN state expenditure studies but will also seek to provide more insight into the fiscal and political context using stakeholder analysis, process tracking and structured informant interviews. It will also provide case study analysis of selected school improvement programmes (SIP) and a comparison across states.

2 Task Description

2.1 Objectives

The main purpose of this study is to:

- Understand the fiscal context for education financing in Nigeria, in particular the ESSPIN states, with a view to supporting the development of strategies and actions for adequate and sustainable funding for school improvement in particular, and education service delivery more broadly.
- Assess the levels and patterns of state spending for school improvement, subject to data availability.

2.2 Scope

In line with the first objective, the study will focus on understanding the broader process by which basic education resource allocation decisions are made and implemented. This will involve a review of the education financing system in Nigeria, including the various funding sources (Federal, State and Local Governments) and budget cycle and process.

The study will also focus on assessing the extent of state spending on school improvement. The ESSPIN school improvement package (SIP) includes six areas of school and community based interventions. These are:

- Head-teacher development (in-service interventions)
- Teacher Development (in-service interventions)
- School level planning (in-service interventions)
- Development of SBMCs
- Inclusive practises
- Infrastructure improvements

In addition, the study will also assess the extent of state spending on critical supporting and enabling activities for the SIP components such as strategic and operational planning, Education Management Information Systems (Annual School Census) and sector performance reporting (AESPR).

2.3 Research Questions

The main research questions that this study will seek to answer are the following:

- How is school improvement (and basic education) financed at the sub-national (state and LGA) level? What are the main funding sources and financing processes?
- How much did the state government spend on SIP areas between 2012 and 2014? What was the composition of expenditure on each SIP area by type of programme?
- What factors explain any differences in the level and composition of state spending on school improvement over time, and between various states? How did the different stakeholders impact these outcomes?
- How did state spending compare with ESSPIN spending on SIP areas in the same period?
- To what extent did state spending on school improvement (and education sector releases in general) align with sector plans and budgets? What factors explain any divergences? How did the different stakeholders impact these outcomes?
- Has there been a shift in the proportion of education (and basic education) sector expenditure accounted for by SIP areas over the programme period?

2.4 Methodology

The core elements of the methodology proposed for this study are the following:

1. Provide an overview of the fiscal context of education financing in Nigeria, with a focus on basic education and school improvement areas at the state level. This will include an overview of state education financing systems- the sources and flow of funds, budget process, roles and responsibilities of key institutions, and political context and influences of key stakeholders.
2. Summarise how ESSPIN activities have sought to improve and sustain state spending on school improvement areas, including the resources used, activities undertaken, and the assumptions underlying the intervention logic that has guided these activities, through a review of documentation and discussions with ESSPIN state teams and other team members.

3. Review state spending on school improvement in the 6 ESSPIN states, with a view to analysing any patterns in the level and composition of state spending on SIP areas between 2012 and 2014. The team will visit 2 of the 6 states, to collect data, and conduct interviews with key informants in addition to publically available data. These activities are aimed at filling gaps and gaining in-depth understanding of the key reasons for any successes or constraints to specific SIP areas, to advise on the development of strategies and actions to promote sustainable funding of school improvement. The review for the 4 states which will not be visited will be limited to publically available secondary data, and any additional data that can be collected by ESSPIN State teams.

The study will involve the following main components:

1. Desk Review – This will involve a selective review of existing evidence on the fiscal context for education financing in Nigeria, specifically the budget processes and funding sources, political context and institutional responsibility, and influences of key stakeholders. The outcome of this review will form the first introductory chapter of the final report.

2. State-level studies – Two states have been selected – Kano and Kwara (based on the best performing and worst performing in terms of education spending). The main goal of the state case studies is to provide updated information on the main features of state spending on basic education and school improvement, and to gain an in-depth understanding of the context for and nature of spending patterns, identify key influencing factors, including the role of ESSPIN if any. The case studies will include data collection, review of relevant documentation and key informant interviews at the state level (and in selected LGAs where possible). Data collected is expected to include all relevant data and documentation on state budgets and releases for basic education including state financial reports, expenditure review reports, audited accounts, and expenditure returns from MDAs, and detailed investigation of books of accounts. This will also include triangulation of multiple data sources to potentially track underreported activities. The state-level studies will also include the following elements:

- Stakeholder analysis and process mapping, focusing on expenditure releases – The state visits will also provide an opportunity to examine the extent to which the formal systems and processes (as identified during the desk review) are applicable in practise. This will be done through a review of state policy and financial documents and key informant interviews. The main goal will be to identify the actual processes of resource allocation, key influencing factors and key stakeholders in each state.

- Case study of selected SIP areas – Selected SIP areas with significantly larger funding may be examined in greater detail with data obtained from the key informant interviews and review of relevant documentation.

The outcome of these state visits will be two comparable state studies which will form part of the main report.

3. Secondary analysis of data for remaining 4 states – Secondary data relating to state spending on SIP areas will also be analysed for the remaining four states. Due to time and resource constraints, state visits will not be possible but we will rely on publically available information, and any additional data that can be collected by ESSPIN state teams. This analysis may be limited by data constraints which have been discussed extensively in the concept note.

3 Timelines

Description	Due By
1. Operational Plan- Finalisation of study tools, interview lists, contracting of externals, briefing of ESSPIN state teams	Mid-February
2. State-level Visits	Early March
3. Preliminary Data Analysis	Mid March
4. Preliminary Report	Early April
5. Finalising Report and Communications	Mid May

The main deliverable will be a final study report.

4 Communication of Findings

The primary audience for the report of this study will be ESSPIN and its partner states, and key findings will be communicated to relevant stakeholders during a suitable forum to be determined by ESSPIN. The study report will also be made publicly available to contribute to the existing body of knowledge on education financing.

5 Resource Requirements

The roles of the envisaged team members and resource requirement are set out in the table below.

Role	Tasks
Team Leader /Study Manager	Overall responsibility for the study methodology, and for delivery of the study outputs, including intermediate and final reports. Responsibility for briefing of ESSPIN state teams and liaising with ESSPIN.
	Oversee the logistics and management arrangement for the study, including managing resources against the study budget and timetable, and contracting arrangements for team members.
PFM Specialist and Analyst	Undertake state visits. Collaboration with ESSPIN state teams. Reviews of data and documentation. Carry out key informant interviews. Contribute to drafting of study outputs.
Peer Reviewer	Quality Assurance of intermediate and final outputs
ESSPIN State Teams	Facilitate state visits and secondary data collection in 4 states.

6 Logistics and Management

The study will be managed by OPM, who will be responsible for producing the technical outputs, and managing externals. ESSPIN will handle logistics arrangements for fieldtrips and all related reimbursable expenses.

The study team will rely extensively on ESSPIN and its state teams to facilitate the state visits, and to obtain secondary data for the 4 states which will be part of the state studies. OPM will provide briefing and guidance to the ESSPIN state teams on the requirements for each activity.

7 Reporting

The team will report on a day-to-day basis to the team leader, who will provide regular updates to the ESSPIN M&E lead. The team leader will coordinate all aspects of the study together with the Project Manager. The draft report will be submitted to ESSPIN, and comments will be incorporated into a revised version. The task will be signed off once the team members have satisfactorily responded to ESSPIN's comments.

8 Quality and Approval Process

Intermediate outputs will be quality-assessed by the team leader, and internal OPM peer reviewer as required. Drafts of the preliminary and final reports will also undergo internal peer review and be shared with both government and ESSPIN. Any comments will be addressed before the report is finalised.

Annex A2: List of Institutions Interviewed

State	Institution	Members Interviewed
Kano	ESSPIN	<ul style="list-style-type: none"> State Team Lead Planning & Management Specialist
	SPARC	<ul style="list-style-type: none"> State Team Lead
	Ministry of Education	<ul style="list-style-type: none"> Commissioner for Education Director of Planning, Research and Statistics Deputy Director Budget and Planning; Deputy Director Accounts.
	State Universal Basic Education Board	<ul style="list-style-type: none"> Executive Chairman Director PRS Director Finance Director Social Mobilization
	Nassarawa Local Government	<ul style="list-style-type: none"> Chairman LGEA officer
Kwara	ESSPIN	<ul style="list-style-type: none"> State Team Lead Planning & Management Specialist
	Ministry of Education	<ul style="list-style-type: none"> Principal Secretary Director of Budgets Director of Planning, Research and Statistics Director of Finance
	State Universal Basic Education Board	<ul style="list-style-type: none"> Executive Chair Director of Planning, Research and Statistics Director of Social Mobilisation
	Ministry of Economic Planning and Budget	<ul style="list-style-type: none"> Director of Budgets Director of Monitoring and Evaluation
	Ministry of Finance	<ul style="list-style-type: none"> Director of Planning, Research and Statistics
	Isin Local Government	<ul style="list-style-type: none"> LGEA Education Officer LGEA Treasurer LGEA DPRS LGEA Secretary LGA Agriculture Supervisor LGA Education Supervisor
	Edu Local Government	<ul style="list-style-type: none"> LGA Vice-Chairman LGA Secretary to Local Governments LGA Supervisor for Education LGA Supervisor for Works LGA Supervisor for Agriculture LGA Chief for Special Duties LGEA Education Secretary LGEA Treasurer Chief Scribe for Local Government
Jigawa	ESSPIN	<ul style="list-style-type: none"> State Team Lead
Kaduna	ESSPIN	<ul style="list-style-type: none"> State Team Lead
Lagos	ESSPIN	<ul style="list-style-type: none"> State Team Lead
Enugu	ESSPIN	<ul style="list-style-type: none"> State Team Lead

Annex B: Basic Education Financing in Nigeria

Overview of basic education financing at Federal, State and LGA level

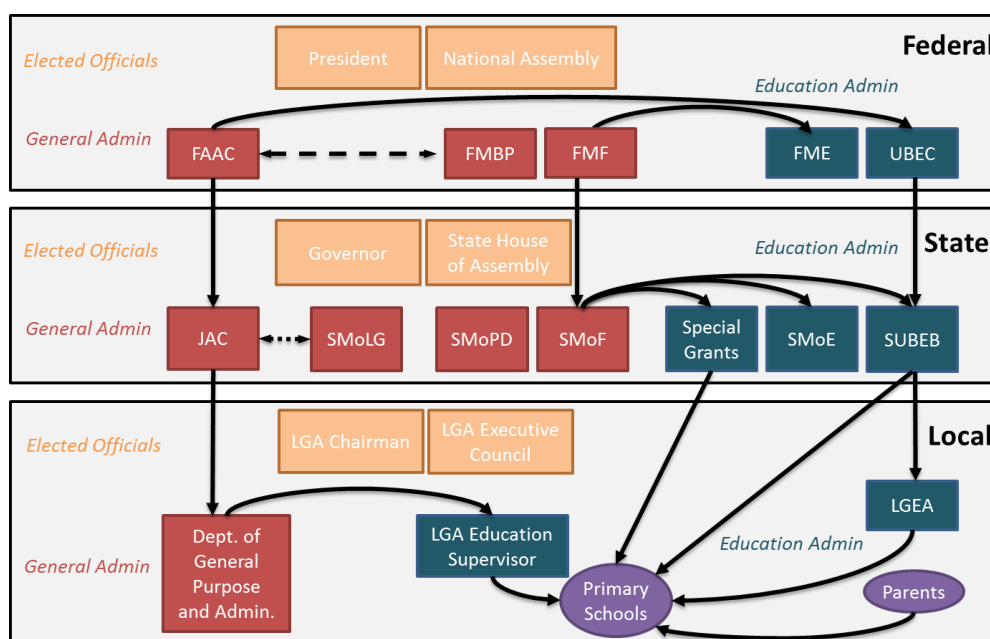
Under the Federal Constitution, responsibility for basic education lies mainly at the *local government level*, with the Local Government Area (LGA) responsible for delivery and management of basic education services. The *State governments* through the State Ministry of Education (SMoE) have a supportive role and oversee state-level education policy and strategy. The *Federal Government* through the Federal Ministry of Education (FME) then bears responsibility only for setting national standards and maintaining the regulatory framework.

In reality, however, education administration is much less clear, as management responsibilities are shared between all three government tiers. One important reason for this is the 2004 Universal Basic Education (UBE) Act, which drastically amended the mandate for providing basic education. Additional responsibilities were provided to all three tiers of government and housed under executive agencies at federal level (Universal Basic Education Commission; UBEC), state level (State Universal Basic Education Board; SUBEB) and local level (Local Government Education Authority; LGEA) (FME, 2004).

For improved clarity, the remainder of section 3.1 explores basic education financing in Nigeria in greater detail, exploring the key institutions and their responsibilities and the main flow of funds for each of the three tiers of government.

Error! Reference source not found. Figure 22 Key institutions and flow of funds in Basic Education below provides a summary of the key institutions and flow of funds in basic education. It highlights the key institutions in basic education administration (dark blue), the administrative support to the budget process (red) and the political offices that primarily determine the budget's overall formulation (light orange). The flow of funds across each of the various institutions is illustrated through the arrows, both within each tier (e.g. the State Ministry of Finance financing the State Ministry of Education) and between tiers (e.g. UBEC funding the SUBEB).

Figure 22 Key institutions and flow of funds in Basic Education



Source: adjusted from Jones et al. (2014) based on author's research.

Basic Education Financing at Federal Level

Key Institutions

The Federal Ministry of Education (**FME**) is responsible for policy formulation, and for ensuring that states policies operate within the parameters of national policy, while remaining responsive to individual state contexts and needs. The FME is also responsible for setting and maintaining national standards through monitoring and inspection of education service delivery and conducting assessments, and for consolidating and publishing education statistics. The FME executes its functions through several agencies and parastatals.

The main agency responsible for management of basic education at the federal level is **UBEC**, through which the federal government allocates and manages the **Universal Basic Education Intervention Fund (UBE-IF)**, which are earmarked funds for basic education. UBEC also provides basic education policy guidance and oversight to all its state level agencies - the State Universal Basic Education Boards (SUBEBs). While the FME is formally responsible for providing oversight to UBEC, in practice this is problematic because UBEC's funds are earmarked and routed outside of the budget of the Ministry of Education (World Bank, 2015). In practice, UBEC is overseen only by the **President** through the Federal Executive Council (World Bank, 2015).

The **National Assembly Council on Education (NCE)** is the highest policy-making body in the country, and has responsibility of budget appropriation of all federal funds.

Flow of Funds

The UBE-IF is the main federal fund for basic education, and designated for development expenditure only. The UBE-IF is funded by a statutory transfer of 2% of the Consolidated Revenue Fund, as given by the 2004 UBE law constituting the fund.³¹ For an overview of the allocation formula, see Chapter 2.

For Federal government to influence spending on basic education at the lower tiers of government, 50% of UBE-IF funds are distributed only to states that provide equal *matching funds* to UBEC via their state education budget to their SUBEB, and provide detailed work plans and spending reports to UBEC. The other 50% is spread across a number of direct earmarked funds to the State.

Basic Education Financing at State Level

Key Institutions

At state level, the majority of basic education services are provided through **SUBEB**, which is responsible for managing all non-salary spending. It is also informally responsible for payment of teacher salaries at the local level (see below).

The State Ministries of Education (**SMOE**) are mandated to supervise the SUBEB and finance its payroll and recurrent costs. However, as with its federal counterpart, there is often tension between the SMOE and the SUBEB due to overlapping mandates and unclear oversight arrangements. This has meant that SMOEs' influence has been reduced due to SUBEB's dominant role. SMOE tends to

³¹ This provides the main source of Nigerian government resources, made up of both oil and tax revenue, and is allocated and disbursed through the **Federation Account Allocation Committee (FAAC)**.

finance basic education only through SUBEB, and its operational role in basic education is limited to policy formulation, data collection and management (EMIS) and inspectorate services (Jones et al, 2014).

An important source for *local government* funds to basic education is housed at the State level, through the Joint Account Committee (**JAC**). The JAC manages the State Joint Local Government Account, into which all allocations for LGAs from the Federation Account and from the State are paid, and decides disbursements on a monthly basis to each LGA. States may enact laws that empower them to make a number of deductions from the revenues of the LGAs; one example includes the direct payment of primary school teachers' salaries by State SUBEBs from funds deducted from LGA allocations (Jones et al, 2014).

Flow of Funds

State education spending is financed by all three tiers of government for basic education. First, SUBEB receives its federal UBE-IF funds directly through UBEC. Second, state matching funds and all additional state development spending on education are transferred from the State Ministry of Finance (**SMoF**). Third, although payment of primary teachers' salaries is technically the responsibility for the Local Government Education Authorities (LGEAs), in reality such salaries are **deducted each month from LGA allocations and transferred to SUBEB to process salary payments**.

States finance their own basic education expenditure for salaries and development **either from federal FAAC funding, or from internally generated revenue (IGR) at state level**. The importance of Federal versus state influence on basic education financing differs significantly across states (see chapter 5 for details).

Another source of state financing to basic education is **special grants**. Such funds come directly from a state's own resources and tend not to be reflected in the budget. This reflects a habit in many Nigerian states for political actors to provide patronage by supplying their contacts with infrastructure contracts. An example in Kano is the *Education Promotion Committee* (EPC), which is made up of political appointees from government and the private sector. This EPC is responsible for overseeing and implementing all school maintenance and renovation, and coordinates other state projects such as school feeding. Discussions with the Kano state government suggested the potential effectiveness of such a system was undermined by their political nature, and that much of this process could be better taken over by a school grants system.

In sum, the majority of all basic education financing is controlled by the State, though a large share of it may originate from federal level, or is designated for local government salaries.

Basic Education Financing at Local Government

Key Institutions

Local governments have two main education actors. First, **Local Government Education Authorities** (LGEA) are UBE representatives. Their responsibility lies mainly with monitoring and evaluation and school inspection. They are appointed by the LGA chairman but report only to SUBEB. As such, they are often slightly insulated from the internal pressures of local government.

Second, the LGA also has a designated **Education Supervisor**, who reports directly to the LGA chairman and manages the LGA's JAC funds dedicated to both primary and secondary education.

The extent to which these two institutions interact often depends strongly on the relationship between the individual LGEA secretary, the LGA education supervisor and the LGA chairman. While in some local governments, this offers a smooth (financial) collaboration that jointly supports primary schools, in other cases both parties are at odds with one another, and struggle over who is ultimately responsible for primary school management; the LGA or the SUBEB.

Flow of Funds

The LGEA receives all its funding directly from the SUBEB. Yet, this is small in size and constitutes more of a monthly imprest used by the LGEAs to pay recurrent costs and conduct school visits. Most funding to schools comes directly from SUBEB, and so does not flow through the LGEA.

The LGA collects their funding on a monthly basis through its **Department of General Purpose and Administration**, where the LGA executive council decides allocation on each project. As SUBEB and LGEAs offer the main source of basic education funding, LGA funds should be seen only as incidental and supplementary. Areas of basic education supported mainly relate to infrastructure maintenance (e.g. desks, chairs), learning materials or small incidental costs (e.g. funding common entrance exams).

The Education Budget Process at State and LGA Level

The budget process is critical to the education sector. Yet, there are several problems found across all tiers of government that deeply undermine its effectiveness. The budget is implemented on a cash basis, where cash receipts determine release of funds. Yet, most states do not have effective systems of forecasting cash flow, and many MDAs face challenges in accessing budgeted funds. Salaries are released monthly, but other overheads and capital expenditure releases are not regular (Jones et al, 2014).

The budget's credibility is often undermined from its inception through an arbitrary budget envelope that poorly reflects the overall resource availability. Budget preparation is also frequently done in secret, involving only a small number of government officials. Then, budgeted funds are often released late, or not at all. This all leads to a less credible budget, and a widening between the 'real budget' (the funds released for project implementation) and the 'apparent budget' (figures that are published) (FME, 2011). For that reason, FME (2008) concludes that "shortcomings in the quality of public spending for education are primarily a result of weak budget management and accountability."

The rest of this section provides a brief overview of the budget formulation and implementation process at State and Local Government level.

The State Government Budget Process

While significant differences exist across States, the planning and budget preparation processes are generally weak. Although states appear to follow an established budgeting process, "the budget is not a useful statement of policy intent as the actual composition of expenditure varies considerably from the original budget" (Jones et al, 2014).

Most states have multi-year strategic plans for all key sectors. Yet, these are often not linked to the annual budget process and rarely reflect realistic revenue projections or budget allocations. For example, in Kwara State, the SMoE budget unit reported that their Medium-Term Sector Strategy (MTSS) was costed, but that this was considered to be "not too realistic". This is partly due to the

large revenue fluctuations experienced in the state, and partly because state priorities are heavily influenced by short-term political priorities.

The **budget preparation process** at the state level³² is sequenced as follows:

- In **June**, the State Ministry of Planning and Budget (**SMoPB**) and the State Ministry of Finance (**SMoF**) sit in a Universal Fiscal Shortage Commission (UFSC) to project the Resource Envelope³³ available in the next financial year. MoPB sets MDAs' ceilings for recurrent expenditure on an incremental basis. Ceilings³⁴ for capital projects are based on the MTSS, which are then submitted and adjusted by the **Governor**.
- In **July**, a circular is issued for advance proposals from all MDAs, in line with ceilings. MDAs have a month to submit their proposals on recurrent and capital expenditure.
- In **September**, MDAs defend their allocation of recurrent expenditure in the *central budget committee*, chaired by the Commissioner for Budget and Planning (SMoPB). For development expenditure, MDAs defend their allocations in the *capital development committee*, chaired by the Governor. MDAs revise their budget in line with the discussions and resubmit to SMoPB.
- A management team meeting made up of the SMoPB and SMoF reviews the revised submissions and submits it to Internal Revenue and Accountant General for approval.
- A memo is prepared for the Executive Council as a *draft budget* for approval.
- The Executive Council submits it to the House of Assembly as *budget proposal* with a budget speech in October.
- The HoA reviews the budget through its sector sub-committees holding budget hearings with all MDAs defending their budgets.
- The HoA amends if necessary, passes the budget proposal into law and submits to the Governor for approval before the **end of December**.

As the budget is both a political and a technical document, limitations to budget credibility can appear at most of the stages above. For example, in Kano the resource envelope for 2016 budget was projected at N160 billion. After budget hearings, MoPB then gave in to pressure and submitted a budget of N180 billion. This budget was then further amended by the HoA and increased to N270 billion.³⁵ This reflects a *70% overall increase* above projected revenue, which will undermine the feasibility for budget implementation throughout the year.

The **budget implementation** at the state level³⁶:

There are three types of budget releases:

1. **Monthly allocations:** (e.g. salaries and overheads, regular support such as grants for special needs students). This is financed automatically and does not require approval.
2. **Special releases below N500,000:** (e.g. small trainings). This requires approval from the Deputy-Governor, and can be sought outside of a State Council Meeting.
3. **Special releases above N500,000:** (e.g. infrastructure projects). This requires approval from the Governor directly, or from the weekly State Council Meeting, chaired by the Governor.

In order to receive approval for special releases, the following process is required:

³² Based on Jones et al (2014) and authors' interviews with policymakers in Kwara and Kano State. While minor differences exist across states, the main budget process set out here is seen as roughly comparable.

³³ This includes Federal funds, IGR, funds from donor agencies, external loans and potential state bonds.

³⁴ In States with 'Zero Based Budgeting' (e.g. Kano), no sector ceilings are provided; sectors have discretion on the level of their submission, which are subsequently scrutinised in full. In practice, this often means relying on previous year's ceiling.

³⁵ Based on interviews with SPARC, Kano

³⁶ Based on Jones et al (2014) and authors' interviews with policymakers in Kwara and Kano State.

- Each MDA head has to submit a memo to their Permanent Secretary that includes the main rationale for their allocation. In some cases, (such as Kano), MDAs are also required to provide a copy of their own departmental workplan and budget.
- The Commissioner for the MDA then takes all memos to a weekly Council Meeting chaired by the Governor, to defend the allocation. Here all projects are either approved, or rejected (which can be resubmitted at a later meeting).
- The list of approved projects is sent to the MoF. This sets out the available funds for that month, subtracts the 'fixed commitments' (e.g. salaries, regular overheads) and compares the residual funds with the list of approved capital projects. It then formulates a proposal that is shared with the Governor.
- The Governor then adjusts and selects the final project list to receive "cash backing".
- The MoF reports the "cash-backed" project list to all MDAs, and makes a payment each month to each MDA with a consolidated amount for all cash backed projects.
- Demonstrating "cash-backing", the MDA head can then access the funds from their Finance department and execute the proposed activity or project.

Given the project-by-project approval, this system heavily depends on political connections and an ability to influence the Governor. This leads to a situation where powerful ministries receive large proportions of their budget and even overspend, while others do not receive any funds to implement their budgets.

This process applies to both the SMOE and to the State-based SUBEB funding. However, to access *federal* UBE-IF resources, the SUBEB's budget process differs. At the beginning of the year, SUBEB is formally informed about the total eligible UBE-IF funds, which the state has to match in its entirety and deposit fully into the SUBEB bank account. Then, SUBEB provides a bank statement displaying its state matching grant fund, together with an overall action plan that is based on UBEC guidelines.³⁷ It is then invited to Abuja to defend its action plan. Once approved, it receives the total amount of federal resources in one instance and is expected to directly start implementing activities. It is also expected to advertise all of its contracts in the same period, directly after receiving the UBE-IF funds³⁸.

The greatest influence over spending decisions lies with the Governor, who personally tends to oversee, and micro-manage each stage of non-salary budget formulation, fund approval and even awarding of contracts. While in some places oversight is partly delegated to Commissioners, it is clear that "the Governor's interests come first".³⁹

The Local Government Budget Process

While local governments are formally responsible for a range of services, in practice most of their powers are usurped by state governments. This is also reflected in the budget process, which is often largely irrelevant to expenditure decisions. For instance, FME (2008) found that in 2005, states withheld an average of 87 percent of federal funds intended for local governments. As such SPARC (2012) held that LGA budgets are "done perfunctorily and are also poorly funded; there is little or no relationship between the revenues accruing to the Local Government from the Federation Accounts and their revenue budgets."

³⁷ This also conforms to a set of requirements for UBE-IF matching grant, (e.g. % funds on special needs pupils).

³⁸ This is the required process and not always the case in practice.

³⁹ Based on interviews with SPARC, Kano

The main process behind developing the Local Government budgets is actually executed at State-level through the Joint Account Committee (**JAC**), which is chaired by the Governor. The vice-chair is the commissioner of the State Ministry of Local Government (**SMoLG**), which also provides management of the Joint Account and reviews all LGA budgets. The JAC is made up of representatives from all State Ministries represented at LGA level, and determines how to allocate this between LGAs and breaks down allocation by each sector. However, LGAs in practice often disregard these internal distinctions and have more discretion to allocate across sectors (see below).

The *budget formulation* at the LGA⁴⁰ mimics the State Level:

- The MoLG issues the Budget Call Circular to all LGAs around August/September;
- Each LGA sends the Call Circular to all its departments and political office holders
- Each department sends its budget proposals to the Treasury
- The Treasury collates the budget proposals and sends the compilation to the LGA Legislative Council for consideration;
- The LGA Legislature passes the budget and sends it to the Finance and General Purpose Committee (F&GPC), made up of all the heads of departments for approval;
- The approved budget is sent to the MoLG&CA for monitoring purposes.

However, the *budget implementation* at the LGA is much more limited.

- Salaries are released monthly according to budget (depending on fund availability),
- To take care of overhead costs, a monthly imprest is provided to all departments, for which departments do not need to account, or present receipts.
- For other overhead costs and capital expenditure that were approved in the budget, the process is more informal. LGA members receive a certain amount of resources every month, which is considered to be unpredictable and unknown before it arrives. Then, after subtracting all their 'fixed commitments', the LGA executive council decides how to spend the resources based on that month's priorities. This is done under the lead of the **LGA chairman**. This means resources are seen as 'collective' and that **the JAC-defined LGA sectoral budgets are not honoured**. From interviews, a clear consensus at LGA level arose that, for example, "you cannot separate LGA education and health budgets".

Local Government Education Authorities receive their funding directly from SUBEB. By law, this is supposed to be a significant department budget that constitutes 10% of the LGEA's staff salary and is to be utilised for all projects and activities. In practice, however, the amount provided to LGEAs was a fraction of this (in one case, N91,000 versus N500,000, or about 18% of expected) and constituted more of a monthly imprest. Moreover, this amount had been stagnant for the last 5 years (despite sizeable inflation), so that each LGEA's budget is simply rolled over from previous years.

As a result, there is very little direct influence at Local Government level for basic education financing. The most important budget formulation and implementation decisions for the LGEA are taken at State level by SUBEB. In addition, whatever basic education funding is produced at LGA level is often small, incidental, and supplements SUBEB funding. Yet, the extent of such fund disbursement often depends heavily on the political influence of the education supervisor and the chairman's discretion.

⁴⁰ Based on Jones et al (2014) and authors' interviews with policymakers in Kwara and Kano State.

Annex C1: Summary Tables on States' Budget Allocation on SIP Areas 2012-2015

Table C.1: States' Budget Allocation on SIP Areas 2012-2015 in N Million (Source: State Budget Books)

State	2012	2013	2014	2015	Total
Kano	2,531	5,812	10,100	8,674	27,117
Kwara	41	1,331	115	NA	1,487
Jigawa	3,060	1,715	1,555	NA	6,330
Kaduna	3,825	4,647	2,348	NA	10,820
Lagos	1,000	747	825	826	3,398
Enugu	363	524	2,664	NA	3,550
Total	10,820	14,775	17,606	9,500	52,702

Table C.2: Summary of States' Non-Infrastructural Expenditure on SIP Areas 2012-2015 in N Million (Source: State Budget Books)

State	2012	2013	2014	2015	Total
Kano	479	238	839	323	1,879
Kwara	12	183	58	NA	253
Jigawa	1,901	1,557	894	NA	4,351
Kaduna	85	2,838	200	NA	3,123
Lagos	NA	NA	NA	NA	NA
Enugu	NA	NA	NA	NA	NA
Total	2,476	4,816	1,991	323	9,607

Table C.3: Summary of States' Expenditure in SIP Areas 2012-2015 in N Million (Source: ESSPIN Quarterly Reports)

State	2012	2013	2014	2015	Total
Kano	NA	374	10	99	483
Kwara	32	624	30	128	814
Jigawa	NA	211	21	131	363
Kaduna	NA	226	155	276	656
Lagos	NA	273	361	123	757
Enugu	NA	140	131	260	531
Total	32	1,847	708	1,017	3,604

Annex C2: Summary Tables on ESSPIN's Spending on SIP Areas 2012-2015

Table C.4: Summary of ESSPIN State Spending in N Million (Source: ESSPIN Annual Reports) *Using 2016 exchange rate

State	2012	2013	2014	2015	Total
Kano	1,168	1,245	866	963	3,278
Kwara	1,002	727	573	700	2,302
Jigawa	951	796	817	715	2,563
Kaduna	966	998	654	958	2,618
Lagos	902	574	549	812	2,025
Enugu	800	536	506	715	1,842
Total	5,789	4,875	3,964	4,864	14,629

Table C.5: Ratio of ESSPIN spending to Non-Infrastructural State Resources Leveraged for Basic Education (Source: Budget Books, ESSPIN Annual Reports)

State	2012	2013	2014	2015	Average
Kano	0.69	0.19	0.97	0.34	0.55
Kwara	0.01	0.25	0.10	-	0.09
Jigawa	2.00	1.96	1.09	-	1.26
Kaduna	0.09	2.84	0.31	-	0.81
Lagos	-	-	-	-	-
Enugu	-	-	-	-	-
Total	0.48	0.99	0.50	0.07	0.51

Table C.6: Ratio of ESSPIN spending to Non-Infrastructural State Resources Leveraged for Basic Education (Source: ESSPIN Quarterly and Annual Reports)

State	2012	2013	2014	2015	Average
Kano	NA	0.30	0.01	0.10	0.14
Kwara	0.03	0.86	0.05	0.18	0.28
Jigawa	NA	0.27	0.03	0.18	0.16
Kaduna	NA	0.23	0.24	0.29	0.25
Lagos	NA	0.48	0.66	0.15	0.43
Enugu	NA	0.26	0.26	0.36	0.29
Total	0.01	0.38	0.18	0.21	0.19

Annex C3: Summary Tables on Overall Budgeted on SIP Areas 2012-2015

Table C.7: States' Budget Allocation on SIP Areas 2012-2015 in N Million (Source: State Budget Books)

School improvement area	2012	2013	2014	2015	Total
Head-teacher/teacher development	645	612	1,083	497	2,837
School level planning	-	-	-	171	171
Development of SBCMs	-	9	1	-	10
Inclusive practices	523	2,243	6,722	4,511	13,998
Infrastructure improvement	2,999	5,675	6,018	3,331	18,023
Support programmes	26	123	199	990	1,339
Other basic education	6,627	6,113	3,584	-	16,324
Total	10,820	14,775	17,606	9,500	52,702

Table C.8: States' Spending on SIP Areas 2012-2015 in N Million (Source: State Budget Books)

School improvement area	2012	2013	2014	2015	Total
Head-teacher/teacher development	468	277	567	49	1,362
School level planning	-	-	-	-	-
Development of SBCMs	120	9	1	-	129
Inclusive practices	231	241	344	252	1,068
Infrastructure improvement	1,822	2,618	1,118	95	5,653
Support programmes	15	36	24	22	97
Other basic education	1,642	4,253	1,055	-	6,950
Total	4,299	7,434	3,109	418	15,260

Annex D1: Kano State Detailed Tables

PANEL A: Kano State MTSS, Budget and Spending in the Education Sector (2012-2015)

Years	REVENUE			EXPENDITURE		
	Budget	Actual	Performance (%)	Budget	Actual	Performance (%)
2012	221.6	106.5	48%	221.6	117	52.8
2013	238.5	162.5	68%	238.5	130	54.7
2014	225	97.7	43%	225	95	42
2015*	210.7	78.6	37%	210.7	61.6	29

*Actual Figures were available for only 9 months and were thus prorated to get the annual figures

	2012	2013	2014	2015
Total State Spending	221.6	238	225	210.7
Education Sector Spending	24.9	29.9	31.6	49.9
Personnel	13.72	12.96	13.81	23.68
Overhead	2.56	2.43	2.47	6.90
Education Sector as % of Total Expenditure	11%	12.5%	14%	23.7%

Years	MTSS	BUDGET	VARIANCE (Budget versus MTSS)	EXPENDITURE	PERFORMANCE (Expenditure as % of Budget)
2012	23.31	24.99	+1.68	17.42	70%
2013	24.8	29.94	+5.14	23.52	79%
2014	113.58	31.63	-81.95	16.27	51%
2015*	121.8	49.98	-71.82	20.1	40%

*Figures for actual expenditure were available for only 9 months and were thus prorated to get the annual figures.

PANEL B: Kano State LGA Budget and Expenditure on Basic Education (2012-2015)

BUDGETARY ALLOCATION AND EXPENDITURE ON BASIC EDUCATION IN 44 (IN MILLION NAIRA). LOCAL GOVERNMENT COUNCILS, KANO STATE

S / N	LOCAL GOVT	BUDGET 2012			BUDGET 2013			BUDGET 2014			BUDGET 2015		
		ALLOCATED	EX P.	PERFORMANCE (%)	ALLOCATED	EX P.	EXP (%)	ALLOCATED	EX P.	PERFORMANCE	ALLOCATED	EX P.	PERFORMANCE (%)
1	AJINGI	533	421	79%	582	392	67%	938	336	36%	871	413	47%
2	ALBASU	281	503	179%	783	552	71%	1,113	398	36%	1,253	514	41%
3	BAGWALI	513	442	86%	586	624	106%	995	46	5%	842	456	54%
4	BEBEJI	397	447	113%	565	570	101%	1,130	322	28%	1,236	484	39%
5	BICHI	315	1,097	348%	950	1,074	113%	1,298	772	60%	1,301	773	59%
6	BUNKURE	565	495	88%	492	618	126%	105	517	493%	793	513	65%
7	DALA	436	1,231	282%	1,147	1,677	146%	1,662	1,315	79%	1,840	1,315	71%
8	DAMBATTA	642	867	135%	1,016	1,040	102%	1,658	1,087	66%	1,329	890	67%
9	D/KUDU	966	298	31%	856	708	83%	1,320	794	60%	1,202	787	65%
10	D/TOFA	529	490	93%	809	260	32%	835	278	33%	1,006	632	63%
11	DOGUWA	90	468	520%	698	699	100%	927	582	63%	865	462	53%
12	FAGGE	645	979	152%	1,185	1,297	110%	2,010	2,010	100%	1,759	1,163	66%
13	GABASAWA	528	461	87%	1,085	852	78%	1,086	650	60%	1,064	650	61%
14	GARKO	512	484	95%	581	619	107%	1,116	507	45%	965	507	53%
15	G/MALLAM	357	371	104%	468	489	105%	929	387	42%	941	380	40%
16	GAYA	643	641	100%	582	455	78%	124	616	496%	1,136	633	56%
17	GEZAWA	364	14	4%	940	492	52%	1,406	534	38%	1,503	755	50%
18	GWALE	362	1,195	330%	712	105	15%	1,141	50	4%	1,406	1,395	99%
19	GWARZO	524	60	11%	813	605	74%	898	335	37%	832	767	92%
20	KABO	322	356	111%	776	76	10%	1,003	630	63%	1,003	630	63%
21	KARAYE	359	284	79%	565	575	102%	922	438	48%	1,025	1,461	143%
22	KIBIYA	348	357	102%	374	396	106%	843	381	45%	777	438	56%
23	KIRU	603	17	3%	684	563	82%	1,426	563	39%	1,196	366	31%
24	KUMBUTSO	211	759	360%	1,137	523	46%	989	556	56%	620	565	91%
25	KUNCHI	114	203	178%	528	568	108%	751	442	59%	826	970	118%
26	KURA	413	6	1%	696	696	100%	1,243	784	63%	1,196	442	37%
27	MADOBI	65	451	695%	541	461	85%	912	66	7%	854	484	57%
28	MAKODA	97	25	25%	780	304	39%	831	445	53%	606	412	68%

Public Financing of Basic Education in Nigeria - An Analysis on Basic School Improvement in ESSPIN Programme States

29	MINJIBIR	75	678	904%	985	656	67%	1,395	24	2%	550	372	68%
31	NASSARAWA	1,798	1,325	74%	1,480	1,404	95%	1,227	1,060	86%	1,801	1,260	70%
32	RANO	527	333	63%	663	415	63%	1,036	382	37%	873	574	66%
33	R/GADO	670	598	89%	1,147	552	48%	1,334	575	43%	1,018	575	57%
34	ROGO	455	578	127%	646	656	102%	758	619	82%	936	619	66%
35	SHANON	578	541	94%	625	673	108%	1,017	602	59%	959	580	60%
36	SUMAILA	607	490	81%	645	672	104%	1,388	201	14%	947	494	52%
37	TAKAI	515	476	92%	458	485	106%	920	426	46%	696	426	61%
38	TARAU NI	789	840	106%	891	1,017	114%	1,370	1,091	80%	1,342	970	72%
39	TOFA	478	7	1%	548	518	94%	962	457	47%	904	454	50%
40	TSANYAWA	801	488	61%	628	519	83%	958	510	53%	828	510	62%
41	T/WADA	781	788	101%	915	1,040	114%	1,368	770	56%	1,236	770	62%
42	UNGOGO	624	559	89%	888	270	30%	1,776	65	4%	1,678	800	48%
43	WARAWA	318	603	190%	526	695	132%	1,169	34	3%	993	463	47%
44	WUDIL	724	522	72%	720	649	90%	1,130	119	11%	988	648	66%
	TOTAL	22,318	23,470	105%	33,949	29,003	85%	49,120	22,986	47%	48,082	29,480	61%

PANEL C: Kano State Allocation on SIPs- MTSS, Budget Expenditure 2012-2015 (State Documents)

Table 1: 2012 (In Million Naira)			
SCHOOL IMPROVEMENT AREA	MTSS	BUDGET	ACTUAL
HEAD-TEACHER/TEACHER DEVELOPMENT	27.7	638	414
Teaching inducement		41	34
Local training		3	0
Staff development		13	0
Procurement of assorted instructional materials		400	330
Procurement of Assorted text books		70	50
Procurement of assorted teachers guide		56	0
Teaching aids and materials		25	0
Purchase of training aids and laboratory equipment		30	0
SCHOOL LEVEL PLANNING	103	0	0
DEVELOPMENT OF SMBCs	0.5	0	0
INCLUSIVE PRACTICES	835.7	243	50
Intergrated Quranic tsangaya Education devt. Programme		60	50
Cct to Girls Basic Education		155	0
Equipping special education schools		20	0
Procurement of teaching and learning materials to special schools		8	0
INFRASTRUCTURE IMPROVEMENT	1775	1,635	932
Construction of classrooms		1,083	932
Purchase of ICT Equipment		60	0
Construction of other Infrastructure		172	0
Construction and equipping of library		90	0
Renovation of classrooms		215	0
Procurement of sporting facilities		15	0
SUPPORT PROGRAMMES	0	15	15

Annual school census		15	15
TOTAL	2,742	2,531	1,411

Table 2: 2013 (In Million Naira)

SCHOOL IMPROVEMENT AREAS	MTSS	BUDGET	ACTUAL
HEAD-TEACHER/TEACHER DEVELOPMENT	150.5	380	117
Local training		2	3
Staff development		90	90
Procurement of assorted instructional materials		220	0
Procurement of Assorted text books		20	0
Procurement of assorted teachers guide		4	0
Teaching aids and materials		34	24
Provision of practical learning materials		10	0
SCHOOL LEVEL PLANNING	0.65	0	0
DEVELOPMENT OF SMBCS	2.5	0	0
INCLUSIVE PRACTICES	5796	1,970	85
Intergrated Quranic Tsangaya Education Development Programme		85	85
Conditional cash transfer to Girls Basic Education		57	0
Equipping special education schools		20	0
Procurement of teaching and learning materials to special schools		8	0
Establishment of 44 Schools of Islamic studies		1800	0
INFRASTRUCTURE IMPROVEMENT	4854	3,350	1,464
UBEC Intervention projects		1,364	1,057
Construction of schools		1,441	407
Construction of other Infrastructure		535	0
Procurement of sporting facilities		10	0
SUPPORT PROGRAMMES	0	122	36
Annual School Census		10	3
Networking EMIS		10	0

Review of MTSS		12	0
E-learning programme		80	33
Networking EMIS		10	0
TOTAL	10,804	5,822	1,702

Table 3: 2014 (In Million Naira)

SCHOOL IMPROVEMENT AREAS	MTSS	BUDGET	ACTUAL
HEAD-TEACHER/TEACHER DEVELOPMENT	168	653	536
Local training		7	3
Training of 7,248 school inspectors & HTS		35	0
Staff development		353	218
Procurement of teachers guide		43	0
Procurement of Assorted text books		215	315
SCHOOL LEVEL PLANNING	0.65	0	0
DEVELOPMENT OF SMBCs	2.5	0	0
INCLUSIVE PRACTICES	2543	6,545	303
Establishment of 44 Schools of Islamic studies		6,500	23
Equipping special education schools		10	0
Integrated Quranic tsangaya Education devt Programme		35	280
INFRASTRUCTURE IMPROVEMENT	4547	2,742	839
Purchase of furniture & Equipment		628	528
Construction of other Infrastructure		2,014	311
Rehabilitation/repairs		100	0
SUPPORT PROGRAMMES	0	160	0
Annual School Census		10	0
E-learning programme		150	0
TOTAL	7,261	10,100	1,678

Table 4: 2015 (In Million Naira)

SCHOOL IMPROVEMENT AREAS	MTSS	BUDGET	ACTUAL
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HEAD-TEACHER/TEACHER DEVELOPMENT	169.4	718	49
Teaching inducement		50	44
Local training		10	5
conduct training of school inspectors & HTS		29	0
Staff development		284	0
Procurement of Assorted text books		211	107
Procurement of Instructional materials		124	0
Procurement of Assorted text books		10	0
SCHOOL LEVEL PLANNING	0.65	171	0
Production of lesson plans		171	0
DEVELOPMENT OF SMBCs	2.5	4	0
Establishment of SMBCs		4	0
INCLUSIVE PRACTICES	7,587	4,285	247
Establishment of 44 Schools of Islamic studies		4,000	140
Integrated Quranic tsangaya Education Devt Programme		150	0
Cct to 13,500 Girls Basic Education		125	0
Equipping special education schools		10	0
INFRASTRUCTURE IMPROVEMENT	4,476	2,510	100
Purchase of furniture & Equipment		448	35
Construction of other Infrastructure		2,047	60
Procurement of Teaching and Learning materials for special schools		15	5.2
SUPPORT PROGRAMMES	0	990	22
Annual School Census		10	0
E-learning programme		150	22
Procurement of Equipment for QA		830	0
TOTAL	12,238	8,678	418

PANEL D: Kano State Expenditure on SIPs- 2012-2015 (ESSPIN Report)

KANO STATE EXPENDITURE ON SIPs (IN MILLION NAIRA)					
SIPs	2012	2013	2014	2015	TOTAL
HEAD-TEACHER/TEACHER DEVELOPMENT	NA	201.00	10.00	90.00	301.00
Teaching Skills Programme	NA	201.00	10.00	90.00	301.00
SCHOOL LEVEL PLANNING	NA	0	0	0	0
DEVELOPMENT OF SBMCs	NA	28.00	0	0	28.00
SBMC Development	NA	28.00	0	0	28.00
INCLUSIVE PRACTICES	NA	85.00	0	0	85.00
IQTE	NA	85.00	0	0	85.00
INFRASTRUCTURE IMPROVEMENT	NA	0	0	0	0
SUPPORT PROGRAMMES	NA	59.77	0	9.00	68.77
Quality Assurance Step Down Training	NA	28.77	0	0	28.77
Annual School Census	NA	10.00	0	0	10.00
Developing MTSS	NA	3.00	0	0	3.00
EMIS Networking and database	NA	10.00	0	0	10.00
Development of State and Local Government Plans	NA	0	0	1.00	1.00
QA Training and Assessment	NA	8.00	0	8.00	16.00
TOTAL	NA	373.77	10.00	99.00	482.77

Annex D2: Kwara State Detailed Tables

PANEL E: Kwara State MTSS, Budget and Expenditure in the Education Sector (2012-2015)

Table 1: Kwara State Revenue and Expenditure Outturns (In Billion Naira)

YEAR	REVENUE			EXPENDITURE		
	BUDGET	ACTUAL	PERFORMANCE (%)	BUDGET	ACTUAL	PERFORMANCE (%)
2012	86.36	76.50	88.58	86.36	60.75	70.34
2013	100.63	76.92	76.44	100.63	65.24	64.83
2014	115.60	79.45	68.73	115.60	58.82	50.88
2015	117.68	46.76	39.74	117.68	46.76	39.74

Table 2: Variance of Education Sector MTSS, Budget & Spending (In Billion Naira)

YEAR	MTSS	BUDGET	VARIANCE	ACTUAL	VARIANCE
2012	-	10.50	NA	10.24	NA
2013	5.14	14.62	-9.48	9.56	-4.42
2014	14.44	22.01	-7.57	9.56	4.88
2015	57.96	19.80	38.16	6.17	51.79

Table 3: Kwara State Education Sector Budget Performance (In Billion Naira)

YEAR	BUDGET	ACTUAL	PERFORMANCE (%)
2012	10.50	10.24	97.54
2013	14.62	9.56	65.38
2014	22.01	9.56	43.46
2015	19.80	6.17	31.16

Table 4: Share of Education in Total Kwara State Expenditure (In Billion Naira)

	2012	2013	2014	2015
Total State Spending	86.36	100.63	115.60	117.68
Education Spending	10.50	14.62	22.01	19.80
Personnel	5.98	6.11	6.54	NA
Overhead	0.33	0.31	0.47	NA
Education Sector Spending as % of Total Expenditure	12.16	14.53	19.04	16.82

PANEL F: Kwara State Allocation on SIPs- MTSS, Budget and Expenditure 2012-2015 (State Documents)

Table 1: 2012 (In Million Naira)			
SCHOOL IMPROVEMENT AREAS	MTSS	BUDGET	ACTUAL
HEAD TEACHER /TEACHER DEVELOPMENT	193.6	0.81	0.49
Workshop on French Education Improvement		0.41	0.27
Seminar on Nomadic Teachers		0.4	0.22
SCHOOL LEVEL PLANNING	0	0	0
DEVELOPMENT OF SBMCS	113.8	0	0
INCLUSIVE PRACTICES	47.6	22	11.1
Training for gifted/handicapped children programme grant in aid to schools		1.4	0.7
Feeding of Students of School for Special Needs		20	9.9
Grant in aid to schools		0.6	0.5
INFRASTRUCTURE IMPROVEMENT	203.1	18	18
Construction of 2 blocks of classroom for nomadic school		18	18
SUPPORT PROGRAMMES	196.4	0	0

Table 2: 2013 (In Million Naira)			
SCHOOL IMPROVEMENT AREAS	MTSS	BUDGET	ACTUAL
HEAD TEACHER /TEACHER DEVELOPMENT	221.7	169.8	160.4
Workshop on French Education Improvement		1.3	0.77.
Seminar on Nomadic Teachers		0.14	0.14
Training of head teachers		1.0	0.93
Training of teachers in Basic Science		22.5	22.5
Training of teachers in Social Studies		16.87	16.87
Training of teachers on effective teaching of literacy and numeracy		65	65
Training of education managers		15	15
Training for caregivers		5	5
Procurement of instructional materials		43	35
SCHOOL LEVEL PLANNING			

DEVELOPMENT OF SBMCS	91.1	9.3	8.6
Training of SBMC		3.4	3.4
Formation of SBMC in non ESSPIN LGEAs		0.9	0.8
Establishment of SBMC in Public Schools		5	4.4
INCLUSIVE PRACTICES	705.2	23.7	14.3
Training for gifted/handicapped children programme grant in aid to schools		4	2.6
Feeding of Students of School for Special Needs		11.3	9.0
Teaching aids for schools for special needs		8.4	2.7
INFRASTRUCTURE IMPROVEMENT	2362.6	1128.4	908.1
Construction of 2 blocks of classroom for nomadic school		14	9.3
Building of classrooms		126.8	110.1
Procurement of furniture/ ICT equipment		118	100
Rehabilitation of classroom		40.8	34.7
Renovation of ECCDE Pry and JSS classrooms		215.6	178
Construction of toilets / deep water wells		64.5	49
Furniture for teachers and pupils		303	231
Construction of classroom		245.7	196
SUPPORT PROGRAMMES	387.21	0	0

Table 3: 2014 (In Million Naira)

SCHOOL IMPROVEMENT AREAS	MTSS	BUDGET	ACTUAL
HEAD TEACHER /TEACHER DEVELOPMENT	1227.7	69.07	57.99
Training of teachers on math & science		0	0.12
Training of head teachers and principals		7.2	7.2
Training of teachers on effective teaching of literacy and numeracy		23.8	23.8
Capacity building for Almajiri School Proprietors, teachers and desk officers		0.07	0.07
Procurement of instructional materials		0	5.3
Procurement of ECCDE materials, stationery		38	21.5
SCHOOL LEVEL PLANNING	0	0	0
DEVELOPMENT OF SBMCS	91	0.7	0.7
Training of SBMC		0.7	0.7

INCLUSIVE PRACTICES	507.7	24	0
Teaching aids for School for Special Needs		24	0
INFRASTRUCTURE IMPROVEMENT	2495	21	21
Provision of Furniture for nomadic school		3	3
ICT Equipment installation and internet provision		18	18
SUPPORT PROGRAMMES	413.3	0	0

Table 4: 2015 (In Million Naira)

SCHOOL IMPROVEMENT AREAS	MTSS	BUDGET	ACTUAL
HEAD TEACHER /TEACHER DEVELOPMENT	579.6	NA	NA
SCHOOL LEVEL PLANNING	0	NA	NA
DEVELOPMENT OF SBMCS	90.2	NA	NA
INCLUSIVE PRACTICES	173.8	NA	NA
INFRASTRUCTURE IMPROVEMENT	459.4	NA	NA
SUPPORT PROGRAMMES	639.7	NA	NA

PANEL G: Kwara State Expenditure on SIPs- 2012-2015 (ESSPIN Reports)

KWARA STATE EXPENDITURE ON SIPs (IN MILLION)					
SIPs	2012	2013	2014	2015	TOTAL
HEAD-TEACHER/TEACHER DEVELOPMENT	29.98	39.04	22.64	34.05	125.71
HT SSO and SSIT Teaching and Allowance	29.98	39.04	22.64	34.05	125.71
SCHOOL LEVEL PLANNING	0	0	0	0	0
DEVELOPMENT OF SBMCs	2.25	9.17	5.7	22.09	39.21
Training in Ilorin South and Ekiti LGAs	0.5	0	0	0	0.5
Training of SBMCs at School level in Moro LGA	0.99	0	0	0	0.996
Formation of SBMCs in Edu. LGA	0.75	0	0	0	0.75
Support for SMOs	0	0	0	11.32	11.32
SBMC: Training and Support in LGAs	0	9.17	5.35	8.77	23.29
Mentoring visits to 902 schools	0	0	0	2.00	2.00

SBMC verification Exercise in 3 LGEA	0	0	0.35	0	0.35
INCLUSIVE PRACTICES	0	0	0	0	0
INFRASTRUCTURE IMPROVEMENT		556.50	0	62.57	619.07
16 LGEA ICT Resource Centres	0	308.00	0	0	308.00
Classrooms, Furniture and Toilets using ESSPIN Design	0	248.50	0	0	248.50
Roll Out of Database Centres in LGEAs	0	0	0	62.57	62.57
SUPPORT PROGRAMMES	0	18.90	1.17	9.55	29.62
Rural teacher housing	0	0	1.17	0	1.17
Annual School Census	0	0	0	7.00	7.00
Civil Society-Government Partnership	0	0	0	0	0
Training of Quality Assurance Officers	0	11.05	0	1.56	12.61
Supporting SUBEB DSM	0	0.58	0	0	0.58
Rural teacher housing	0	1.10	0	0	1.10
Support to rural teachers	0	6.17	0	0	6.17
Improving LEGA Workforce and Establishment Plan	0	0	0	0.99	0.99
Total	32.23	623.61	29.51	128.26	813.60

Annex D3: Jigawa State Detailed Tables

PANEL H: Jigawa State MTSS, Budget and Expenditure in the Education Sector (2012-2015)

Table 1: Jigawa State Expenditure Outturns (In Billion Naira)

Years	REVENUE			EXPENDITURE		
	Budget	Actual	Performance (%)	Budget	Actual	Performance (%)
2012	104.4	82	78.5%	104	82.3	78.8%
2013	115	84.3	73.3%	115	84.3	73%
2014*	114.7	0.028	0.034%	114.7	1.6	1.3%
2015**	114.5	N/A	N/A	114.5	N/A	

*Actual expenditure figures were available for only 10 months while revenue was only available for 4 months and were thus prorated to get the annual figures. ** Figures for 2015 are approved estimates

Table 2: Jigawa State Basic Education Sector Spending (In Billion Naira)

YEARS	BUDGET	ACTUAL	PERFORMANCE (%)
2012	4.6	3.1	67%
2013	3.3	2.5	74%
2014*	3.17	0.13	4%
2015	3.11	N/A	N/A

*Actual expenditure figures were available for only 10 months

Table 3: Jigawa State Education Sector Budget Performance (In Billion Naira)

YEARS	BUDGET	ACTUAL	PERFORMANCE
2012	11.06	8.74	79%
2013	12.35	10.38	84%
2014*	12.45	0.99	7.9%
2015**	12.14	N/A	N/A

*Figures for actual expenditure were available for only 10 months and were thus prorated to get the annual figures. **Figures for 2015 are approved estimates

Table 4: Share of Education in Total Jigawa State Expenditure (In Billion Naira)

	2012	2013	2014	2015
Total State Spending	104	115	114.7	114.5
Education Sector Spending	11	12.35	12.45	12.14
Personnel	2.1	3.4	0.44	2.6

Overhead	1.6	1.7	0.46	1.9
Education Sector as % of Total Expenditure	10.59	10.70	10.86	10.60

PANEL I: Jigawa State Allocation on SIPs- MTSS, Budget and Expenditure 2012-2015 (State Documents)

Table 1: 2012 (In Million Naira)

SCHOOL IMPROVEMENT AREAS	MTSS	BUDGET	ACTUAL
Head Teacher and Teacher development	161	N/A	54
School Level Planning	N/A	N/A	N/A
Establishment of SBMCs	N/A	N/A	120
Inclusive Practices	166	161	93
Infrastructure Improvement	2,337	N/A	521
Support Programmes	N/A	N/A	N/A
Other Basic Education	N/A	2899	1633
TOTAL	2,665	3060	2421

Table 2: 2013 (In Million Naira)

SCHOOL IMPROVEMENT AREAS	MTSS	BUDGET	ACTUAL
Head Teacher and Teacher development	312	N/A	N/A
School Level Planning	N/A	N/A	N/A
Establishment of SBMCs	N/A	N/A	N/A
Inclusive Practices	1,040	165	66.8
Infrastructure Improvement	790	N/A	181.6
Support Programmes	N/A	N/A	N/A
Other Basic Education	N/A	1550	1491
TOTAL	2,142	1715	1739

Table 3: 2014 (In Million Naira)

SCHOOL IMPROVEMENT AREAS	MTSS	BUDGET	ACTUAL
Head Teacher and Teacher	337	N/A	N/A

development			
School Level Planning	N/A	N/A	N/A
Establishment of SBMCs	12	N/A	N/A
Inclusive Practices	1,112	117.5	N/A
Infrastructure Improvement	855	N/A	N/A
Support Programmes	N/A	N/A	N/A
Other Basic Education	N/A	1555	894
TOTAL	2,316	1668	894

Table 4: 2015 (In Million Naira)

SCHOOL IMPROVEMENT AREAS	MTSS	BUDGET	ACTUAL
Head Teacher and Teacher development	434	N/A	N/A
School Level Planning	N/A	N/A	N/A
Establishment of SBMCs	12	N/A	N/A
Inclusive Practices	1,122	N/A	N/A
Infrastructure Improvement	896	N/A	N/A
Support Programmes	N/A	N/A	N/A
TOTAL	2,464	198	N/A

PANEL J: Jigawa State Expenditure on SIPs- 2012-2015 (ESSPIN Reports)

JIGAWA STATE EXPENDITURE ON SIPs (IN MILLION ₦)					
SIPs	2012	2013	2014	2015	TOTAL
Additional UBEC funds for SIP Rollout in additional 501 Schools	NA	160	0	0	160
HEAD-TEACHER/TEACHER DEVELOPMENT	NA	32.09	0	65.40	97.49
QA Training of School Head Teachers/Principals	NA	0.68	0	0	0.68
HT/Teacher Training and Mentoring School Visit	NA	30.96	0	0	30.96
Head-Teacher Training	NA	0	0	16.00	16.00
Head-Teacher, Classroom Teacher and SSO Training	NA	0	0	42.62	42.62
Step-down Training of 297 SSOs and 2097 Classroom Teachers on Literacy/Numeracy Skills	NA	0	0	6.78	6.78
Provision of additional Teaching/Learning materials	NA	0.45	0	0	0.45

SCHOOL LEVEL PLANNING	NA	0	0	0	0
DEVELOPMENT OF SBMCs	NA	10.00	0	19.96	29.96
SBMC Development	NA	0	0	16.56	16.56
Additional UBEC fund for SBMC Roll out in 501 Schools	NA	10.00	0	0	10.00
Mentoring Visit 8 and 9 for SBMC Members in 501 Schools	NA	0	0	3.40	3.40
INCLUSIVE PRACTICES	NA	7.5	1.95	2.55	12.01
School materials for 100 Girls to encourage transition to JSS	NA	7.50	0	0	7.50
SANE: Supply of teaching and learning materials to 90	NA	0	1.95	0	1.95
Support to Nomadic Education	NA	0	0	2.55	2.55
INFRASTRUCTURE IMPROVEMENT	NA	0	0	41.02	41.02
Furniture and Mats Distributed to 90 Community Nomadic Schools on CEI Consolidation Work	NA	0	0	41.02	41.02
SUPPORT PROGRAMMES	NA	161.56	18.68	2.45	182.69
SSO School Visits	NA	0	0	1.75	1.75
Funding the Term 2 State Report Writing	NA	0	0	0.20	0.20
Annual School Census	NA	0	0	0.50	0.50
SMOEST: Funding LGEA Sensitisation of SEC and review of 2011-2013 LGEA Strategic Plan	NA	0.66	0.12	0	0.78
SUBEB: Training, Support and Monitoring of SIP activities in 2004 Schools	NA	0	18.56	0	18.56
Review of 2013-2015 MTSS and development of 2014-2016 MTSS	NA	0.90	0	0	0.9
TOTAL	NA	211.15	20.63	131.38	363.16

Annex D4: Kaduna State Detailed Tables

PANEL K: Kaduna State MTSS, Budget and Expenditure in the Education Sector (2012-2015)

Table 1: Kaduna State Expenditure Outturns (In Billion Naira)

Years	REVENUE			EXPENDITURE		
	Budget	Actual	Performance (%)	Budget	Actual	Performance (%)
2012	121	142.5	117%	160	159.3	99.65
2013	108	173	160%	180	160.4	89
2014	131	180.5	137%	208	163.5	78.5
2015		N/A		172	N/A	N/A

Table 2: Share of Education in Total Kaduna State Expenditure (In Billion Naira)

	2012	2013	2014	2015
Total State Spending	160	180	208	172
Education Sector Spending	38	55.6	39	N/A
Personnel	11.7	11	12	N/A
Overhead	2.4	2.7	2.3	N/A
Education Sector as % of Total Expenditure	23.66	30.92	18.91	N/A

Table 3: Kaduna State Education Sector Budget Performance (In Billion Naira)

YEARS	BUDGET	ACTUAL	PERFORMANCE
2012	38	19.6	51.9%
2013	55.6	33.6	60.3%
2014	39	16.7	42.5%
2015*	N/A	N/A	N/A

* Only the figures for estimated capital expenditure were available.

PANEL L: Kaduna State Allocation on SIPs- MTSS, Budget and Expenditure 2012-2015 (State Documents)

Table 1: 2012 (In Million Naira)

SCHOOL IMPROVEMENT AREAS	MTSS	BUDGET	ACTUAL
Other Basic education		3,728	9.2
Head Teacher and Teacher development	78.16		
School Level Planning			
Establishment of SBMCs	145.1		

Inclusive Practices	204.18	97	76
Infrastructure Improvement	2,314.5		
Support Programmes	54.2		
TOTAL	2,796.14	3,825	85.2

Table 2: 2013 (In Million Naira)

SCHOOL IMPROVEMENT AREAS	MTSS	BUDGET	ACTUAL
Other Basic education		4,563	2,762
Head Teacher and Teacher development	1,307.10		
School Level Planning			
Establishment of SBMCs	331.7		
Inclusive Practices	961.9	84	76
Infrastructure Improvement	2,582.2		40
Support Programmes	127.1	0	
TOTAL	5,310	4,647	2,878

Table 3: 2014 (In Million Naira)

SCHOOL IMPROVEMENT AREAS	MTSS	BUDGET	ACTUAL
Other Basic Education		2029	161
Head Teacher and Teacher development	326.1		
School Level Planning			
Establishment of SBMCs	35.7		
Inclusive Practices	445.63	71.5	14.6
Infrastructure Improvement	8	213	
Support Programmes	436.9	34.1	24.1
TOTAL	1,252.3	2,347.6	199.7

Table 4: 2015 (In Million Naira)

SCHOOL IMPROVEMENT AREAS	MTSS	BUDGET	ACTUAL
Head Teacher and Teacher development	429.4		
School Level Planning			
Establishment of SBMCs	2.5		
Inclusive Practices	841.8		
Infrastructure Improvement	21.9		
Support Programmes	3,804.8		
TOTAL	5,100.4		

PANEL N: Kaduna State Expenditure on SIPs- 2012-2015 (ESSPIN Reports)

KADUNA STATE EXPENDITURE ON SIPs (IN MILLION NAIRA)					
SIPs	2012	2013	2014	2015	TOTAL
OTHER SIPs			118.00		118.00
HEAD-TEACHER/TEACHER DEVELOPMENT	NA	150.17	19.95	108.27	278.39
UBEC TPD, used for the training of 64 LGASIT, 449 SSOs, and 4,225 Head teachers to roll out SIP to all the 4,225 schools in Kaduna State	NA	0	0	53.9	53.9
Salaries for SSIT	NA	68.17	18.14	54.37	140.68
HT and Teacher Training	NA	82	1.81	0	83.81
SCHOOL LEVEL PLANNING	NA	0	0	0	0
DEVELOPMENT OF SBMCs	NA	27.00	8.00	26.83	61.83
Community Demand, Voice & Accountability	NA	0	8	0	8
SBMC Development	NA	27.00	0	16.83	43.83
SBMC (JSS)	NA	0	0	10.00	10.00
INCLUSIVE PRACTICES	NA	8.80	3.00	116.20	128.00
IQTE	NA	8.80	3.00	5.00	16.80
Inclusive Education	NA	0	0	111.20	111.20
INFRASTRUCTURE IMPROVEMENT	NA	0	0	0	0
SUPPORT PROGRAMMES	NA	39.82	5.87	24.36	70.05
Quality Assurance	NA	20.96	3.75	19.42	44.13
Planning and Budgeting	NA	18.86	2.12	10.58	31.56
TOTAL	NA	225.79	154.82	275.66	656.27

Annex D5: Lagos State Detailed Tables

PANEL O: Lagos State MTSS, Budget and Expenditure in the Education Sector (2012-2015)

Table 1: Lagos State Expenditure Outturns (In Billion Naira)

Years	REVENUE			EXPENDITURE		
	Budget	Actual	Performance (%)	Budget	Actual	Performance (%)
2012	399.8	340.6	85%	492	439	89.3%
2013	416	380.4	91.4%	507	430	85%
2014*	486	419	86%	422	N/A	N/A
2015	N/A	N/A	N/A	N/A	N/A	N/A

Actual revenue was calculated by prorating available data for January – September 2014.

Table 2: Lagos State Education Sector Budget Performance (In Billion Naira)

YEARS	BUDGET	ACTUAL	PERFORMANCE%
2012	72.1	50.2	69.9
2013	65.9	60.3	91.5
2014	77.4	46.2	59.7
2015	65.1	43.8	67.2

Table 3: Share of Education in Total Lagos State Expenditure (In Billion Naira)

	2012	2013	2014	2015
Total State budget	439.4	499.6	499	489.7
Education Sector Budget	72.1	65.9	77.4	82.1
Personnel	N/A	N/A	33.9	39.3
Overhead	N/A	N/A	5.4	1.5
Education Sector as % of Total Expenditure	16%	13%	15%	17%

PANEL P: Lagos State Allocation on SIPs- MTSS, Budget and Expenditure 2012-2015 (State Documents)

Table 1: 2012 (In Million Naira)

SCHOOL IMPROVEMENT AREAS	MTSS	BUDGET	ACTUAL
Head Teacher and Teacher development	118	NA	NA
School Level Planning	N/A	NA	NA
Establishment of SBMCs	5	NA	NA
Inclusive Practices	301	NA	NA
Infrastructure Improvement	1135	1000	351
Support Programmes	762	NA	NA
TOTAL	2321	1000	351

Table 2: 2013 (In Million Naira)

SCHOOL IMPROVEMENT AREAS	MTSS	BUDGET	ACTUAL
Head Teacher and Teacher development	118	NA	NA
School Level Planning		NA	NA
Establishment of SBMCs	5	NA	NA
Inclusive Practices	650	NA	NA
Infrastructure Improvement	1745	746	24
Support Programmes	771	NA	NA
TOTAL	3289	746	24

Table 3: 2014 (In Million Naira)

SCHOOL IMPROVEMENT AREAS	MTSS	BUDGET	ACTUAL
Head Teacher and Teacher development	112	NA	NA
School Level Planning	0	NA	NA
Establishment of SBMCs	5	NA	NA
Inclusive Practices	607	NA	NA
Infrastructure Improvement	2711	825	258
Support Programmes	773	NA	NA
TOTAL	4208	825	258

Table 4: 2015 (In Million Naira)

SCHOOL IMPROVEMENT AREAS	MTSS	BUDGET	ACTUAL
Head Teacher and Teacher development	1398	NA	NA
School Level Planning	0	NA	NA
Establishment of SBMCs	0	NA	NA
Inclusive Practices	932	NA	NA
Infrastructure Improvement	3208	826	NA
Support Programmes	14	NA	NA
TOTAL	5552	826	NA

PANEL Q: Lagos State Expenditure on SIPs- 2012-2015 (ESSPIN Reports)

LAGOS STATE EXPENDITURE ON SIPs (IN MILLION ₦)					
SIPs	2012	2013	2014	2015	TOTAL
OTHER SIPs			155.10		155.10
HEAD-TEACHER/TEACHER DEVELOPMENT	NA	45.64	144.30	93.92	283.86
Teaching Inducement	NA	6.32	91.10	0	97.42
SSIT, SIO and HT allowance	NA	33.00	30.00	63.70	126.70
Local Training	NA	6.32	23.20	30.22	59.74
SCHOOL LEVEL PLANNING	NA	0	0	0	0
ESTABLISHMENT OF FUNCTIONAL SBMCs	NA	28.30	0.81	0.75	29.86
SBMC Development	NA	28.30	0.81	0.75	29.86
INCLUSIVE PRACTICES	NA	0	0	0	0
INFRASTRUCTURE IMPROVEMENT	NA	0	0	0	0
SUPPORT PROGRAMMES	NA	199.40	61.10	28.05	288.55
School running costs	NA	180.00	60.00	0	240.00
Developing MTSS & AESPR	NA	15.50	1.00	0	16.50
Annual School Census	NA	3.90	0.10	4.06	8.06
Civil Society-Government Partnership	NA	0	0	5.50	5.50
4 LGEA Intl Women's Day celebrations	NA	0	0	0.24	0.24
Training of Quality Assurance Officers	NA	0	0	10.25	10.25
Developing Strategy for Value Education	NA	0	0	8.00	8.00
TOTAL	NA	273.34	361.31	122.72	757.37

Annex D6: Enugu State Detailed Tables

PANEL R: Enugu State MTSS, Budget and Expenditure in the Education Sector (2012-2015)

Table 1: Enugu State Expenditure Outturns (In Billion Naira)

Years	REVENUE			EXPENDITURE		
	Budget	Actual*	Performance (%)	Budget	Actual	Performance (%)
2012*	76	52	68%	76.4	N/A	N/A
2013**	37	54	145%	84	61.8	74%
2014	51	45	88%	93	45	48%
2015	54	32	59%	54	32	59%

*Only Actual capital receipts are captured **Only budgeted capital receipts are captured

Table 2: Enugu State Basic Education Sector Spending (In Billion Naira)

YEARS	BUDGET	ACTUAL	PERFORMANCE (%)
2012	N/A	N/A	N/A
2013	0.18	N/A	N/A
2014*	3.9	3.3	84%
2015	4.8	6.4	133%

Table 3: Enugu State Education Sector Budget Performance (In Billion Naira)

YEARS	BUDGET	ACTUAL	PERFORMANCE%
2012	76	N/A	N/A
2013	84	62	74%
2014*	93.4	22	23%
2015**	N/A	25	N/A

*Figures for actual expenditure were available for only 8 months and were thus prorated to get the annual figures.

Table 4: Share of Education in Total Enugu State Expenditure (In Billion Naira)

	2012	2013	2014	2015
Total State budget	76.4	83.77	93.4	54
Education Sector Budget	12.6	3.4	17.1	28.5
Personnel	10.8	N/A	13	11.8
Overhead	0.3	N/A	0.8	6.5

Education Sector as % of Total Expenditure	16.81	4.06	18.34	N/A
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PANEL S: Enugu State Allocation on SIPs- MTSS, Budget and Expenditure

Table 1: 2012 (In Million Naira)

SCHOOL IMPROVEMENT AREAS	MTSS	BUDGET	ACTUAL
Head Teacher and Teacher development	137	6	NA
School Level Planning	NA	NA	NA
Establishment of SBMCs	NA	NA	NA
Inclusive Practices	NA		NA
Infrastructure Improvement	2880	346	NA
Support Programmes	15	11	NA
TOTAL	3032	363	NA

2012-2015 (State Documents)

Table 2: 2013 (In Million Naira)

SCHOOL IMPROVEMENT AREAS	MTSS	BUDGET	ACTUAL
Head Teacher and Teacher development	7.5	62	NA
School Level Planning	NA	NA	NA
Establishment of SBMCs	190	NA	NA
Inclusive Practices	20		NA
Infrastructure Improvement	165	450	NA
Support Programmes	46	11.3	NA
TOTAL	429	523	NA

Table 3: 2014 (In Million Naira)

SCHOOL IMPROVEMENT AREAS	MTSS	BUDGET	ACTUAL
Head Teacher and Teacher development		441.6	NA
School Level Planning	NA	NA	NA
Establishment of SBMCs	227	NA	NA
Inclusive Practices	9		NA
Infrastructure Improvement	963	2217	349
Support Programmes	543	5	NA
TOTAL	NA	2664	NA

Table 4: 2015 (In Million Naira)

SCHOOL IMPROVEMENT AREAS	MTSS	BUDGET	ACTUAL
Head Teacher and Teacher development	8.5	NA	NA
School Level Planning	NA	NA	NA
Establishment of SBMCs	44	NA	NA
Inclusive Practices	NA	NA	NA
Infrastructure Improvement	225	NA	NA
Support Programmes	38	NA	
TOTAL	316	NA	N/A

PANEL T: Enugu State Expenditure on SIPs- 2012-2015 (ESSPIN Reports)

ENUGU STATE EXPENDITURE ON SIPs (IN MILLION)				
SIPs	2013	2014	2015	TOTAL
Other SIPs	111.5			111.5
HEAD-TEACHER/TEACHER DEVELOPMENT	10	40.9	205.028	255.93
Local training	0	30.9	0	30.9
Salaries of employees involved in SIP	0	0	158.18	158.18
SSIT, SIO and HT allowance	0	10	46.85	56.85
HTs and LGEA SSOs training by SSIT	10	0	0	10
SCHOOL LEVEL PLANNING	0	0	0	0
DEVELOPMENT OF SBMCs	0	41.89	17.76	59.65
SMBC Development	0	30.57	0	30.57
Support for SMOs	0	11.32	17.76	29.08
INCLUSIVE PRACTICES	0	0	0	0
INFRASTRUCTURE IMPROVEMENT	18	0	0	18
Construction and Furnishing of 2 No. 6 Classroom Blocks	18	0	0	18
SUPPORT PROGRAMMES	0	48.5	37.00	85.55
Training of Quality Assurance Officers	0	1.31	21.90	23.21
Integrated LGEA Database	0	13	0	13
Development of State and Local government plans	0	4.89	3.73	8.616
Challenge fund and Missions SIP	0	29.33	11.39	40.72
TOTAL	139.5	131.3	259.8	530.6