

TRANSFORMING BASIC
EDUCATION IN NIGERIA



Inception Strategy

January – June 2009

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Note on Documentary Series

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The documents include:

ESSPIN 001	1st Quarterly Report
ESSPIN 002	MTSS Strategy
ESSPIN 003	M&E Strategy
ESSPIN 004	Inception Strategy

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Introduction

1. This document sets out a plan for the Inception period between January and June 2009. By the end of May 2009, ESSPIN will present an Inception Report to DFID. This will specify the ways in which ESSPIN will support selected States and the Federal Government, in the following year, to develop ESOPs/MTSS in order to implement their ESPs. It will also provide indicative plans for the subsequent period up to the 2011 elections in Nigeria.
2. The Inception Report will include state-specific logframes and position papers, which will provide technical underpinning for the planned support strategies, as well as work plans and costings for the Technical Assistance (TA) and Programme Support Activity (PSA) for the first implementation phase of the programme. The work plans will specify activities and inputs, but the Inception Report will also identify areas for further preparatory work, in response to developing needs. In keeping with an approach that recognises the need for flexibility and responsiveness, ESSPIN will not make a rigid distinction between preparation and implementation, but will retain capacity to adapt to the changing needs of ESSPIN's client States.
3. This document consists of three sections. The first section outlines the preparatory activities that have taken place over the last months (the pre-inception phase). These are covered in more detail in the progress report in Section III. It then picks out some key principles that underlie the general programme management approach, which ESSPIN will adopt in response to the many challenges that confront the education sector in Nigeria.
4. At the end of Section I, a summary table of proposed short term consultancy inputs is included. This table is an aggregate of the requirements for technical assistance, drawn from the individual State and Federal level workplans. While the level of effort in each State is as might be expected for a programme with the size and scope of ESSPIN, the aggregate of all these represents a considerable and ambitious level of effort overall. This is especially so given that ESSPIN is still setting up systems and developing capacity. Nevertheless, it is thought necessary to try to implement as much of this activity and mobilize as many of these experts as possible. Having said this, it should be pointed out that implementation of each individual activity, and mobilization of each individual specialist is subject to a range of factors, and our expectation is that a proportion (perhaps up to 25%) of these will be cancelled or delayed for reasons outside of the direct control of ESSPIN.
5. Section II provides work plans and narrative summaries for each State and the Federal level. Activities have been arranged in relation to the outputs in the programme logframe. Activities under Output 1 are set out under the heading of strengthening

Federal level governance within the education sector. Each of the State sections includes activities that will contribute to the delivery of the other three outputs: output 2 (supporting State and local government planning and management of education delivery); output 3 (improving education quality) and output 4 (strengthening voice and accountability).

6. As much as possible, activities have been ascribed to specific States, but some will not be confined to a single location. These are set out in an additional, programme level spreadsheet and narrative.
7. Section III is a Progress Report for the previous period, Oct – Dec, 2008.
8. Annexes 1 to 3, includes three key documents that will provide guidance during the inception period:
 - the revised ESSPIN logframe;
 - a strategy paper: Supporting States to develop Operational Plans and developing the ESSPIN Investment Plan;
 - A monitoring and Evaluation Framework.

SECTION I

Summary of pre-inception activities and programme management approach

Summary of Pre-Inception Activities and Management Approach

9. By agreement with DFID and the other State-level Programmes (SLPs: SPARC, PATHS2 and SAVI), ESSPIN has divided the preparatory period of the programme into a pre-inception period August-December 2008 and an Inception period January-May 2009. The first period has been largely taken up with establishing the programme. In terms of personnel, nearly all the technical and support staff envisaged in the Technical Proposal have now been mobilised. Offices have been identified, renovation is underway and moving-in dates have been set for Abuja and all ESSPIN client States. In those States in which other SLPs are operating, shared office accommodation has been arranged.
10. Introductory workshops were held in all the ESSPIN States to explain the programme and follow-up work has taken place to promote the establishment of inter-departmental steering committees. In most States agreements have been made for the designation of Education Sector Plan Committees to oversee the implementation of the necessary reforms and to provide ESSPIN with a framework in which joint activities can take place. At the federal level, agreement has been reached with the Permanent Secretary of the Federal Ministry of Education (FME) for the establishment of a high level committee to include the heads of the principal parastatals concerned with basic education.
11. The pre-inception phase has not been only concerned with planning. Implementation activities have continued to maintain momentum in initiatives started within the former CUBE project and to maintain contacts with the World Bank SESP in three of the five ESSPIN States. In Kwara, ESSPIN has provided continuing support to the State's "Every Child Counts" initiative, most notably through the completion of the Teacher Assessment started under CUBE; the continuation of reforms at Oro College of Education; and the development of the 2009 education budget, based upon priorities expressed in the Kwara Education Sector Plan (ESP). In Kano, further contributions have been made towards the integration of Islamic Education (IQTE). Progress towards the reform of the Inspectorate that has been maintained in Kaduna, Kano and Kwara has now also been extended to Jigawa and Lagos.
12. A presence in Jigawa is now well established. Preparatory work on quality assurance and EMIS has been carried out. Although agreement for ESSPIN to establish itself in Lagos came much later, the pace of activity is set to increase considerably, with the recent appointment of a State Team Leader and the mobilisation of long-term technical staff.
13. One significant piece of work, which began during the pre-inception period and which will set the scene for further work during the coming months, has been a study of the role of local government. This has been significant for a number of reasons, not least

because of the attention it has drawn to the institutional complexities, but also because of the importance of funding flows through the education system and the barriers that inhibit these flows. In particular the small trickle of funds which actually pass all the way through the system and reach schools is of deep concern.

14. At the federal level, work to strengthen quality assurance has continued to build on the groundwork done under CUBE. However, concrete activities with the FME and the federal parastatals have been hampered by certainties over government policy direction, a lack of Ministry activity due to funding constraints and ministerial changes. ESSPIN has therefore confined its activities to maintaining established contacts and extending the range of those contacts amongst Federal institutions, including the Legislature. This has meant that now, with the recent appointment of a new ministerial team, ESSPIN is well placed to influence policy.

The ESSPIN approach

15. There are four major foundations stones of the ESSPIN approach during the Inception period.
 - A commitment to tackle the major challenges facing education in Nigeria, rather than simply tinkering at the periphery and to do so in concert with the other SLPs. Examples of these include but are not limited to:
 - Reform of systems for deployment, employment and management of teachers as well as training of teachers;
 - Reform of funding mechanisms to ensure more efficient and better planned use of funds and that a larger proportion of funds reach schools in a timely manner;
 - A focus on making schools into effective institutions capable of delivering standards of education beyond an agreed minimum.
 - A major focus on supporting the production of operational plans and budgets that reflect a reform agenda: hence a major push for progress towards translating long term strategic aspirations into concrete, costed plans, through the Medium-term Sector Strategy (MTSS).
 - Clarity about the key directions of ESSPIN support based upon thorough analysis of the challenges, presented in a series of clear and well thought-out technical position papers and based on States' plans, DFID expectations and our understanding of what will work.
 - A programme approach in which planning is not a one-off activity confined to the Inception period, but is a continuing process that will carry on alongside implementation, throughout ESSPIN.

Tackling major challenges

16. These foundations are not without attendant risks. A determination to face up to major challenges assumes a great deal about political will and the appetite for change. It is an ambitious aim for a programme such as ESSPIN in the Nigerian context. Although the SLPs are large programmes, their size is relatively insignificant beside the total resources potentially available to the Nigerian Government. Influencing national and State policies, structures and practices is a tall order. The scale of the challenge is also daunting because ESSPIN aims to have impact, not only at the governmental level, but at the level of service delivery.
17. ESSPIN is based on the conviction that there is sufficient groundswell of opinion, both from within the education system and beyond, to support radical change. This desire for change derives from recognition of the gross inefficiencies and inequities of the system and its awful consequences in terms of education outcomes and the loss of economic potential. There are however considerable barriers to overcome. These are as much to do with political complacency and reluctance to face up to difficult problems as they are concerned with the usual problems of a political economy based on rewards and favours, the suspension of due process and the existence of powerful vested interests.
18. Furthermore there is a lack of capacity at all levels; the voice of the poor and the marginalised are not heard, gender remains a key issue of social exclusion, and the well-off have abandoned the public sector for education as an option for educating their own children.
19. While there is no shortage of opinion about what is wrong with education, there are relatively few coherent strategies for tackling how it can be improved. One of the key contributions that ESSPIN can make, in collaboration with the other SLPs, is to provide an underpinning of coherent direction to tackle the question of “how” improvements can be made. In particular this is likely to include civil service reform, improved or reformed PFM, and a review of the statutory frameworks which underpin public services.

Using MTSS as an entry point

20. In order to capitalise on the desire for change, ESSPIN has to work within the system of government and to find mechanisms for bringing change about. The central issues of education service delivery are issues of governance and central to the issues of governance are planning, management and funding flows. It is for this reason that ESSPIN will focus during the inception period on physical and financial management, through the MTSS process (see Annex 2 of this document, which consists of a strategy paper developed to assist in the drawing up this set of plans).

21. Nailing ESSPIN's colours to the MTSS mast at this juncture is necessary, but it is also ambitious. MTSS is a relatively new idea. Encouraging States to gear up their efforts in line with what could be a difficult and time-consuming planning process will not be easy, particularly in those States such as Jigawa and Lagos, which have already been through a version of the process. Moreover, the period required for the completion of the MTSS will not coincide with the ESSPIN inception phase. It is likely to carry on at least until the submission of budgets submissions in October/November 2009. It may therefore be a large assumption that sufficient progress will have been made by May to allow ESSPIN to make reasonably confident predictions about the likely budgetary allocations for 2010 and beyond. However early enthusiasm for engagement with the MTSS process, shown by several States is encouraging.
22. Our strategy paper on MTSS (Annex 2) recognises these risks, but it also makes the point that the MTSS provides an appropriate entry point for ESSPIN assistance to States. It opens up opportunities for ESSPIN engagement with both the planning process itself and the technical working groups which will feed into the plans. Moreover it is a chance to ensure that sufficient levels of State funding are available to carry through necessary reforms. A fundamental principle underlying ESSPIN is the leveraging of State and Federal resources to address the problems of the education sector and the MTSS process is a mechanism that can facilitate this.
23. The MTSS provides an opportunity that ESSPIN cannot afford to miss, since the technical transformation that is central to ESSPIN's strategy at school level will not be achieved without sufficient State resource allocations. Just as significantly, the MTSS is a mechanism for bringing about change. Everyone can subscribe to the brave and somewhat distant targets enshrined in long-term strategic plans. Translating these into step by step operational plans and budgets requires a break with "business as usual" and a realisation that strategic goals are not achievable without change.

Developing coherent technical underpinning for ESSPIN activity

24. It is convenient shorthand to describe ESSPIN as supporting State and Federal plans. The purpose is to provide TA and, where appropriate supporting funds, to back up planned and budgeted activity, rather than fill gaps left because of inadequate funding in specific areas. While these are true statements, the full picture is slightly more subtly drawn. Education sector plans cover all areas of education, including those beyond the scope of ESSPIN, whose focus is on basic education. Assistance to the planning function or teacher training, for example, is obviously within the scope of ESSPIN, whereas direct assistance to higher education institutions is not. Education Sector Plans do not generally have much to say on voice and accountability whereas this is firmly part of the ESSPIN agenda. Moreover, a slavish adherence to following some State plans could end in tears. It is incumbent on ESSPIN to take a professional view. It is the function of the

SLP oversight arrangements of strategic and technical steering committees to provide fora in which different perceptions of ESSPIN's role can be discussed and ironed out. We would also look to DFID to facilitate dialogue at a political level to enable ESSPIN's technical work can proceed.

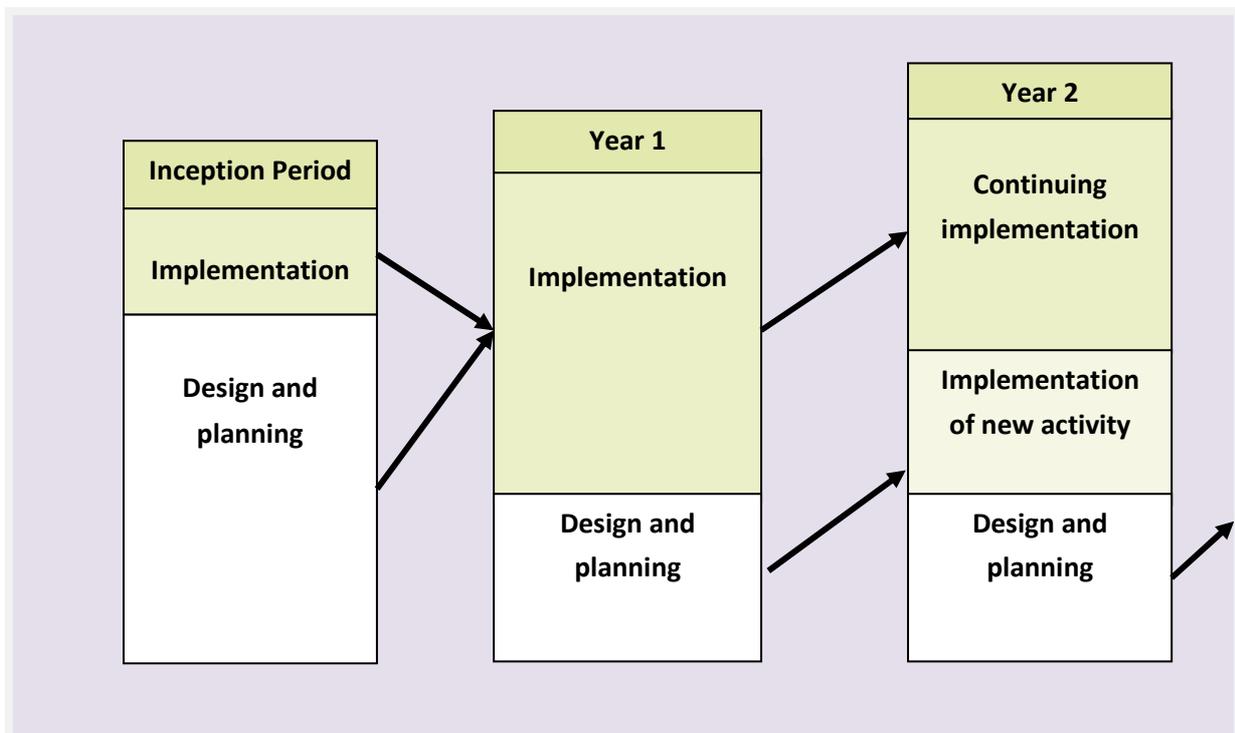
25. There is therefore a clear need for ESSPIN to steer a path that is responsive and supportive (but not reactive) of States' plans, but this path should also be consistent with DFID policy objectives and be technically sound. Hence the need for a clear statement of ESSPIN's position on the key policy areas, such as the institutional reform of education management structures, school transformation, teacher deployment etc., in order to define and justify a strategic approach.
26. One of the outputs of the Inception period will be a series of position papers, compiled by the Lead Specialists, but drawing on national and international expertise. These will not be rigid articles of faith, but will be explanations of positions that we feel appropriate to current circumstances. Originally conceived as internal documents to focus our approach and avoid scattergun responses to many and varied challenges, we intend to disseminate and engage in widespread discussion on these position papers to ensure that our approach is widely understood and accepted. Two such documents are included as Annexes 2 & 3 of this document.
27. An additional position paper will be drafted describing the relationship between ESSPIN and the World Bank funded State Education Sector Projects (SESPs). The interaction of these different interventions with different approaches could be the source of some confusion in four of the five states in which ESSPIN is working and clarification of the practicalities of how the programmes will coexist is necessary.
28. There is presently no specific plan for a position paper on collaboration amongst DFID SLPs, because this has been well established at National Programme Management, State Team and Technical Team levels.

Maintaining flexibility in the programme

29. Some of our positions may change over time. In a six year programme it would be surprising if circumstances do not change. What is appropriate in year one may not seem like such a good idea in year five, particularly when the political climate is due to change in 2011. Furthermore, it would be unrealistic to believe that everything required for a six year programme could be fully considered planned and costed during Inception. Thus the fourth foundation of our approach is planned flexibility. Implementation activities will be specified, but these will be accompanied by design and planning throughout the programme.

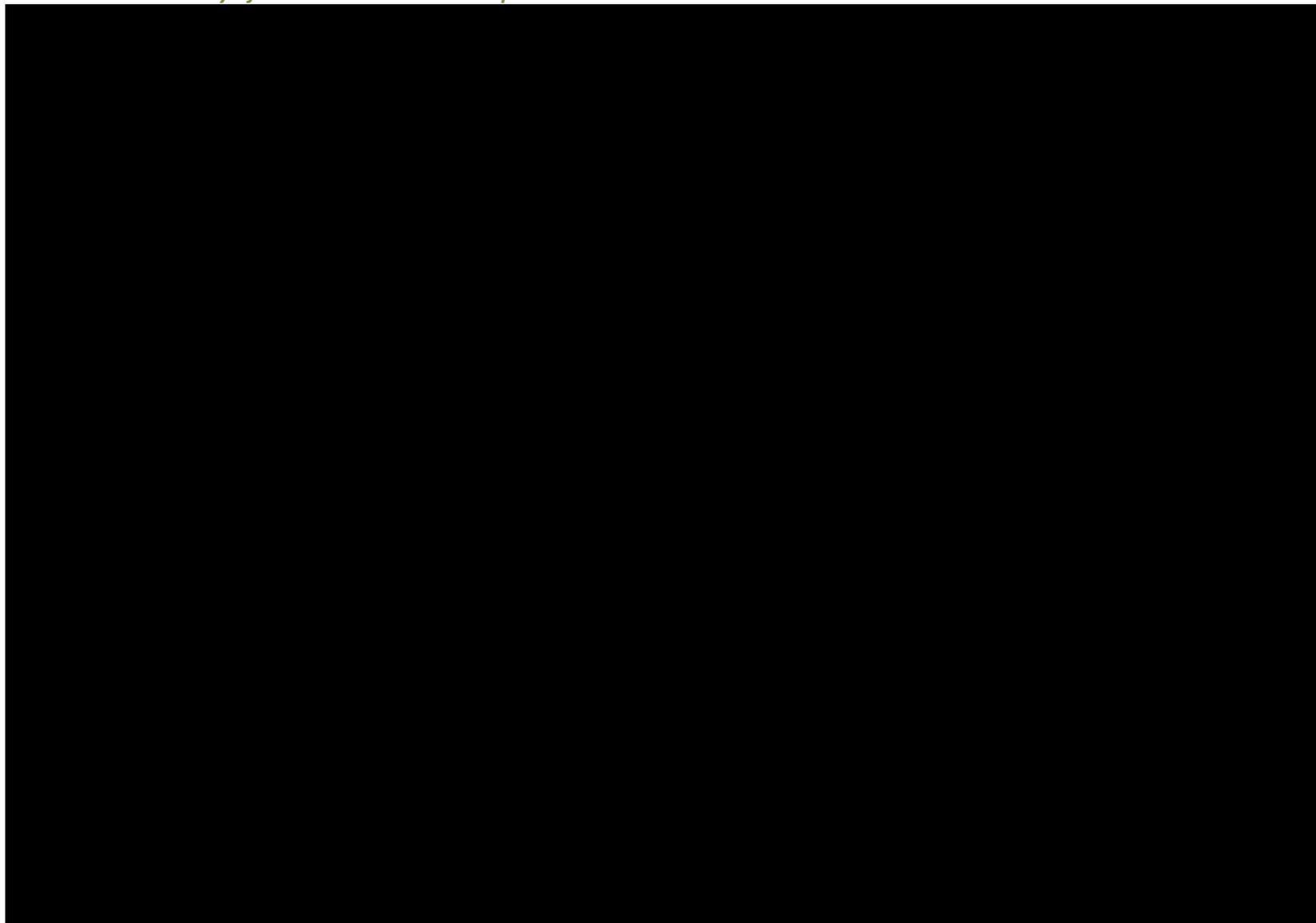
30. The diagram below illustrates how implementation and planning and design will be integrated. During the Inception period, ESSPIN will be implementing activities, some of which were inherited from CUBE and some of which have been initiated during the pre-inception period. The main activity however will be design and planning for subsequent years. In year one, while most of the attention will go on implementation, effort will also be expended on designing and planning new activities. The second year will see the continuation of activity started at Inception or before, as well as new activity planned during year one. We anticipate a similar pattern throughout the programme, although in 2011 we are expecting an external review and reassessment in the light of the political situation following the elections.

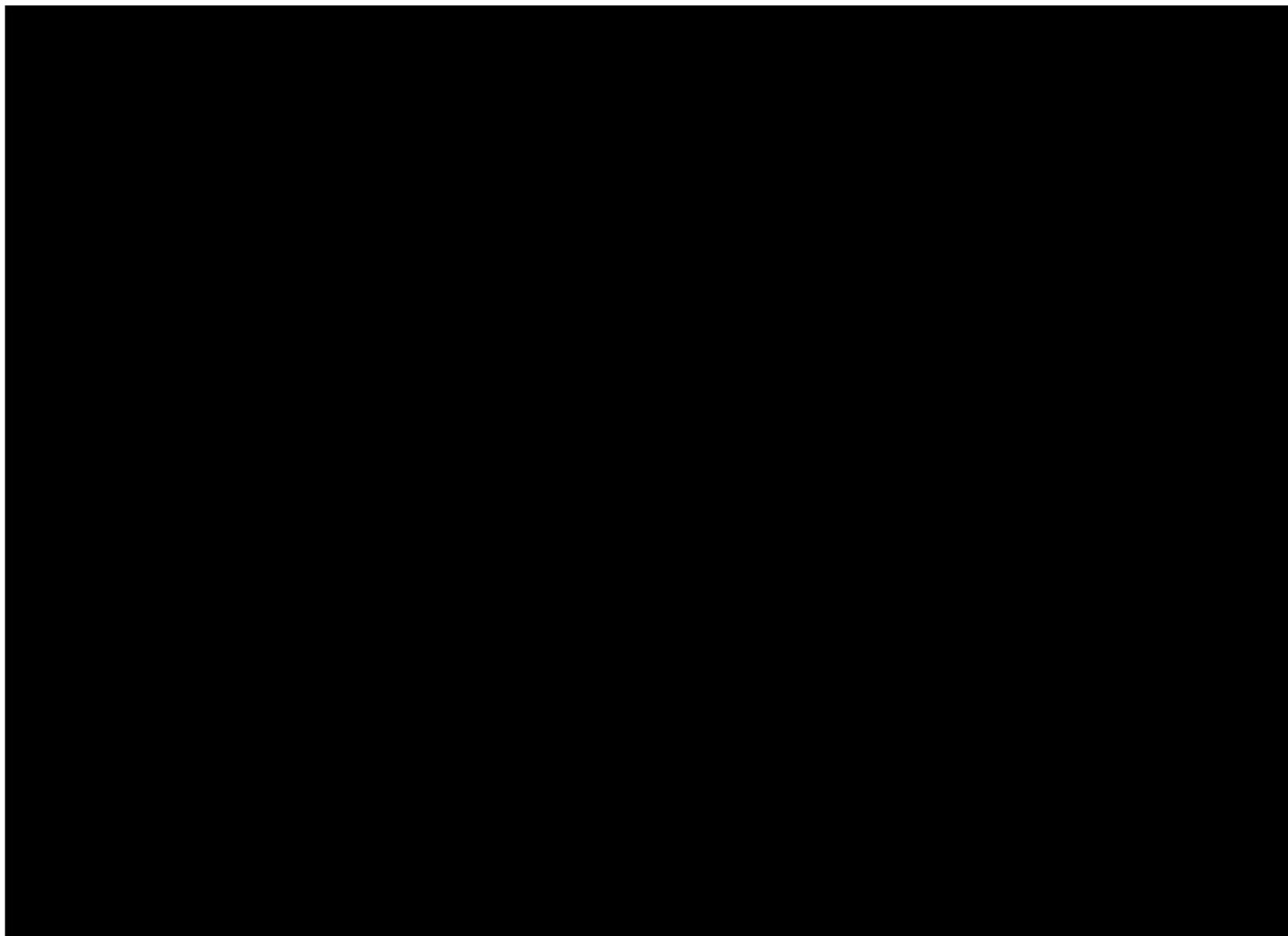
Figure 1 Integrating planning and implementation during ESSPIN

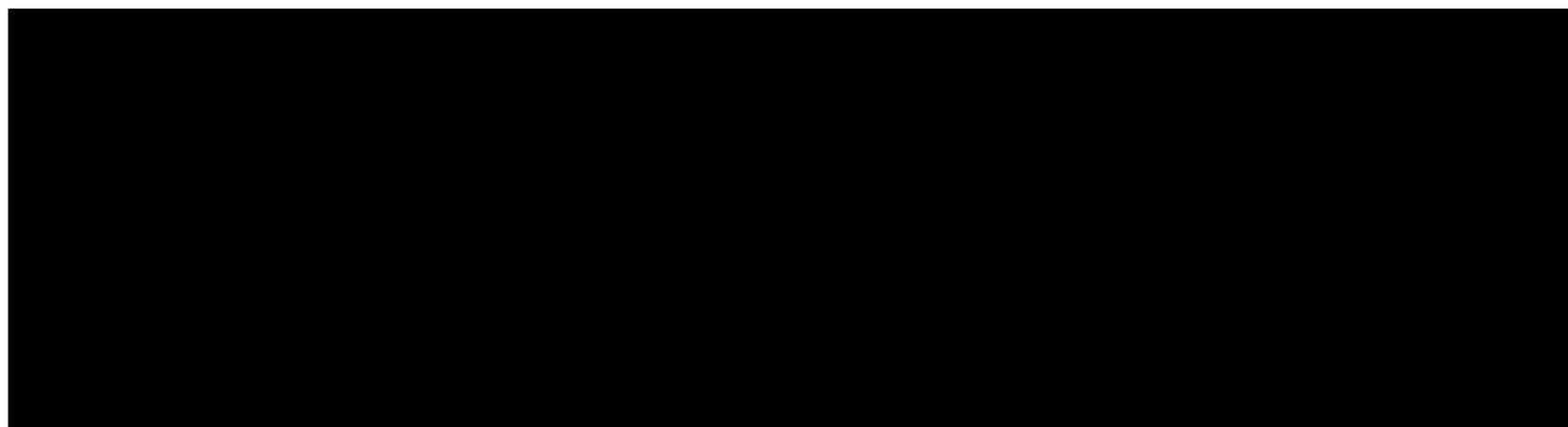


31. The commitment to maintain a flexible approach obviates the need to attempt to include every possible intervention in the Inception period and to concentrate on those areas of activity that are most pressing in terms of sector plans and the ESSPIN agenda. As will be seen in Section 2, some technical areas will not be tackled during the period January to June 2009, but may well feature at a later stage of the programme. This selective approach will enable ESSPIN to focus on major activity areas relating to each of the four Outputs in the logframe, while at the same time working within the absorptive capacity of the States and Federal institutions.

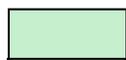
Table 1: Summary of Short Term Consultant inputs







International TA



National TA



SECTION II

Programme, Federal and State Work Plans

Programme level

ESSPIN Inception Strategy January to June 2009

Introduction

32. The approach adopted in this Inception strategy has been to ascribe discrete activities to individual States and the Federal level. Some activities, however, do not fall neatly into these categories, because they overlap state boundaries or apply more generally across the states. These activities are therefore being treated as programme level activities. The following narrative describes these activities. The numbers (P1, P2 etc.) refer to the numbering in the attached spreadsheet.

Educational Legislation review (P1)

33. There are three principal reasons for conducting a review of the legislation governing education at Federal and State levels. One reason is the perception that the various enactments of Federal and State legislative bodies have “grown” in a haphazard way over time and may overlap or conflict. There is therefore need to take stock of the situation and to highlight areas for rationalisation. The second reason for examining legislation is the recognition of the important role that elected legislators could play in supporting educational reform in a developing democracy. Engaging with legislators is an important demand-side activity for ESSPIN. The third reason is the importance of legislation in cementing and sustaining reforms through changes in executive administrations. The political landscape is set to change with elections in 2011. Any progress made with the current political leaders at Federal and State levels is vulnerable, unless there has been some consolidation through the enactment of legislation, which is not subject to political whim. ESSPIN will conduct a survey of existing laws relating to education and will engage with legislators and administrators.

Review of local government (P2)

34. A review of the role of local government in education was conducted during the pre-inception period. This was conceived as a two part activity, with the second part commencing in January 2009. This consultancy has raised a number of issues, particularly those relating to funding flows, that are of interest to ESSPIN and SPARC and the proposal now is that the second part of the consultancy will be conducted in collaboration with SPARC consultants. This will involve visits to Kaduna and Kano. It is anticipated that this study will directly feed into further work on funding flows outlined below.

School finance & funding flows (P3)

35. It is clear from a number of studies (the Public Expenditure Reviews and Quantitative Service Delivery Survey) and from the evidence of observation that a lot of money goes into the education system, but very little filters down to schools. The inefficiencies of

the funding arrangements for education are many and various. This is a major area of concern, because lack of resources at school level inhibits any aspirations for transformation of education delivery. It is likely that freeing up the funding flows will be a principal aim of ESSPIN activity throughout the programme. An initial study will therefore be conducted to examine all the potential funding sources for schools. It will look both at current mechanisms such as the UBE Intervention Fund and State administered funding arrangements and at potential areas for development such as the use of school grants. In this regard the study will assess the operation of the School Development Scheme (SDS) under SESP and examine similar grant arrangements under projects such as the Girls' Education Project (GEP).

Quality assurance (P4)

36. Quality Assurance will continue to be an important area of activity. Building on the progress made, both with the Federal Inspectorate Service and the inspectorates in Kano, Kaduna and Kwara under CUBE/SESP, work to reorient and reorganise quality assurance has proceeded from the beginning of ESSPIN. This has involved promotion of a new quality assurance process, captured in the Quality Assurance Handbook that has been endorsed by most States and encouragement to efforts to consolidate inspectorate services into a more rational quality assurance function. Both Jigawa and Lagos are keen to reorganise their inspectorate services and ESSPIN will maintain a high level of involvement in all the ESSPIN states and in the Federal Ministry of Education through international and national TA.

Specialist fora: Institutional reform, school transformation, teacher policy and community interaction (P5, P11, P12 & P14)

37. As stated in the introduction to this inception plan, one of the foundations of ESSPIN activity is a clear technical position of the big issues that face education. In order to ensure that there is consistency in our thinking and to test this thinking with key stakeholders in Nigeria, ESSPIN will conduct a series of fora. These events will be organized to capitalize and build upon the stakeholder consultations that the new Ministerial Technical Team are organizing at the Federal level. This process will culminate in the production of agreed position papers by the end of the inception period. Four fora are currently envisaged (institutional reform, school transformation, teacher policy and community interaction), involving both national and international expertise and other SLPs (particularly SPARC and SAVI).

Reviews of school infrastructure and water and sanitation (P6 & P7)

38. Concerns about the physical fabric of schools are high on most people's list of what is wrong with education in Nigeria. Despite the large amounts of Federal funds that go

towards school building and rehabilitation, standards of much of the infrastructure remain low and many schools lack basic sanitation. ESSPIN will conduct two linked studies on school infrastructure and water and sanitation. This will examine, inter alia: current practice in school building design (e.g. a comparison of key features & costs of SUBEB, JICA and SESP designs); procurement mechanisms; possible innovations in school design & building; provision of water, toilets & sanitation in general; building maintenance (including budgetary provision and systems for doing / reporting maintenance); community involvement in building and maintenance work. The review findings will inform State decision makers, Federal funding agencies and ESSPIN of possible policy initiatives in this area, some of which ESSPIN may provide support to through further TA and/or pilot activities funded under PSA. ESSPIN's partners (e.g. WaterAid) and other SLPs (e.g. PATHS2) will be involved in these studies.

School health and HIV/AIDS (P8)

39. ESSPIN has already had preliminary discussions with PATHS2 on possible collaboration in studies on school health and HIV/AIDS. We have been advised that a new DFID HIV/AIDS programme (ENR) is in preparation and we will therefore postpone further consideration of this area until the new programme is up and running. We recognise the vital importance of the promotion of schools as healthy environments and the role schools can play in the dissemination of preventative health messages and as centres for immunisation campaigns and the like. However, we are conscious of the need to ensure that there is clarity about the role of education in these areas and do not wish to confuse matters by claiming for education too great an influence. We are also conscious of the failure of past attempts in Nigeria to introduce health and HIV/AIDS messages in school curricula. We will therefore continue to discuss with PATHS2 with a view to contributing to a joint study of the issues.

Language and literacy (P9)

40. The recent teacher Quality Assessment in Kwara and the generally poor showing of pupils in the SESP Baseline Study conducted in 2007 have brought to the fore questions of language policy in schools. Both teachers and students plainly had problems operating in the medium of English, although this is the official medium of instruction from primary year 4. Moreover the teaching of early years in mother tongue is clearly not universal practice, because of teachers' ability to communicate in local languages is limited. As a consequence children are failing to learn to read and write in any language. ESSPIN will examine the current situation, its implications for language policy and ways of improving the acquisition of literacy.

VSO head teachers (P10)

41. ESSPIN has arranged with VSO to provide support costs and professional oversight of three Volunteer head teachers, who will be working in Kwara, Kaduna and Kano, conducting case studies that will inform ESSPIN's position on school management. We regard this as a pilot for future use of volunteers as part of our school transformation strategy.

SBMC research (P14)

42. ESSPIN has commissioned research to examine the actual and potential role of School-based Management Committees in school governance. The research will address the following issues.

- What are the issues of school governance that provide a rationale for school management committees/governing bodies?
- What are the key policies around SBMCs in Nigeria and how are they understood at federal, state, local government school and community levels?
- How have these policies been enacted at school and community levels?
- What are the implications of the ways in which SBMC policy has been implemented for questions of gender, poverty and education service delivery?

This study will commence in January 2009 and will continue to August.

Situation review on out-of-school children (P15)

43. A principal objective of ESSPIN is to strengthen access to education and to improve the quality of the education provided. The five states where ESSPIN is currently working all make commitments to improve and expand access to education for groups of children who are not in school, including nomadic education, non-formal and complementary education, in-kind and cash transfer schemes and support for orphaned, marginalised and vulnerable children. ESSPIN will therefore conduct a study whose purpose is to assist the States to advance their stated policies of expanding access to basic education to out of school children. To this end ESSPIN will carry out a review of data and information on out of school children, to review experience of strategies and programmes to support inclusive education, and to identify lessons and strategies. ESSPIN will also work with key stakeholders at the federal and state levels to assess existing experience for replication and to develop strategies and action plans to take forward state commitments on reducing educational exclusion.

Review of girls' education initiatives and workshops on girl' education (P16 & P17)

44. There is a wide range of experience of strategies in Nigeria to support girls' education, and particularly DFID's Girls' Education Project, supported by UNICEF. The purpose of this assignment is to assist States to advance their stated policies of supporting girls' education and eliminating gender disparities in enrolment and completion of basic education. The specific aims of the study and a series of workshops in Jigawa, Kaduna and Kano are: i) to carry out a review of Nigerian experience of strategies to support girls' education and to reduce gender disparities in enrolment, retention and completion, looking particularly at the UNICEF GEP, to identify lessons and strategies; ii) to work with key stakeholders at the federal and state levels to assess existing experience for replication, carry out a gender analysis of policies and their implementation and develop strategies and action plans to take forward commitments on support to girls' education and reducing gender disparities in basic education.

Monitoring learning achievement (P18)

45. During the inception period, ESSPIN will commence work to support the establishment of a national assessment system that will assess student numeracy and literacy learning outcomes in basic education on a sample basis. This will enable comparisons of results over time and enable comparisons of results across States. The assessment results can be used to supplement other information from EMIS and to feed into policy formulation and to inform the public. The intention is to build national capacity in assessment through sustainable funding by national sources.

EMIS (P19 & P20)

46. ESSPIN has already presented to DFID proposals for Technical Assistance to support a State based system information collection, analysis and use. This is based on enquiry about the information needed and how it will be used, rather than on the availability of various technological solutions. It will also need to produce results consistent with the requirements of the national EMIS (NEMIS). A senior EMIS specialist will commence work in January and it is proposed that he will be supported by two long-term junior consultants, based in Kaduna and Kwara, but with responsibilities spanning all the ESSPIN States. Specialist national ICT expertise will eventually be required, but this is likely to be beyond the Inception period.

Contribution to Ed Data Survey (P21)

47. ESSPIN is making a technical and financial contribution to the ED Data Survey, a household-based study, to be conducted under USAID auspices in 2009.

Communications and Knowledge Management (P22)

48. A commitment to communications and knowledge management has been integral to the ESSPIN approach and an important area of collaboration with the other SLPs.

Monitoring and Evaluation (P23)

49. Supporting the M&E function of Federal and State governments is an important part of ESSPIN. The M&E Framework is appended to this Inception Plan.

Consultancy skills training (P24)

50. ESSPIN has engaged IMA, a training company, to conduct a staged series of training courses for our long-term national State Specialist. This will have the immediate aim of enhancing the effectiveness of these key personnel and the longer-term intention of contributing to domestic capacity. Three one-week courses will be run over the period January to June 2009, with arrangements for in-country follow up between courses. Subsequent training may be offered to State partners and consultants working on other SLPs.

Logframe workshops (P25)

51. Towards the end of the Inception period, there will be a series of workshops aimed at finalising individual logframes for each State and the Federal level. Te workshops will involve both ESSPIN staff and key stakeholders.

Jigawa State

ESSPIN Inception Strategy January to June 2009

Introduction and Background

Purpose of the strategy paper

52. The paper sets out ways in which ESSPIN proposes to work with the Jigawa state government from January to June 2009 to develop strategic plans and budgets which would provide a logical and comprehensive framework for better utilisation of available resources.
53. The paper outlines a range of activities and associated TA which ESSPIN will support to help Jigawa state further develop its MTSS. The MTSS will form the basis of the 2010 state education budget and inform the development of ESSPIN's support plan.
54. Development of the MTSS is the core of the Inception Period. A range of TA, including specific studies, will be delivered to support the MTSS development process and refine the quality of sectoral information available for planning. The areas prioritised for further investigation in the inception period are mainly those with inadequate analyses in the state's ESP document.
55. Outlined activities are organised according to ESSPIN's logframe outputs. However, the paper attempts to ensure that there is coherence between state planning (ESP priorities) and ESSPIN thinking (logframe outputs).

Background to education in the State

56. Jigawa state, created out of the least developed parts of Kano state in 1991, has a predominantly rural and agrarian population of about 4.35 million. It is officially ranked the poorest state in Nigeria with 90% of its populace living below the \$US1 per day poverty line (2006 Central Bank of Nigeria Report). Young people below the age of 15 constitute 45.2% of the population and the population dependency ratio is extremely high at 88.5% (2002 CWIQ Survey). Its development efforts, encapsulated in the 2004 Jigawa State Economic Empowerment and Development Strategy (J-SEEDS), are driven by human capital development, with education sector reform as a main priority.
57. State investments in human and financial resources have not produced desired results. Girl child enrolment and participation in basic education remains amongst the lowest in the country. Proxy indicators of quality are poor, particularly in relation to teachers and infrastructure. Learning outcome measures are below standard. Islamiyya and Tsangaya education is prevalent and, as in other northern states, the issue of curriculum integration is topical. Outside the IQTE sub-sector, private education is marginal at primary and junior secondary levels (under 1% of schools).

58. Jigawa state is committed to the goal of universal basic education by 2015 in line with international MDGs. In 2008, its UBE Act was revised to rationalise management of basic education and engender greater community participation in delivery of education services. A grand launch of School Based Management Committees for primary, junior and senior secondary schools took place in August 2008.
59. The education sector is managed by the Ministry of Education, Science & Technology (MOEST). It is supported by five parastatals and two agencies: State UBE Board (SUBEB), Islamic Education Bureau (IEB), Science & Technical Schools Board (STSB), Jigawa State Scholarship Board (JSSB), State Library Board, Agency for Nomadic Education, and the Agency for Mass Education. Each parastatal and agency is established by law, has a governing body supervised by the Ministry's Permanent Secretary, and maintains a separate budget from the MOEST. An independent body, the State Educational Inspectorate and Monitoring Unit (SEIMU), was established in 2007 to improve monitoring of teaching and learning in schools.
60. The state undertook development of a ten-year ESP (2009-2018) and three-year ESOP (2009-2011) with DFID support under the UNICEF-managed Girl Education Project (GEP). Final drafts are yet to be agreed.

ESP priorities

61. The overall policy objective of education in Jigawa is based on the 2004 J-SEEDS statement to “empower people through improved and non-discriminatory access to quality education”.
62. Four specific policy objectives are outlined as priorities in the ESP:
- PO1) Improving basic education access and expanding opportunities, especially for girls and disadvantaged groups;
 - PO2) Assuring quality and relevance of basic, secondary and higher education;
 - PO3) Improving educational planning and management;
 - PO4) Assuring sustainable funding and improved financial management.
63. In addition to these four policy areas, the state prioritises capacity building related to effective monitoring and evaluation of the ESOP and institutional strengthening and coordination of key agencies involved in implementation.
64. The stated policy objectives derive from an ESA which outlines the following as major challenges to education service delivery in the state:
- low enrolments at all levels, particularly of girls;
 - gender disparities in enrolments and in the teacher population;

- shortage of teachers of good quality;
 - infrastructural deficiencies, including water and sanitation;
 - limited resources to deliver educational objectives;
 - Low private sector participation.
65. Key ESP targets for improving access & equity include scaling up ECCE provision, increasing pre-primary and primary school enrolments, increasing capacities for school micro-planning, involving local communities and SBMCs in school construction and management, increasing private sector participation in ownership and management of junior secondary schools, reducing gender disparities in student enrolment, teacher education and teacher deployment, and improving inclusive education, particularly IQTE.
66. Key quality targets include improving internal efficiency in schools (improved flow rates), enhancing curriculum relevance at all levels, legislating a state policy on textbooks and learning materials, upgrading under-qualified teachers to the NCE, improving school quality assurance systems and institutionalising MLA, and further develop science and technical education. A number of quality targets relate to higher education.
67. The policy objective to improve educational planning and management focuses on EMIS development (capacity and use for decision making), decentralisation and devolution of authority for educational management (with attendant legislation), institutionalisation of three-year ESOP, improved capacity for financial management, and improved education expenditure tracking.
68. The final set of targets relating to funding and financial management include instituting education budgetary reforms (with focus on school based budgeting), providing capacity building for education managers at all levels, increasing the overall budget share of education (from the current 10%), and introducing expenditure tracking mechanisms.

ESSPIN approach in the State

69. ESSPIN's approach in the state is to support development of strategic plans and budgets (ESP, SESOP/MTSS, annual budgets) while ensuring that the state retains ownership of the process and products. ESSPIN's own support plan will then be coherently linked to the State's plans and budgets.
70. ESSPIN will provide a mixture of long and short term TA to support planning and coordination of the MTSS process, organise and support State technical teams responsible for developing strategic strands of the MTSS and costing initiatives, and

help the education ministry to apply the MTSS framework to development of the 2010 education budget.

71. While ESSPIN will seek to observe product delivery dates (in terms of outputs – MTSS, 2010 budget – coinciding with the annual budgeting cycle), attention will be given to capacity building of state personnel with regards to development and implementation of the MTSS.

Detailed Plans

Output 2: State-level governance and management of basic education strengthened

72. A key aim of ESSPIN is to ensure that governments have the capacity to develop policies and programmes, allocate resources and implement plans in an effective and efficient manner.
73. Our approach to institutional development is to work with existing structures to create demand for reform from within, to support incentives for change, and to provide technical assistance. We will partner with SPARC to support public financial management and structural change. We will support state ministries, departments and agencies (MDAs) to recognise that successful change must be driven and managed from within the system.

Planning, finance and budget execution (ESP, MTSS annual budgets)

74. During the inception period, ESSPIN will support preparation of the Medium Term Sector Strategy (MTSS) to guide budget allocations and link spending to ESP strategic priorities. The MTSS process map will be based on federal government guidelines and will include: i) formation of and capacity building for MTSS management and technical teams (including initial orientation sessions); ii) review of 2009 budget; iii) identification and collation of high level policy documents (to include review and finalisation of the Jigawa ESP and sensitisation of policy makers); iv) MTSS strategy sessions (detailed work around prioritised thematic areas); and v) documentation of the MTSS process (including full costing of agreed initiatives). Relevant studies / situational analyses will be undertaken prior to the MTSS strategy sessions to refine the quality and usefulness of information available.

Institutional framework

75. A study is currently underway to assess LGEA involvement in education service delivery, analyse funding flows to schools, and propose areas for ESSPIN support. The study report will be shared with state stakeholders.
76. Work done on institutional relationships (amongst MDAs) in Kano, Kaduna and Kwara under CUBE will be considered in Jigawa. Implications will be drawn for management of MTSS implementation.

77. A review of existing education laws will be supported by ESSPIN to improve understanding of legal frameworks guiding education initiatives and, therefore, opportunities for streamlining / improving coordination of activities in the education sector. This will be undertaken as a programme level study.

Organisational management and development

78. See paragraph 53. No other work will be undertaken in the inception period.

Monitoring and evaluation

79. A State EMIS Committee will be established to coordinate EMIS development in the state and take responsibility for planning and delivering the annual sector performance review. ESSPIN will support regular quarterly meetings of the committee with clear agendas linked to ongoing M&E and EMIS initiatives.
80. ESSPIN will support a state-wide workshop organised by the State EMIS Committee to review the status of data collection processes, notably the Annual School Census (ASC), and initiate dialogue between state institutions on the use of school registers, school mapping and the development of school report cards.
81. ESSPIN will support a state-wide workshop organised by the State EMIS Committee to discuss monitoring indicators and targets with reference to the ESP and agree method for reporting against them. The workshop will also explore the concept of an open annual education sector review and annual sector performance report.
82. ESSPIN will provide TA to support preparation of a report on EFA progress which will feed into a joint review of the 2009 Global Monitoring Report to be staged in Kano. The TA will include training in interpretation and use of data, and construction of indicators.
83. In line with ESSPIN's policy on EMIS support will be provided to the State to develop a school census strategy and to manage each link in the annual school census preparation cycle, including design of the census, reasonable allocation of state budget, training of head teachers and local school supervisors, production of school list, and communication campaign for school census day to raise the profile of the exercise.
84. ESSPIN will support capacity building for ministry and SUBEB officers in data analysis and preparation of simple reports with different target audiences in mind (e.g. thematic reports). This will support capacity building in preparation of the annual sector performance report.
85. ESSPIN will support the state's ongoing inspectorate reform by providing capacity building for the state's nascent quality assurance agency – the State Education Inspectorate & Monitoring Unit (SEIMU). The initial focus will be an institutional review of SEIMU (TORs, funding, coordination / relationship with MOE and SUBEB, etc.).

Further support will take the form of a study tour for four state officials to a location of choice to study good practice and to develop a clear path for reform.

Examinations administration/integrity

86. No activity in this area is prioritised for the inception period.

Output 3: Capacity of primary and junior-secondary schools to provide a high quality learning environment developed and sustained

87. The ESSPIN approach to school development is based on the premise that a school can only be successful when the right enabling environment exists. Elements of the environment are both internal and external. ESSPIN's approach is to help create school environments in which effective teaching and learning can take place. ESSPIN will help to drive change that ensures supporting inputs are in place, school factors are improved, and the learning outcomes for all children are of a good standard.

88. ESSPIN will strengthen both the supply and demand sides of schooling, thus ensuring that schools have increased authority and responsibility for decision-making, work within acceptable standards with regards to learning outcomes and resource inputs, and are fully accountable to pupils, parents and communities.

School development

89. ESSPIN is currently supporting a review of school level financing and funding flows (see paragraph 52). Findings of the study will be presented to state stakeholders during the inception period.

90. Direct funding to schools is included in the 2009 state budget although indicated funding levels are relatively low. As the principle of direct funding to schools has been accepted, ESSPIN will encourage the increase of funding levels as part of a strategy to give schools greater autonomy.

Learning environment

91. ESSPIN will support a review of school infrastructure covering building and maintenance practices, methods of procurement, management of contracts, unit costs and budgeting and general designs. The review will be undertaken as a programme level activity. An innovative approach to school designs (based on local conditions, e.g. prevalence of windstorms and wood ants) and community construction will be considered under this review.

92. An assessment of current provision of water and sanitation in primary and junior secondary schools will be supported by ESSPIN as a programme level activity. This will take into account the child-friendly schools model propagated by UNICEF, Water Aid's experience in Jigawa, and opportunities for collaboration with other SLPs, particularly PATHS2.

93. ESSPIN will support a review of school health and HIV/AIDS, taking a multi-sectoral approach and working closely with PATHS2. The review will be undertaken as a programme level activity.

Teacher deployment and management

94. The perception of Jigawa SUBEB is that effective teacher deployment is undermined by appointment of under-qualified and unqualified teachers in LGAs. This is only part of the picture. ESSPIN will support a study of teacher flows in the state with a view to helping develop a more comprehensive teacher reform strategy.
95. Jigawa will participate in ESSPIN's proposed teacher assessment sample survey planned for all partner states borrowing from the CUBE-supported Kwara model. It will be supplemented by an assessment of classroom practice. This will dovetail with a baseline assessment of teacher competencies being considered by Jigawa SUBEB.

Teacher education

96. ESSPIN will support development of a teacher reform strategy for the State, taking into account pre- and in-service training systems. The process will include review of the State's current teacher upgrade programme. ESSPIN will work with SUBEB and the College of Education, Gumel to devise a delivery strategy based on analyses from a study on teacher flows.
97. Allied to this, ESSPIN will support an institutional review of the College of Education, Gumel – the dominant actor in pre-service training in Jigawa. The institutional review will include the extent to which college staff are utilised in supporting school-based teacher development activities. It will also examine links between the College and SUBEB to establish teacher demand and supply. It will also involve full consideration of gender issues. The total number of female trainees in the College is currently under 10% of total enrolment.

Teaching / learning resources

98. No work will be undertaken in this area during the inception period.

Curriculum reform

99. ESSPIN will support a programme level review of language and literacy in primary education to establish relationships between language and learning outcomes.
100. No work will be undertaken on the FLHE curriculum during the inception period, although HIV/AIDS will likely emerge as a social development issue under Output 4.

Science, Technical and Vocational Education

101. No work will be undertaken in this area during the inception period.

ECCE

102. No work will be undertaken in this area during the inception period.

Output 4: Capacity of communities and civil society to articulate demand for educational services created and sustained

103. Increased autonomy, accountability and assessment are important changes associated with improved quality of education and learning outcomes. In the Nigerian context, these are only realisable if governments' efforts to deliver educational services are complemented by non-state actors. The ESSPIN approach in this area of work is to influence positive change in three key domains: community / school domain (SBMCs, PTAs, CBOs, children), government domain (state assembly, LGAs, MOE and its parastatals), and civil society / public domain (NGOs, media, CSACEFA, NUT, FBOs, private sector, traditional leaders, etc.).
104. The recently concluded Girl Education Project in Jigawa provides valuable lessons in its pilots on girl-child education and community involvement in school management through SBMCs. This, combined with the government's explicit statement of commitment through a Grand Launch of SBMCs in August 2008, offers an important point of entry for ESSPIN.

Governance and accountability of schools

105. ESSPIN, through a programme level activity, will support an assessment of SBMCs looking at policy development, dissemination and implementation at state, LGA and school levels; composition and operation of SBMCs; links to government institutions at LGA and state levels; community perceptions and participation; and the impact of SBMCs on school enrolment and retention, particularly of girls. The assessment will include evidence from the GEP pilot.
106. ESSPIN will support a technical forum at state level to share findings of the assessment with stakeholders and develop appropriate strategies for implementation in the post-inception period.

Demand and voice

107. ESSPIN will collaborate with SAVI, Save the Children, VSO and CSACEFA to map CSOs in Jigawa, including their capacity to articulate demand, and convene a technical forum to disseminate and discuss findings. ESSPIN will support capacity assessment of selected CSOs with emphasis on capacity to advocate, influence policy issues, and create and support demand. A state level technical forum will be convened to develop ESSPIN's CSO engagement and support strategy.

Access and equity

108. ESSPIN will support a situational analysis of IQTE in Jigawa. Given the valuable work already undertaken by the Islamic Education Bureau, particularly in generating

relevant data, the situational analysis will focus on institutional arrangements for developing and implementing IQTE strategies. A follow-up workshop will be convened to discuss results of the analysis and agree strategies for the implementation period.

109. The MTSS planning process will consider the true cost implications of the plan to develop special Arabic schools in a Special State Report on Arabic and Islamic Education and the more realistic proposals for the integration of Tsangaya schools and support to private Islamiyya schools.
110. ESSPIN will support a review of girl education initiatives, notably the UNICEF GEP pilot and the state's subsequent efforts to replicate successful elements. A workshop with a range of stakeholders will be convened to develop realistic and sustainable strategies for taking forward the state's commitments.
111. A major challenge to universal and equitable basic education is the paucity of data on and low level of understanding of the needs of out-of-school children and their demand for education. Through a programme level study on out-of-school children, ESSPIN will support the development and implementation of a coordinated set of approaches, drawing on the capacities and experience of a range of actors, to achieve access and equity targets.

Conditional cash transfers and safety nets

112. The World Bank is leading a pilot in Kano and Bauchi states, specifically aimed at increasing girls' participation. ESSPIN will consider the lessons learned for possible adaptation in Jigawa.

Gender

113. This is a cross-cutting theme built into other activities, e.g. gender strategy in teacher training (par. 74) and access and equity issues driving girls' enrolment (par. 87 and 89). A gender dimension will be built into each strand of the MTSS process.

Communications and Knowledge Management

114. Communications and knowledge management are central to the success of ESSPIN. They will be delivered as a range of critical support functions, including advocacy, capacity building and M&E, to assist diverse audiences achieve their development objectives in the education sector. Specifically, state partners (government, schools, communities, civil society organisations, and the media) will be helped to report, monitor and, ultimately, improve performance of the education sector. ESSPIN's internal communication objectives will also be enhanced, namely creating awareness of programme developments and achievements, creating easy access to documents, research and reports, facilitating knowledge sharing between ESSPIN and other programmes, and helping to coordinate activities between ESSPIN and other SLPs.

Communications and knowledge management

115. ESSPIN will facilitate the formation of a state level communications committee. TA will be provided to develop terms of reference for the committee, initiate a communications & knowledge management audit (situational analysis), and develop a capacity building plan.
116. ESSPIN will support review of the state ESP document, facilitate a dissemination forum for high level stakeholders, and assist design and printing.
117. ESSPIN will support publicity activities around educational ‘theme’ days / weeks (e.g. international literacy day, EFA global week of action, etc.) to build coherence between local activities and global campaigns.

Kaduna State

ESSPIN Inception Strategy

January to June 2009

Introduction and Background

Purpose of the strategy paper

118. The purpose of this paper is to outline the range of activities, including situation analyses, scoping surveys, workshops and detailed planning sessions, which ESSPIN will engage in over the period January – June 2009 in conjunction with the Kaduna State Ministry of Education and relevant MDAs in order to produce a 3-year Medium-term Sector Strategy for the period 2010 – 2012. ESSPIN will base its own two-year support plan for education development in Kaduna on the MTSS.
119. The paper starts with a brief overview of education in Kaduna State, summarises recent work on the development of the Education Sector Plan (ESP) and then highlights some of the key development and reform issues in the State as identified in the ESP. The paper then outlines the set of activities (with their associated Technical Assistance [TA] requirements on an attached spreadsheet), which ESSPIN will engage in as a means of supporting the State to produce an MTSS. These activities are set out in relation to the ESSPIN Logframe Output Activities.

Background to education in the State

120. Along with the rest of the Nigerian Federation, standards of education in Kaduna State have been allowed to decline very seriously over the past 20-25 years. Most key indicators, from pupil enrolment levels, to the standard of physical infrastructure, to the quality of teaching in the classroom and, most importantly, to the level of learning attainment by pupils in both primary and secondary schools, confirm the gravity of the situation. Across Nigeria as a whole, for example, net primary school enrolment is about 65% (in Kaduna State the figure is 54%) and it is estimated that 7 million primary age children are not in school, the majority girls. Recent evidence from the Global Monitoring Report on progress towards EFA goals suggests that any improvements in Nigeria have been modest and the overall situation remains serious.
121. Both the Federal Government (through the Universal Basic Education Act of 2004), and the Kaduna State Government, through a series of planning and development initiatives over the past 4-5 years, have shown political commitment to improving education. Implementation of the many Kaduna plans which have been formulated, however, has fallen short of stated objectives and as a result Kaduna is still a long way from reaching the education MDGs.
122. The cross-cutting characteristic which links many of the critical issues impacting on the delivery of quality education in Kaduna is poor governance and management. There needs to be better governance, with a particular focus on evidence-based planning,

public financial management, procurement and institutional coordination. Poor management of resources is a key factor in the crisis. Only 50% of funding available from the Universal Basic Education Commission’s Intervention Fund (the main source of funding for basic education) has so far been drawn down by States.

ESP background

123. In late 2007 – early 2008, DFID’s Capacity for Universal Basic Education Programme supported a comprehensive assessment of education in Kaduna State which resulted in an Education Sector Analysis (March 2008). The analysis included a financial simulation programme which assessed the viability of a range of possible development plans for Kaduna State. From the scenarios outlined, the ESA proposed an ‘optimum scenario’ as the basis for long-term planning.
124. The ESA ‘optimum scenario’ was then developed into an Education Sector Plan for the period 2009 – 2020. The ESP, finalised in early July 2008, was approved by the Ministry and other MDAs involved in its preparation, signed off by the Honourable Commissioner, printed and distributed to all stakeholders (September 2008).
125. All future planning for educational development activities in Kaduna State will use the ESP as the key guiding document.

ESP priorities

126. Kaduna’s ESP is structured around education phases (Basic, Secondary, Higher, and Adult & Non-formal) together with sections on Planning & Management and M&E. The ESP details many end-of-ESP / interim milestone targets in each area. The following narrative section highlights some of the key issues to be addressed:
- Access – the current net basic enrolment figure is 54% (below the national average) and less than one quarter of children participate in Junior Secondary education. Improvements in enrolment rates towards EFA targets require work on several fronts, including (a) building additional schools / classrooms (but only where really needed); (b) improving the maintenance of existing school stock; (c) reducing the number of out-of-school children; and (d) developing a strategy to deliver a full basic education to the many children who attend some form of Islamic school where there is either no or only limited coverage of core curriculum subjects. As a base requirement, comprehensive and accurate data on access issues is needed - there is no accurate figure of how many out-of-school children there are in Kaduna.
 - Equity – the largest gender disparity within Kaduna schools is in the primary sector, where the gross gender gap in 2004/5 was 15.8%. More girls need to be encouraged to enter and complete primary and junior secondary school. There is a number of

seriously disadvantaged groups, e.g. children with disabilities, on whom data is scarce and for whom special facilities are woefully inadequate.

- Teacher education & the quality of classroom teaching - raising standards of teacher performance and thus pupil learning at all levels of the school system is critical, as evidenced by both recent MLA surveys and formal exam results. There needs to be a review of teacher education institutional structures & performance across the State. For example, how well does the State College of Education at Gidan Waya meet the state's needs for teachers and provide effective training. There is also need to address the quantity, quality and mode of delivery of in-service support to the many teachers in the field who are un-/under-trained.
- Student attainment - the result of poor teaching is poor learning. Student attainment levels, as demonstrated in basic literacy and numeracy levels at Primary or in public examinations at Senior Secondary are poor. In an MLA survey in 2003, many Kaduna students did not even score 50% in basic literacy & numeracy tests. Improving student learning is a priority in the Kaduna ESP.
- Resource allocation – a 2007 DFID-supported survey found that learning outcomes in Nigerian schools compare unfavourably even with other countries in sub-Saharan Africa. In Kaduna, pupil teacher-ratios are particularly high in rural areas, textbooks are in limited supply and more than 50% of schools are in need of some renovation. The supply and deployment of qualified teachers, especially in rural areas, is a major challenge - many schools have no qualified science teacher at all.
- Management and planning – the general level of management and planning is weak across all three administrative tiers, i.e. at SMoE, SUBEB and LGEA levels. The LGEAs, in particular, lack the capacity and skills required to manage the Primary School sector, the situation not being helped by conflicts of interest between educational management (LGEA-SUBEB) and political (LGEA-LGA) structures. Two specific problems are (a) the failure to collect and use EMIS data as a planning tool; and (b) the failure to access and make use of all available funds, in particular the UBEC Intervention Fund.
- Science and Technical / Vocational Education – there is a lack of coherence within the organisational structure of science teaching, one instance of this being the fact that the Ministry of Science & Technology manages c. 14 'specialist' Science Schools. The recent history of poor results in science exams (e.g. NECO SSCE) has a knock-on effect - fewer students go on to study science and so fewer graduates enter the science teaching profession. There are similar issues within the area of technical / vocational training.

ESSPIN approach in the State

127. ESSPIN is not a project with a preconceived agenda. It is a programme which will agree how best to support development in collaboration with the SMoE and its parastatal partners. Oversight and management structures for the Kaduna ESP have been agreed on and will begin to operate in the early New Year. They are centred on

Ministry teams and committees, led at the highest level by the Honourable Commissioner. This puts the Ministry at the heart of ESSPIN’s work.

128. The initial target for ESSPIN is to support the Ministry to achieve an MTSS which will transform the strategies outlined in the ESP into a viable and properly costed Action Plan for the 3 years 2010 – 2012. In terms of practical approach during the Inception Period, ‘consultative planning’ allied with ‘mobilisation of state personnel’ best sums up ESSPIN’s approach. There is a tight time-frame for the production of the MTSS, but the development work will require:

- Formation of a number of teams within the State to lead on different work strands needed to produce an MTSS.
- Situational Analysis / investigative studies to ascertain the current status of a range of specific issues.
- Substantial discussions in different formats (workshop, one-to-one, focus group, etc) to ascertain Ministry views on both policies & implementation mechanisms.
- Workshops to plan and produce the MTSS, but which will also allow a degree of capacity building (general / financial planning, data interpretation, etc).

129. The MTSS process involves a number of stages: familiarisation work on the ESP as a whole; a review of current policies and plans (to include the overall legal framework within which the different tiers of education governance operate); an assessment of the financial envelope within which planning must take place; detailed discussions with all relevant stakeholders; agreement on priority areas to go into the initial MTSS; detailed planning of initiatives.

130. ESSPIN will support the MTSS design process through its Kaduna-based technical team backed up by substantial Technical Assistance inputs from both short-term consultants and the Abuja-based ESSPIN Lead Specialists. ESSPIN will also consult where appropriate with other State Lead Programme partners, particularly SPARC, who have overall development responsibility for public sector reform and finance management, including the MTSS process.

131. In addition to (but separate from) the MTSS, ESSPIN will work with the State to produce an ESSPIN State-level Logframe.

Narrative by activity group by ESSPIN Logframe Output

Output 2: State-level governance and management of basic education strengthened

Summary of ESSPIN’s position on Output 2:

132. ESSPIN’s long-term objective is to improve the overall environment in which education policy is formulated, financial provision is generated and controlled, and

effective education service delivery is managed. ESSPIN is thus both an education and a governance programme. Education programmes and projects cannot be effectively and efficiently implemented if the institutions (policies, laws) and organisations (players) responsible for implementation are weak. Currently, educational services at the state level are delivered within a dysfunctional governance environment with weak policies, poor planning capacity, multiple agencies having overlapping roles and responsibilities, limited public finance management capacity, and poor accountability mechanism among others.

133. Major improvement in these critical areas of effective institutions and skilled organisations is a long-term task. It is also important to note that for significant change to happen, institutional development will need to take place not only within the education sector but within the broader public service sector as a whole. ESSPIN will liaise closely with SPARC in these areas.
134. In the immediate short-term, the focus of the Inception Period work within Output 2 is on producing an effective and costed MTSS based on the recently agreed ESP. This will place the ESP as the corner-stone of all reform activity.

Comment on Output 2 activity areas

Planning, finance and budget execution (ESP, MTSS annual budgets)

135. The MTSS is ESSPIN's major Inception Period task. ESSPIN will support a series of Situation Analyses / Investigative Studies to provide up-to-date assessments and baseline information in key areas. Detailed MTSS planning will take place through workshops coupled with focus-group / departmental meetings. TA support will be provided in both general and budgetary planning and it is expected that the workshops will allow a degree of 'on-the-process' capacity building. The outline sequence of work is as follows: (a) ESP orientation sessions; (b) formation of MTSS teams; (c) review of existing budget commitment; (d) review of policy framework; (e) agreement with SMOE on key priority areas; (f) detailed planning.
136. Detailed budgetary planning and the design of work-plans will take place beyond the Inception Period time-frame, but as part of the MTSS planning process it will be vital to address the overall resource envelope, including issues such as SUBEB's access to / use of UBEC, MDG Office and ETF funds.
137. In terms of process, the Kaduna ESP Technical Committee will have routine oversight of the MTSS process, but will form a smaller Committee with specific responsibility for the Finance / Budget work within the MTSS.

Institutional framework

State Ministry / Parastatals / LGEAs / PPP

138. ESSPIN will conduct a review of and workshop on the overall policy and institutional framework within which the three tiers of educational government (SMoE / SUBEB / LGEAs) operate. An early MTSS activity will be a full review of key policy documents. From a legal perspective, a review of the State UBE Act may help clarify confusions over the boundaries of each individual institution's responsibilities. (It may also help pave the way in the longer-term for a new Education Act which, amongst other provisions, could include explicit statements on Government's commitments to education services and minimum standards).
139. On PPP in relation to the formal school sector, the Kaduna Private Schools Board (PSB) is still in a formation and staff recruitment stage. As the ESP specifies targets for increased private sector provision of education, the PSB will certainly be involved in planning work on the MTSS. Exploratory discussions will also be held to see if the PSB is considering an expansion of its functions from a purely regulatory role to one which seeks wider interaction and/or new 'partnerships' with the private sector.

Organisational management and development

Roles & responsibilities / Staff deployment / Performance management / Implementation of Departmental Activities / Internal communications / Staff development

140. Institutional weaknesses within the Ministry, its para-statals and the LGEAs range from the strategic (inadequate policy, planning and management) to basic operational constraints (e.g. very few staff use a computer on any kind of regular basis). Interventions are needed to strengthen management structures, (lines of accountability, decentralisation) and organisational systems (financial and audit processes, information flow). ESSPIN will provide a consultant to work with the State to review organisational structures and management skills and to draw up a training plan for top and middle-level officers.
141. ESSPIN is currently engaged in a review of LGEAs and their roles and capacities. A consultant will visit Kaduna in January 2009 as part of this review. The findings will help inform ESSPIN's further engagement with LGEAs through the MTSS process.

Monitoring and evaluation

Sector monitoring - Baseline & Annual Review / EMIS / Quality assurance & inspectorate

142. The MTSS planning process will include work on developing both a formal ESP monitoring structure and an 'M&E culture' within the MTSS teams (monitoring is still an alien area for many officers). The Kaduna ESP identifies the need for a Joint Annual Sector Review, to begin in 2009, and indicators will be developed to inform the JASR

during the MTSS process. An M&E orientation programme for the ESP Technical Committee will be held and every effort made to achieve linkages with on-going M&E work, for example within SESP.

143. Kaduna State EMIS Units have already received support under CUBE, but more will be needed if the State is to manage a fully decentralised Annual School Census process. ESSPIN will provide support through long-term TA based in Kaduna but serving three ESSPIN States (Kaduna, Kano and Jigawa). ESSPIN will also support the reinvigoration of the State EMIS Committee (dormant for the past six months). A capacity building workshop (within the MTSS process) will help Ministry personnel understand and interpret data as a planning tool.
144. Quality Assurance & the Inspectorate: ESSPIN will continue CUBE-initiated work on training State Inspectors in the new Inspection Instruments and internal School Self-evaluation, whilst at the same time working with senior management to develop a formal proposal to create an autonomous State Education Quality Assurance Agency (SEQUAA).

Examinations administration / integrity

145. No activity scheduled during the Inception Period.

Output 3: Capacity of primary and junior secondary schools to provide a high quality learning environment developed and sustained

Summary of ESSPIN's position on Output 3

146. The school should be at the heart of an efficient and effective education system. It is clear that Nigerian schools are not doing well, with standards falling dramatically as evidenced by both formal examination results and the findings of a range of recent MLA and baseline surveys. ESSPIN's objective under Output 3 is to help drive systemic change which leads to improved standards of teaching and learning in schools within the ESSPIN States.
147. Although for the purposes of developing an MTSS and related Work Plans it may be expedient to disaggregate the many elements which determine a school's overall effectiveness, the fundamental premise of ESSPIN's approach to school development is that schools are holistic entities in which many different factors come together as determinants of overall performance. Improving one key element, such as the teacher, (a priority in most ESPs), or school infrastructure (also a priority) is no guarantee of improved school performance overall.
148. The ESSPIN approach is therefore one of 'school transformation'. ESSPIN will encourage the States to think more broadly than the sometimes narrow input-output model of the ESPs to a more comprehensive outcome-impact model. This approach to

school development will be explored and encouraged during the detailed planning stages of the MTSS process. As a support to this, a monitoring matrix of indicators of school quality will be proposed which better reflects the outcomes a whole-school approach is targeting.

149. As an integral element of this holistic view, involvement of the community in school development is seen as vital. In addition to supporting improvements in those areas of school management and service delivery which are within the remit of the Ministry, ESSPIN will work to strengthen community-based initiatives which also seek to improve school performance. There is thus a close linkage between elements of Output 3 and Output 4 within the ESSPIN programme structure.

Comment on Output 3 activity areas

School development

Planning & finance / Head teacher training / School supervision & advisory support

150. Finance provision for schools through SBMCs (e.g. the SESP Project grant system) will be covered under Output 4. There will be a review of how the UBEC Intervention Fund is working in Kaduna, focussing on (a) why the State has failed to draw down all its allocation; and (b) the mechanisms for disbursement of those funds which have been drawn down, in particular how much reaches schools and who decides what the money is used for. A workshop on the findings will be held.
151. In terms of strengthening Head Teachers, Kaduna will begin work towards a development plan by carrying out a case-study investigation of a small sample of Kaduna Head teachers by inviting UK Head teachers to ‘sit in and observe’.
152. School Supervision and Advisory Support: see paragraph 121 above for comment on Inspectorate reform activity and see paragraph 135 below for comment on Advisory Support.

Learning environment

Infrastructure & maintenance / water & sanitation / health & safety

153. Kaduna (in conjunction with other ESSPIN States) will carry out a wide-ranging review of school infrastructure and environment issues covering at least the following elements: current practice in school building design (e.g. a comparison of key features & costs of SUBEB, JICA and SESP designs); procurement mechanisms; possible innovations in school design & building; provision of water, toilets & sanitation in general; building maintenance (including budgetary provision and systems for doing / reporting maintenance); community involvement in building and maintenance work. The review findings will inform Ministry decision makers and ESSPIN of possible policy initiatives in this area, some of which ESSPIN may provide support to through further TA

and/or pilot activities funded under PSA. Where appropriate, ESSPIN’s partners (e.g. Water Aid) and other SLPs (e.g. PATHS2) will be involved and/or consulted.

154. Through the MTSS, ESSPIN will support the implementation of a Ministry commitment in the ESP to a per capita funding formula giving every school a recurrent budget at a rate of N375 per child per school year.
155. HIV/AIDS: ESSPIN will establish contact with both Government Units which have a responsibility for HIV, e.g. the SUBEB Social Mobilisation Unit, and CSOs who work on HIV/AIDS within the community. As dealing with HIV/AIDS is a combined health, social and educational issue embedded in a complex cultural and religious context, a coherent strategy which maximises different inputs from disparate sources will be difficult to achieve and work on this will stretch beyond the Inception Period. (See also comment under Output 4 below). Substantive action on devising an overall strategy on HIV/AIDS will be postponed until the DFID ENR programme has commenced.

Teacher deployment and management

156. The Kaduna ESP identifies a number of targets in relation to teacher deployment, for example financial bonuses based on salary for rural and science teachers. Implementation steps to reach these targets will form part of the MTSS planning process. Other management and deployment issues, such as achieving a more equitable distribution of teachers across urban / rural areas within the State or enforcing agreed formulae on how many teachers a school should have, may require further work going beyond the Inception Period in order to arrive at a feasible implementation strategy.

Teacher education

Pre-service training / In-service training / School-based professional development

157. ESSPIN will carry out a review (under Output 2) of Teacher Education Structures within the State. The analysis will focus on the State College of Education at Gidan Waya but will also look at other institutions, Federal and State, which have a teacher education / training role. In addition, ESSPIN will conduct an analysis of curriculum implementation at Gidan Waya College of Education, with a particular focus on practical methodology. The two reviews will lead to a Policy / Strategy Paper for Teacher Education across the State and a Development Plan for Gidan Waya Coe in particular. Workshops will be held with local (i.e. College Staff) and State-level stakeholders on both studies.
158. There will also be a review of In-service Teacher Training and School-based Professional Development, conducted jointly with other ESSPIN states where the SESP-led TPD is in its first full year of operation. This review will report on TPD progress and successes and recommend possible adjustments to the SESP TPD model. The review should also examine and engage in discussions with all relevant stakeholders on possible alternative In-service support modes which the State might consider as long-

term options for extending and improving in-service support to teachers. Cost and staffing implications of any options will need to be taken into careful consideration. Workshops will be held on In-Set / CPD and key stakeholders will participate in a 2-day Workshop in early March to address overall teacher education issues (i.e. Pre- and In-service).

159. To develop a clear baseline understanding of teacher quality in Kaduna State, a Teacher Assessment Programme (made up of 4 Tests) will be carried out (if the Ministry so agrees). The exercise will be done on a sampling basis rather than, as was the case in Kwara, through testing all the teachers in the State. A Teacher Observation element will be added as a 5th assessment instrument in recognition of the importance of assessing teachers' classroom performance.

Teaching / learning resources

160. No major work during the Inception Period, other than some monitoring by the Education Quality State Specialist of how SESP's text-book procurement and delivery processes (using Central Stores) work out in practice when the books for the 6 SESP LGEAs actually arrive. Preliminary findings will inform the design of and feed into more substantial ESSPIN studies / interventions which might happen later.

Curriculum reform

FLHE / HIV & AIDS / Language & literacy / Core subject areas

161. On FLHE/HIV/AIDS - see Section Learning Environment above. On Language & Literacy within the formal school system, ESSPIN Kaduna will carry out an initial review of what is actually happening in schools on: (a) the language used during Primary 1-3 (use of mother-tongue); (b) the language used during Primary 4-6 years plus any specific focus on transition strategies, i.e. a gradual move to English-medium instruction. This is a complex area which has implications for issues such as text-books, teacher-training, etc. The Inception Period time-frame will only allow an informal / preliminary survey. Further work may follow later.
162. On core subject curriculum reform - no work anticipated during the Inception Period.

Science education & TVET

163. Poor quality school science teaching is a major concern for Kaduna State, as is the state of technical education within both tertiary institutions such as Nuhu Bamalli Polytechnic and the State are many smaller, more trade/skill-oriented Training Centres. The institutional structures are complex; there are resource problems (e.g. inadequately equipped laboratories); there is a serious shortage of science teachers and in general a low level of teacher quality. ESSPIN will support an initial Scoping Study, beyond the Inception Period time-frame, to report on the overall situation and make

recommendations for further studies / possible reform paths. This initial survey will cover ESSPIN states other than Kaduna and be managed at a programme level.

ECCE

164. ECCE is not an ESSPIN priority and therefore not an area for substantial involvement, but it is one for the Ministry. The Kaduna ESP has the end of 2009 as a deadline for producing a comprehensive ECCE policy.

Output 4: Capacity of communities and civil society to articulate demand for educational services created and sustained

Summary of ESSPIN's position on Output 4

165. Nigeria has the largest number of out-of-school children in the world, and the recent Global Monitoring Report on world-wide progress towards Access & Equity MDGs does not suggest that the country has made or is making significant progress on this issue. Access and equity targets figure in State ESPs, but two major problems need to be tackled: firstly, there is a lack of reliable A&E data; and secondly, Ministry responses to-date have been piece-meal and there is little empirical evidence as to what strategies have or have not worked.
166. On data, ESSPIN will carry out surveys during the Inception Period to try and reach a proper understanding of the size and make-up of the problem in Kaduna State. How many children are not in school? What are the numbers involved by category – girls who drop out because of marriage; Almajiri boys; children with SEN, etc? ESSPIN, in partnership with Civil Society / NGOs working in this area, will also review what approaches have been (or are being) used by government to deal with access and equity issues and with what degree of success.
167. Based on a more accurate data and knowledge base, an assessment of strategies most likely to succeed can be drawn up together with a coherent framework for tackling A&E both through formal mechanisms (supply-side) and community involvement (demand-side).
168. On the demand-side, a key objective for ESSPIN under Output 4 is to enhance communities' capacity to articulate demand for better services, including greater provision for the excluded. To achieve this, ESSPIN will need to work with formally constituted elements such as School Based Management Committees while at the same time building coalitions with civil society groups who are actively pursuing improvements in their localities. The relationship between the NGO/CSO and Government sectors needs careful handling – constructive partnership may produce better results than open hostility and distrust. This will require effort from both sides. Improved schools themselves will, of course, help as they will provide a model for

communities to see and appreciate how good schools can be, thus providing a target for replication elsewhere.

169. ESSPIN will also support Ministry as appropriate in reaching the specific access and equity targets identified in a wide range of indicators in the ESP. Initiatives and implementation activities to reach these targets will be developed through the MTSS process. ESSPIN will also liaise as appropriate with other SLPs, in particular SAVI.

Comment on Output 4 activity areas

Governance and accountability of schools

SBMC roles, functions and representation /Community-led school development /rehabilitation/ Community-based M&E

170. ESSPIN Kaduna will join other ESSPIN States in carrying out an in-depth review of SBMCs. The review will cover both operational issues, e.g. assessing how the 162 Kaduna Schools in the SESP LGEAs which have already been awarded SDS grants are using their funds to implement SDPs, and more strategic issues such as SBMC functions and structures: are Committee Members aware of and able to carry out their designated functions? Do SBMCs really ‘manage’ their schools? Should they? The review will also cover SBMC staff capacity building; female representation, relationships with LGEAs; relationships with PTAs and other oversight structures, such as the recently introduced (and constituency-based) Kaduna Basic Education Monitoring Committees [BEMCs] which are an initiative of and report direct to His Excellency the Governor.
171. On community-led school rehabilitation & maintenance - see Section Learning Environment above.

Demand and voice

Advocacy and CSOs /NGOs and community approach to HIV/AIDS

172. On Advocacy and CSOs, ESSPIN will liaise with SAVI on a mapping exercise to identify educationally-oriented CSOs across Kaduna, (work has already begun). ESSPIN will also build links with the CSACEFA Office in Kaduna (also already begun) and will carry out a capacity audit of a small number (5-6) of educationally oriented CSOs which might become ESSPIN partners in future research and/or implementation activities. A pool of researchers who can be used as required on activities from research to small-scale ‘pilots’ will be built up. On community approach to HIV/AIDS, see Section Learning Environment above.

Access and equity

Out of school children [orphans & vulnerable children / Almajari / Girls’ Education / Language of instruction / IQTE / Nomadic education / Special Needs Education / NFE

173. Kaduna has a primary net enrolment rate of only 54% (9% points below the national average). The situation is worse in Junior Secondary, where in at least three LGEAs the enrolment is below 20%. It is obvious that many children who should be in school are not – although there is data on this, a comprehensive picture of who is and is not in school and why is not available.
174. TA will be provided for a survey across ESSPIN States to try and achieve a proper understanding of how many children (under different categories) are out of school and why. This survey will cover both ‘general’ cases and special groups such as children with learning disabilities (for whom special facilities in the State are very limited) and nomadic children.
175. In the case of children covered by IQTE, ESSPIN Kaduna has already begun work on a comprehensive Situation Analysis in relation to Islamiyya, Qur’anic and Tsangaya education – three further TA visits during the Inception Period will complete this analysis and lead to the design of a comprehensive strategy for the State.
176. On language of instruction / literacy, ESSPIN will compliment the work undertaken under Section 3.6 above by reviewing the current state of non-formal literacy programmes, in particular the work of the AML but also including the several NGOs who offer literacy programmes to adults and out-of-school youth.
177. ESSPIN will review both government and non-government interventions in Kaduna, looking in particular at forms of support to the most disadvantaged. The option to consider Conditional Cash Transfers will be included within the TORs for the survey.
178. On Girls’ Education - see comment under Gender below.

Conditional cash transfers and safety nets

179. See paragraph 154 above.

Gender (Girl Child focus)

180. There are specific pupil gender equity targets in the ESP which ESSPIN will support Ministry efforts to reach through the MTSS planning process. There are also ESP targets in relation to the teacher cadre, for example getting more female teachers to take up posts in rural schools where they can act as role models for female students (one of the reasons given for poor female attendance in rural areas is the lack of female teachers to encourage families to send their girls to school). ESSPIN will also study and learn from the experiences of the DFID/UNICEF Girls’ Education Programme, now entering its second phase. ESSPIN will conduct a review of Nigerian experiences / practices to support girls’ education to identify lessons and strategies which ESSPIN can use / adapt. TA will be provided to review girl child education and associated gender issues, hold

workshops and present a report with recommendations for action, including specific ideas on how ESSPIN can provide support.

Communications and Knowledge Management

Summary of ESSPIN’s position on Communications and Knowledge Management

181. A key objective of ESSPIN’s communication strategy is to enhance the capacity of both the formal government sector and community groups to generate, access and make use of information. This is not an end in itself: increasing access to information, developing public awareness of key issues, supporting advocacy, strengthening accountability – all of these will contribute to improvements in education quality.
182. ESSPIN will work to achieve its C&KM targets not only by helping improve basic ‘operational’ elements of C&KM (e.g. better information storage and retrieval systems, better communication systems) but also by developing capacity in a wide range of user groups to handle information and communications effectively.
183. In Kaduna, KM&C will work to support formal Ministry communication structures and practices, notably the State Communications Committee, but will also build effective partnerships with media organisations, Civil Society, and education focussed NGOs, including the umbrella organisation CSACEFA.
184. There will be a focus in the Ministry on key ‘information’ areas, such as EMIS and M&E.

Comment on Communications and Knowledge Management activity areas

Communications & knowledge management

185. ESSPIN will engage in a range of activities during the Inception Period. A key target is to reinvigorate the State Communications Committee (set up in the CUBE / SESP era). One aim is to ensure that the Committee has a membership representing the whole State (the previous committee focussed on the 6 SESP LGAs). Three Zonal Branch Committees will be set up, while LGA membership on the Central Committee will now lie with the 3 Senior Officers in the LGA Forum.
186. Other general CKM activities will include: (a) agreeing a development ‘slogan’ for Kaduna education reform; (b) holding an ‘Education Forum’ with the KDSCC; (c) strengthening relationships with media houses; (d) building networks & relationships with educational CSO/NGO groups; and (e) working to support information and knowledge management issues in ESSPIN’s likely priority activity areas during the Inception Period such as Teacher Education; Out-of-School children and IQTE; and SBMCs etc.

Monitoring, Evaluation and EMIS

187. CKM Kaduna will help with information flows, together with other activities such as capacity building, within the key areas of EMIS and M&E, for example the Annual School Census and preparatory work for the State’s first Joint Annual Sector Review.

Research (and information sources)

188. CKM will support the development of the Ministry’s very basic Information Archive Centre and the up-dating of the Ministry’s Website (which exists but is very basic).

MLA

189. CKM inputs will be contingent on any ESSPIN MLA work undertaken during the Inception Period.

SECTOR SUPPORT PROGRAMME IN NIGERIA - KADUNA STATE
LAN TA SCHEDULE: JANUARY - JUNE 2009

**Easter
Wend
10-13**

ACTIVITY PACKAGE	ACTIVITY COMPONENT	WORKSHOPS			PSA	Calendar																							
		Freq.	Ps	Days		Jan	Feb	Mar	Apr	May	Jun																		
					12-16	19-23	26-30	2-6	9-13	16-20	23-27	2-6	9-13	16-20	23-27	30-3	6-10	13-17	20-24	27-1	4-8	11-15	18-22	25-28	1-5	8-12	15-19	22-26	
Planning & finance	MTSS - General planning + detailed work on initiatives																												
	MTSS - ESP Familiarisation / Teams training	1	40	1																									
	MTSS - Budget review																												
	MTSS - Budget workshop	1	40	1																									
P & F plus Institut. Framework	MTSS - Key policy document review																												
	MTSS - Key policy document workshop	1	40	1																									
Planning & finance	MTSS - Planning workshops	20	10	1																									
	MTSS - Costing of initiatives																												
	MTSS - Costing workshop	1	40	1																									
Institutional framework	Teacher Education Institut. Structures - Scoping Survey																												
	Teacher Education Scoping Survey - Wkshop	1	40	2																									
Organisational Management	HQ Organisational Functions & Training Needs Analysis																												
	HQ Organisations Functions & Train. Needs Analys. - Wkshp	2	20	1																									
School	Headteacher Development - Case-Studies (UK HTs)																												
Teacher Education	Review of TPD programme + other In-set Options - WK	1	30	2																									
	Review of Institut. Structures - KDS CoE																												
	Review of CoE Curriculum / TT programme																												
	Review of CoE curriculum - Local Workshop	1	40	1																									
Demand & voice	Kad. Teacher Assessment																												
	Educational CSOs - Capacity Audit																												
Access & Equity	Educational CSOs - Cap. Audit Findings Wkshop	1	30	1																									
	EFA Global Monitoring Up-date Seminar (Kano)	1	40	2																									
	IQTE - Situational Analysis																												
	IQTE - Situational Analysis Workshop	1	30	1																									
	IQTE - Strategies Workshop	1	30	1																									
	IQTE - Priority Activities into a Work Plan																												
Comm. & KM	IQTE - Work Plan Workshop	1	30	1																									
	Kad State CC Education Forum / Wkshop	1	40	1																									

Dates to be confirmed. Kad. costs = transport & accommodation

Kano State

ESSPIN Inception Strategy January to June 200

Introduction and Background

Purpose of the strategy paper

190. This document outlines the ESSPIN Kano inception strategy and work plan for the six months period from January to June 2009. It will support the Kano State Ministry of Education and its parastatal agencies as they review ESP priorities, develop the 3 year rolling MTSS in preparation for restructuring the 2010 budget in order to start implementing its sector reform programme. For ESSPIN nationally this will translate into a work plan for year 2 and an indicative strategy for years 3 to 6 for consideration by DFID in June.
191. The strategy for the Kano Inception Plan is therefore to facilitate preparatory activities in ESP priority areas, highlighted in the MTSS, which will lead to a planned, targeted and financially transparent implementation plan focussed on achieving the MDG and EFA goals for Basic Education and gender by 2015. This will prepare the ground for full implementation of MTSS via the restructured budget from 2010 onwards. It will involve preparatory activities such as policy studies, baselines, reviews and situation analyses identified by the MTSS technical committees. Most activities will require inputs of international TA supported by National/State Specialists and will involve planning and/or dissemination workshops. In some circumstances programme design in the inception period may engage PSA funds for duly approved pilot programmes; principally involving IQTE and SBMC activity.

Background to education in the State

192. The Education Sector Analysis (January 2008) follows on from the Kano Road Map (2008-2011) and KSEEDS and paints a grim picture of the challenges ahead of the Ministry as it prepares to implement its sector reform programme with the aim of improving access and quality of education for millions of children. Kano has a high population growth rate of 3.5% and is one of the poorest states in Nigeria. The historical manufacturing and tax base has disappeared, government is increasingly dysfunctional and basic public services such as power and water supply have collapsed. More than 60% of the working age population is either unemployed or under employed. Similarly education and health services have deteriorated measurably. There is an increasing correlation between the numbers of children and youth out of school and both civil and religious unrest. There are great contrasts between Kano metro and its rural hinterland. The rural areas are very traditional and all poverty and educational indicators indicate that uptake of secular education, particularly for girls, needs serious and immediate attention in all 36 rural and semi-urban LGA's.

193. The bulk of available financial resources come from the Federal Government and current funding formulas ensure that Kano has one of the lowest allocations per capita. There is some evidence that available finance for basic education is either not being used or is being used inefficiently (UBE, MDG, ETF, VPF). In most cases federal grants are conditional upon matching contributions in the State budget and the restructured 2010 budget reflecting the MTSS will need to reflect this.
194. Less than half of primary school age children attend secular schools (state and private), although the figure rises if one includes Quaranic schooling. This situation applies particularly to girls. Similarly the transition to secondary school is, at 46%, well below the national average; it is estimated that over 800,000 secondary school age children are out of school. Given that half will be boys, and most will be unemployed, this obviously has significant social implications, particularly in a crowded, urban and often volatile context such as Kano.
195. Apart from serious concerns with access and equity there is also a problem with the quality of education services delivered. At primary level up to 60 % of teachers are untrained, and, given that most are directly employed by LGAs for often non-educational reasons, are not motivated or committed. A recent Teacher competence assessment in Kwara which indicated that most teachers are not competent will be replicated in Kano on a sample basis. The system is also characterised by high pupil-teacher ratios and serious overcrowding, poor infrastructure, lack of potable water and sanitation and lack of educational materials; which all contribute to the observed deterioration in service provision.
196. ESSPIN's intervention is timely in its intention to support improvements and reform in access/equity, quality, teacher issues and planning and management with stated commitment from SMOE to implement sector reform. Inception activities will lead to the development of an activity based and costed rolling 3 year MTSS which can be translated into a restructured and targeted 2010 and subsequent budgets. There is growing recognition that strengthening community participation and involvement via the role of SBMC's at school level can mobilise community commitment to reform at grassroots level and facilitate effective implementation.

ESP priorities

197. The ESP (April 2008) has 5 output areas: Access and Equity, Quality, TVET, Finance and Planning/Management. Within these output areas sub-sectoral priorities are outlined, as are the crosscutting issues of gender, monitoring and evaluation, capacity building and HIV/Aids.
198. In terms of access and equity the priorities are girl's education, out of school children and youth and IQTE. Within the formal system the main instruments of change

will be SBMC's and the integration of religious and secular education. Priorities for improving quality focus on teacher issues of pre and in-service training, deployment and conditions of service. In addition there will be a reform of inspectorate services with an emphasis on quality assurance. TVET will not be an ESSPIN priority at this stage but certainly the dilapidation of the sub sector requires initial review and analysis. Educational finance is a priority which will be addressed through the reform of the budget via the MTSS and improved financial monitoring and access to extra budget federal funding, such as MDG and ETF. Planning and management will be a major priority focus with capacity building at state, LGEA and school levels.

ESSPIN approach in the State

199. ESSPIN is a sector support programme which will be designed and implemented in partnership with the Ministry of Education, its parastatal agencies and SESP in pursuit of its objective of achieving the MDG and EFA goals for education in Kano State. It is important that SMOE 'owns' the programme and that ESSPIN is seen as a support unit within the ministry and not as a 'project'. An overarching ESSPIN output is to help the state maximise the use of its available financial resources transparently and accountably; with the principle of Value for Money foremost. The inception period will concentrate upon the MTSS process and budget reform. This will guide and largely determine both subsequent ESSPIN activities and the structure and content of the 2010 and subsequent education budgets.
200. TA activities in the areas of Legal/Policy Frameworks, Infrastructure and Out of School Youth, will be common to all or most ESPIN state programmes and will therefore be co-ordinated from Abuja.

Detailed Plans

Output 2: State-level governance and management of basic education strengthened

201. ESSPIN is both governance and an education sector reform programme. Addressing overall issues of effectiveness, financial and budget management, regulatory quality and consistency and voice/accountability in a sector context will be the major focus of activities. ESSPIN will develop synergies with SPARC in order to participate fully in multi sectoral reform initiatives as they develop. At the start of the reform process it is necessary for the Ministry and its parastatals to re-examine management structures and procedures and the policy and legal framework under which they operate and engage in a comprehensive capacity building programme in order to implement the ESP effectively.
202. During the Inception period ESSPIN Kano will have determined the scope and focus of its activities in terms of the ESP and MTSS have developed the State Log Frame and

will have prepared a detailed work plan for year 2 and indicative work plans for years 3-6.

203. In addition Kano State will have established working links with other DFID supported SLPs and significant projects/ programmes working in the education and governance sectors, will have performance management processes mapped out that will support improved sector results and outcomes, will have determined user needs assessments, have conducted institutional and organisational reviews, conducted agreed baseline studies and have agreed how ESSPIN will collaborate with ongoing initiatives with former CUBE/SESP, particularly with SDS and TDP.

Planning, finance and budget execution

204. Furthering the MTSS process will be the primary activity in this first six month period and preparatory needs identified to advance it, inform it and complete it form the bulk of proposed ESSPIN activities already discussed with the Ministry. By October 2009, the MTSS will have been agreed and costed, at which point it will be introduced into the 2010 budget process to ensure that funds requested in 2010 accurately express the agreed activities articulated in the MTSS. Once detailed activities/sub activities by programme have been developed this will be followed up with the finalisation of departmental work plans/budgets to enable effective implementation and monitoring of budget execution from 2010.
205. Both SPARC and the State Ministry of Planning and Budget (MPB) will be involved in this exercise from its inception in November 2008. The MTSS will also address the issue of efficient SUBEB use of UBEC funding and accessing extra budget funding such as MDG and ETF. The process will be managed by a small Steering Committee chaired by the Permanent Secretary and meeting monthly and three Task Teams consisting of senior management from the Ministry, SUBEB and MPB. Eventually this structure will be merged into the sectoral management framework (SRSC) and the internal Budget Committee.
206. Following the Public Expenditure Review of 2007 it is necessary to look practically at utilisation of finance from all sources (State, UBEC, MDG, ETF, donor), targeting, commitment procedures, tracking, monitoring and reporting with a view to complete alignment with ESP priorities and accountability to the SRSC. In addition a review of terms and conditions for eligibility to extra budget financial resources is required to maximise access for SMOE and SUBEB.

Institutional framework

207. The institutional structure for sector reform will be established early in the Inception period under state ownership and leadership. A supervisory and advisory Sector Reform Steering Committee will be chaired by the Hon. Commissioner and consist of representatives of all concerned stakeholders including parastatals, donors,

NGO's, civil society, the Ministries of Planning and Budget, Finance and Higher Education and representation from the State Assembly Education Committee. The Steering Committee will meet quarterly and receive reports from its 3 Technical Task Teams for Access and Equity, Quality and Planning/Management; which will meet monthly. These TT's can appoint specific ad hoc technical sub committees as judged necessary. Both ESSPIN and SESP will be members of the SRSC and ESSPIN will provide secretariat services to it and its Task Teams. Progress will be assessed at an Annual Review and adjustments made to both programmes, activities and the succeeding budget where judged necessary.

208. An overarching multi-sectoral arrangement, spearheaded by SPARC, is yet to be discussed in Kano State. ESSPIN will be mindful of SPARC, PATHS2 and SAVI initiatives in the multi-sectoral reform environment and will co-ordinate activities in the areas of budget, public sector reform and community where applicable and appropriate.
209. As part of the MTSS process ESSPIN Abuja will lead a Policy and Legislative Review process to assist Ministries to clarify and rationalise the legal, legislative and policy environment for reform initiatives in each State.

Organisational management and development

210. This will be followed by a Staff Training Needs Analysis penetrating down to LGEA level, so that issues such as recruitment, deployment, induction, job descriptions/roles and responsibilities, HRD, performance management, supervision and conditions of service can be addressed both in the context of state level public service reform (co-ordinated with SPARC) and the practical requirements of mobilising for a 10 year sector reform effort.
211. It is recognised that any initiative to improve institutional and management structures must be inclusive down to the LGEA, school and grassroots level which are so critical for successful implementation. Given the emphasis in both the ESP and ESSPIN of the importance of community participation the issue of private/public partnerships will constitute a major strand throughout every initiative launched during the inception phase and thereafter.
212. The Inception period will include a programme to develop a co-ordinated inter agency and departmental Monitoring and Evaluation process which will incorporate EMIS and be based upon key indicators which can inform the Annual Review. This, together with the 2010 budget proposals, will provide a platform for the official launch of the Sector Reform Programme following the Inception period.
213. Effective monitoring and evaluation is a critical component of this quality control mechanism. The MTSS process will elaborate methodologies for achieving this. ESSPIN will develop strategies, in collaboration with SESP, for assisting the decentralisation of

NEMIS. In order for the 2009 Annual Review to have access to current data. ESSPIN will facilitate a State workshop to start this process, encourage regular meetings of the State EMIS Committee, facilitate the updating of the Schools List and proper use of School Registers, and encourage LGEA participation in data validation.

214. It has been agreed with SMOE/SESP that ESSPIN will lead the high priority component of Inspectorate Reform. This is a key area of overall monitoring of quality assurance in schools. Previous CUBE/SESP work will be continued and involve 2 main activities. Firstly ESSPIN will support the SMOE in establishing the state Quality Assurance Agency, in close collaboration with the federal initiative. Secondly SMOE/ESSPIN will roll out the use of the Quality Assurance Handbook and accompanying iterative and cascade training in pilot LGA's during the Year 1 and subsequently to all by 2013.

Examinations administration/integrity

215. Whilst examinations administration and integrity may be a concern from anecdotal evidence the real situation will require objective professional scrutiny and is not a priority during the Inception phase.

Output 3: Capacity of primary and junior-secondary schools to provide a high quality learning environment developed and sustained

216. Kano state educational system faces systemic failure. The task facing ESSPIN is how to help both Federal and State governments to turn things around by addressing core issues that will lead to system change and improved learning environments and outcomes for children. In order that this can be achieved, schools and their communities must be helped to take responsibility for changing themselves so that, with support, they can create the conditions for their own sustained improvement. A piecemeal' project approach is not sufficient and improving the effectiveness of individual components does not automatically lead to an overall improvement in quality. Therefore the emphasis of the ESSPIN approach in Kano is on whole school transformation. In order to achieve this we must address not only factors and processes promoting improvement at school level, but the support systems which need to be in place if systemic change and improvement in schools is to be achieved. As a result, a priority for ESSPIN will initially be to encourage States to think more broadly than the sometimes narrow input – output model of the ESPs to a more comprehensive outcome – impact model, which can be developed in conjunction with the States in the preparation of their State Medium Term Sector Strategies (MTSS). This will mean that within the MTSSs, funding lines to ensure a comprehensive approach to school improvement will need to be in place.

School development

217. SESP started work in this area in 2007 via its SDS component, with CUBE support. It

is acknowledged that the SDS methodology will need to be reviewed. Whilst considerable progress has been made the project has been focussed on grants. The possibility of instituting transparent and accountable operational and infrastructure grants via SBMC's will be explored. However, whilst an invaluable tool to lever community support and maintain/develop schools they do not fully address larger issues of service delivery and quality.

218. Therefore the integrated 'whole school' approach will be developed in Kano state with a programme design based on a pilot in a small number of LGAs in the 2009/10 school year. This will be scaled up in subsequent years, financed through the State budget.
219. That there is need for a general baseline on service delivery in primary and JSS is glaringly evident, as is the need for a set of Minimum Standards against which schools can be measured initially and for subsequent progress. The Survey, to be organised for all ESSPIN states via Abuja, will focus upon access, quality, finance and school/LGA management.
220. Two other issues of concern, that of re-aligning the ESP to the 'whole school' integrated approach and that of school construction and maintenance procedures, with particular reference to community participation and the efficacy of grants, are dealt with separately. The former will form part of MTSS finalisation in Kano and the latter, discussed below, will be conducted generically in all ESSPIN states from Abuja.

Learning environment

221. The issues of value for money and 'fit for purpose' are most amply demonstrated in this area where huge sums are being expended yearly with little co-ordination, accountability, transparency or supervision. The Inception period will therefore feature a large scale study, organised from Abuja, reviewing all agencies and projects engaged in infrastructure provision including water and sanitation. A review of SESP activity will be incorporated into this in order to learn from their procurement experience to date. The focus will be upon planning, mapping and targeting, designs, procurement, building methods, use of appropriate technology and supervision for both primary and JSS schools. The review will also emphasise community participation, supervision and monitoring, innovative construction methods, maintenance and accountability. Water and sanitation will be an important sub component conducted separately in Kano with a view to securing a healthy and safe learning environment. As a matter of principle, water supply will be viewed as a community and not just a school resource in order to support and encourage community participation.

Teacher deployment and management

222. This issue will be dealt with as an integral part of the Teacher Development Strategy and will involve elements of LGEA reform (output 2).

Teacher education

223. In terms of the urgent priority of teacher development the following activities are proposed for the Inception period. Firstly a consultancy is required to formulate an overarching Teacher Development Strategy for SMOE consideration and acceptance. A review of the SESP TDP component and the policies and capacity of Kano State College of Education will be included in this exercise. This will encompass issues of pre and in-service teacher training, management and finance, future needs, recruitment and deployment, career structure and terms and conditions of service.
224. Following the Kwara Teacher assessment SMOE wants a similar exercise in Kano, but on a sample basis because of cost and timing considerations. It is likely that the results of this will be as disturbing as in Kwara but SMOE considers it essential as a baseline for reform activity.

Teaching and learning resources

225. This issue is tied into the current method of central, and inefficient, procurement. Once the whole school programme has been embedded and schools have control over their own budget, and are accountable for it, then this issue can be visited properly later in the ESSPIN programme.

Curriculum reform

226. Curriculum reform is a huge area which tends to overtake both events and time once engaged in. Therefore any attempt at preparing for, or engaging in, curriculum reform will be deferred.

Science, Technical and Vocational Education

227. As ESSPIN is focussed upon basic education this is not a priority. However it is one of the ESP's five outputs and the issue of science, technical and skills training is linked to issues of massive unemployment and under employment amongst youth. Clearly ESSPIN will be asked to provide policy and preparatory studies in this area. However they will be deferred for a later stage of the programme.

ECCE

228. ECCE features as a priority within the ESP but not for ESSPIN, which is focused on the 9 years of Basic Education.

Output 4: Capacity of communities and civil society to articulate demand for educational services created and sustained

229. The Inception Period of ESSPIN provides an important opportunity to review what has been done so far and what shape future support to SBMCs might take given that their establishment is a legal requirement. In Kano, SESP/SDS has supported the establishment and strengthening of over 120 SBMC's in 3 LGA's out of 44. At the current pace intentions to roll out to another 6 LGA's in less than 2 years seems

ambitious. Yet rollout to all LGA's must be an ESSPIN priority if the objective of community involvement and participation is to be fully achieved. Clearly SDS methodology must be reviewed and an ESSPIN supported programme designed which learns from SESP's valuable experience with SBMC's and which maximises benefits, increases awareness and strengthens both their operational framework and impact on school governance. Initial research is needed therefore, both to determine the real level of uptake throughout Kano; particularly in terms of clarifying their roles and responsibilities, in school management, monitoring and accountability for grant funding, and engagement with the wider community and strengthen SBMC's capacity to advocate for and demand improved basic education services. This must be done, in part, by supporting and strengthening SUBEB's social mobilization unit to perform effectively and efficiently in promoting SBMCs as a school governance structure central to achieving ESP objectives. A further activity, organised from Abuja, will be to conduct a comprehensive sample survey of out of school children and youth. In the case of Kano this will involve separate activities to promote and implement IQTE.

Governance and accountability of schools

230. The Inception Period will therefore involve conducting an initial assessment of SBMC uptake in Kano with reference to the implementation of policy guidelines, links to LGA and state level government, community perceptions of participation and involvement, female representation and the potential for grants to enhance school development plans. This will lead to the development of an ongoing community monitoring and research strategy for SBMCs and PTA's.

Demand and voice

231. During the Inception Period ESSPIN will collaborate with SAVI in undertaking its CSO mapping exercise and support a workshop to disseminate and discuss its findings to educational stakeholders. A second activity will involve supporting the design and conduct of a capacity self assessment of selected CSO and service providers in terms of their programming skills, organizational systems/structure, capacity to deliver, relationships, financial management systems, sustainability strategy and autonomy among others.

Access and equity

232. The ESA estimates that 49% of primary age boys are in school and 44% of girls. For JSS the corresponding figures are 28% and 26% respectively. From this, we can infer that over 50% of primary children are out of state schools and almost 63% receive no junior secondary schooling. The burgeoning private sector needs further investigation. In Kano one has to be a little careful about these figures because of differing definitions of 'in school'. A larger proportion of children are 'in school' if one includes Quranic and Tsangaya 'schools'. SMOE/ESSPIN are developing an IQTE strategy to address this. It is estimated that there are over 300,000 Almajiris in Kano; these largely very young boys

are often from rural areas or from out-of-State, whose itinerant and begging lifestyle present a serious challenge to social services now and to civil society generally as they mature into unemployed, rootless and angry teenagers and young men.

233. The ESA identifies numerous reasons for the large numbers of out of school children in Kano; among them are poverty, socio-economic status, gender disparities and traditional roles. In addition there are wide disparities in the resources LGA's commit to education which need to be addressed.
234. During the Inception phase 2 activities are proposed. Firstly a preliminary assessment of the numbers, type and circumstances of out of school children will be undertaken centrally from Abuja to assess their needs and demand for education. Secondly a preliminary assessment of capacity and roles of governmental and non-governmental actors will be made and strategies for facilitating their participations in Kano developed. The work currently underway on IQTE will be a part of this overall preliminary assessment and there will be a need to ensure that this work links closely with other work in the inception phase. This study should particularly focus on girl's education in addition to special needs, inclusive and nomadic education.
235. Kano is conducting an ongoing IQTE strategy which will be advanced during the Inception phase. There will be three main activities conducted with the IQTE consultant, Masooda Bano over the course of 5 visits until June. Final consultations will take place, including a constitutional workshop, on the establishment of the Islamic Education Board. Secondly an IQTE research team will be established via a competitive procedure with local service providers. Masooda will then direct and supervise necessary research to her own specifications. Thirdly a pilot will be designed in a number of LGA's for implementation in September in conjunction with the Whole School Development programme.

Conditional cash transfers and safety nets

236. CCT's have proved to be a successful means of poverty reduction and of education/health incentives for poor and disadvantaged/vulnerable children/girls in many parts of the world, including Brazil, Mexico and Kenya. The World Bank and SMOE have had preliminary talks with MDG in respect of Kano State being a pilot for CCT's and the education of girls. ESSPIN is interested in joining this partnership, particularly in terms of longer term interventions via SBMC's, the state budget and the whole school approach. To that end, ESSPIN will provide an international consultant to engage with the programme design team and scope out a strategy for engagement with the World Bank CCT pilot during the Inception period.

Gender

237. Gender, particularly in the sense of getting girls, and very young married, divorced or run away girls, into school and retaining them until at least JSS, is a constant theme

throughout ESSPIN and SMoE documentation. This is a cross-cutting theme built into other activities, e.g. gender strategy in teacher training and access and equity issues driving girls' enrolment. A gender dimension will be built into each strand of the MTSS process

Communications and Knowledge Management

238. This is a major component of planned ESSPIN activity in support of SMoE's plans to implement the ESP/MTSS and Budget. At state level it is seen as a capacity building, advocacy and support activity rather than an end in itself. It will be an important part of overall monitoring and capacity building with the Ministry and its parastatals, CSO's and CSACEFA.
239. A number of activities are proposed for the Inception period; strengthening the State Education Communications Committee, expanding communications networks, and a newsletter in collaboration with SUBEB, The possibility of using community radio for social mobilisation and for teacher in-service training will be investigated. The unit will assist in ESSPIN Secretariat work for the Sector Reform Steering Committee and Annual Review.

Kwara State

ESSPIN Inception Strategy January to June 2009

Introduction and Background

Purpose of the strategy paper

240. The purpose of this paper is to indicate the broad range of activities which ESSPIN and the Kwara State Ministry of Education, Science and Technology (and its agencies and parastatals) will engage in during ESSPIN's inception period. They will focus around the production of a three year Medium-term Sector Strategy for the period 2010 – 2012 which will then form the basis of ESSPIN's support plan for basic education in Kwara.
241. The paper starts with a brief overview of the status of education in Kwara State and describes the Kwara education reform agenda as articulated in the Every Child Counts (ECC) charter. The paper then outlines the relationship between ECC, the Education Sector Plan (ESP) development process and the 2009 education budget. It describes ESSPIN's role to date in supporting the reform agenda. Finally the paper outlines the sets of activities (with their associated Technical Assistance (TA) requirements on an attached spreadsheet) which ESSPIN will engage in to support the State to produce an MTSS which will in turn enable the vision of ECC to be realised. These activities are set out in relation to the ESSPIN Logframe Output Activities.

Background to education in the State

242. In common with the rest of Nigeria, standards of education have been allowed to decline over the past 20-25 years. Although enrolment and survival rates tell a promising story - Kwara is enrolling high numbers of both boys and girls in Primary 1 and more importantly keeping them in school – all other indicators confirm the severity of the situation. These indicators show inadequate standards of physical infrastructure and textbook provision. Much more significantly, the recently conducted Teacher Quality Assessment demonstrated the quality of teaching to be extremely weak, whilst the 2007 CUBE baseline study indicates that the level of learning attainment by pupils in both primary and secondary schools is very low.
243. The Commissioner of Education, with the Governor's support, is committed to the reform of the education sector launching and heavily promoting the ECC charter, which constitutes a vision for the development of basic education within the State and focuses upon improving learning outcomes, particularly basic literacy and numeracy. There are four main planks:
- Improving the quality of teachers;
 - Reforming the system of school inspection;
 - Improving the College of Education;

- Strengthening the capacity of the Ministry of Education and its agencies and parastatals to enable it to support the reform agenda and deliver an improved education service.

ESP background and priorities

244. In late 2007 – early 2008, DFID’s Capacity for Universal Basic Education Programme (CUBE) supported a comprehensive assessment of education in Kwara State which resulted in an Education Sector Analysis (ESA) (March 2008). The analysis included a financial simulation programme which assessed the viability of a range of possible development plans. From the scenarios outlined, the ESA proposed an ‘optimum scenario’ as the basis for long-term planning.
245. The ESA informed the development of Every Child Counts, which in turn influenced the structure and priorities of the Education Sector Plan (2009-2018) (ESP). The plan, although not yet formally signed off, has a high degree of political buy-in and has been carefully studied at Director Level and above. In order to move the reform agenda forward ESSPIN then supported the development of the 2009 budget, broadly based on the ESP priorities.
246. Kwara’s ESP is structured around the planks of the reform agenda, together with sections on Access and Equity (which could be said to represent the overarching commitment to put the child at the centre of the reform process) and education funding.
247. Key ESP targets are as follows:
- For improving access and equity they include implementing measures to improve system efficiency and instituting regular reviews of educational outcomes; reducing LGA disparities and improving teacher deployment practices; increasing ECCE provision using (PPPs); exploring cost effective ways of providing adequate classroom facilities; welcoming and promoting the continuation of a well regularised private sector; improving inclusive education and strengthening the Agency for Mass Education.
 - For reforming tertiary education targets include developing a coherent costed policy for post secondary education and reducing the intake to pre-service teacher education programmes to better align supply and demand for teachers.
 - For improving educational quality targets include supporting adequate textbook provision; reforming all pre-service teacher education programmes to include practical teaching experience; improving the quality of teaching and student entry procedures at Oro; instituting a system of probation and mentoring for teachers; developing a comprehensive costed plan for an in-service teacher education programme and developing an incentivised teacher career path based on performance.
 - With regard to institutional reform and management targets include developing a harmonised inspection system focussed on Quality Assurance; simplifying and clarifying roles and functions at all tiers of government within the State and reforming EMIS.

- Finally, Education Funding targets include increasing the amount of public funding for education and improving the efficiency and effectiveness of resource allocation.

ESSPIN approach in the State

248. ESSPIN will support the development and monitoring of Kwara's strategic plans and budgets. As indicated, the major initial target for ESSPIN is to support the Ministry achieve an MTSS which will transform the strategies outlined in the ESP into a viable and properly costed Action Plan for the 3 years 2010 – 2012. ESSPIN's own support plan will be coherently linked to that of the State.
249. During the first six months of ECC CUBE directly supported, through the provision of TA, the implementation of ECC activities and it is clear that supporting and adding value to the reform agenda through ongoing support to its four planks will shape our work in Kwara. In particular, beginning to shape a realistic response to the crisis in teacher education and performance as identified by the Teacher Quality Assessment and the work of the Oro College reform team will be a requirement throughout the inception phase.
250. However it will be important to ensure that our role is a responsive rather than reactive one. An important element of ESSPIN's role will be to help raise the quality of the discourse around key issues, for example on school governance and school transformation. The substantial discussions on both policy and implementation mechanisms which will form part of the MTSS development process (see below) will provide an excellent platform for this debate.
251. ESSPIN inherited from CUBE an approach to working with the Ministry involving extensive policy dialogue with the Honourable Commissioner and Permanent Secretary together with day to day engagement with the four reform sub-committees, comprised of key senior officers of SMOE and its parastatals. It is anticipated that this will broadly continue. However, formal oversight and management structures for the Kwara ESP (and for redefining our ongoing relationship with SESP) have not yet been agreed, and it will be important to resolve this.
252. Our experience to date indicates that there is considerable capacity at senior levels in the Ministry and its agencies and parastatals, but that the organisational arrangements within which they work do not always enable staff to function effectively. Supporting the Ministry's internal reform will be a major component of our work, as will engaging with Local Governments (LG) and Local Government Education Authorities (LGEAs). Finally, ECC aims to act as an agent for stimulating debate and create consensus and momentum, as well as mobilising support in key policy areas. An important part of our approach will be to build the capacity of the State Communications Committee.

253. There are no other DFID supported SLPs currently working in Kwara. It will therefore be particularly important for ESSPIN in Kwara to find ways of ensuring 'demand side' issues are well articulated in the debate around reform within the State.

Detailed Plans

Output 2 - State-level governance and management of basic education strengthened

254. ESSPIN's long-term objective is to improve the overall environment in which education policy is formulated, financial provision is generated and controlled, and effective education service delivery is managed. Within Kwara SMOE there is an understanding that the reform agenda cannot be implemented whilst the institutional framework and organisational arrangements responsible for implementation remain weak and the ability of senior management to develop plans based on accurate information remains compromised. Because of this understanding, building stronger institutions at all levels is therefore one of the planks of the Education Charter, and one of the four reform sub-committees is tasked with this role. There is also recognition within Kwara that institutional and organisational reform at Local Government level is critical for the success of the reform agenda.

255. In the immediate short-term, the focus of the Inception Period work within Output 2 will be twofold:

- Producing an effective and costed MTSS based on the recently agreed ESP. This will place the ESP as the corner-stone of all reform activity.
- Continuing to support the work of the Reform agenda sub-committee on institutional reform and organisational strengthening.

Planning, finance and budget execution (ESP, MTSS annual budgets)

256. The MTSS process will be a major focus of activity in the inception period. The situation in Kwara is that the 2009 budget, based broadly on the ESP priorities but in the absence of a three year operational plan, has been developed and approved. Carrying out the process introduced the key State officers to the principles of activity based budgeting and promoted their engagement with the ESP. In addition, the experience of developing a budget allowed for preliminary discussions around a tiered management approach (in particular the development of a Senior Management Team (SMT) and for an assessment of capacity building needs for the MTSS process.

257. The results of the Teacher Quality Assessment raise a number of key issues for the ESP and the MTSS. In the short term, it is possible that the outcome of the assessment will require an increase in the financial commitment in the 2009 budget. More significantly, and in the longer term, teacher quality interventions will undoubtedly require more funds than are already identified in the ESP as it stands at present.

258. The production of the MTSS will involve three stages. It is envisaged that stages one and two will be led by an experienced education economist, who will work (in a series of inputs) with the State throughout the MTSS process. This consultant will be supported during Stage 2 by a national budgeting specialist who will take the lead during Stage 3 (documentation).

Stage 1: preparation (approximately three weeks)

- Establishment of teams. Working structures are in place in Kwara but the responsibilities of the sector (task teams) may need realigning, an oversight team needs to be established and the composition and responsibilities of the SMT need clarification. This would involve the preparation of a discussion document, briefing of the Commissioner and PS followed by one day of training for 40 people to clarify the teams' understanding of the MTSS process and their roles.
- A review of the current situation in Kwara; including reviewing the lessons learnt from the process of the 2009 budget formation as well as the degree to which it reflects the ESP priorities. This review should also cover the extent to which the ESP is aligned with other high policy documents. It is anticipated that this work will take approximately three weeks and at the end of this stage it should be possible to sign off on the ESP. (The State's wish to access FTI funds and the finalised document will need to facilitate this application, so liaison with the SESP team will be important).

Stage 2: strategy sessions

During this stage strategies outlined in the ESP will be reviewed and further developed through a series of workshops with both the SMT and the task teams. This represents a major opportunity for ESSPIN to influence the State's thinking on key thematic areas such as school development planning, which at this stage do not appear in the ESP, and will also allow for the development of a comprehensive teacher education strategy. Relevant studies and analyses will be undertaken prior to the MTSS strategy sessions to inform the debate.

Stage 3: documentation stage

This stage involves the full costing of activities and the harmonisation of the report and is unlikely to be completed before the end of the inception phase.

Institutional framework

259. Given the broad nature of the challenges facing the basic education sector and the proposed extensive reform response to these challenges a review of the current legislative framework is needed. During the inception phase an analysis of the current legislation will be undertaken to consider the extent to which the proposed reforms are consistent with existing legislation and whether revision of drafting of new legislation is required.

260. In addition, a study is currently underway to assess LGEA involvement in education service delivery, analyse funding flows to schools, and propose areas for ESSPIN support. The study report will be shared with state stakeholders and its recommendation considered.

Organisational management and development

261. ESSPIN will provide a consultant to begin work on the restructuring and realigning of functions and departments of the Ministry and its agencies and parastatals, and will conduct a management skills audit. This work is scheduled at this time both to respond to the degree of importance that ECC attaches to building Ministry capacity and will enable decisions about the amount and nature of training to be incorporated into the MTSS and not to lose momentum on work already begun. To this end some limited and targeted training will be supported, based on the management audit.

Monitoring and evaluation

262. ESSPIN will provide support to EMIS through long-term TA based in Kwara but also serving Lagos State. This consultant will support the development of an Information and Communications Strategy for the MDA, as well as developing a framework for ensuring that the Ministry can collect and use school level information. This will include supporting the reinvigoration of the State EMIS Committee.
263. Quality Assurance & the Inspectorate: ESSPIN will continue CUBE-initiated work on training State Inspectors in the new Inspection Instruments and internal School Self-evaluation, whilst at the same time working with senior management to develop a formal proposal to create an autonomous Kwara State Education Quality Assurance Bureau (SEQAB).

Examinations administration/integrity

264. No activity is scheduled during the Inception period.

Output 3 - Capacity of primary and junior-secondary schools to provide a high quality learning environment developed and sustained

265. ESSPIN aims to develop and sustain the capacity of basic cycle schools to provide a high quality learning environment. ESSPIN's approach is based on the understanding that schools themselves are the main locus of change, and must be helped to take responsibility for changing themselves so that, with support, they can create the conditions for sustained improvement.
266. CUBE/ESSPIN supported Kwara to undertake an assessment of its teachers' ability. This confirmed that teachers, (qualified as well as unqualified - the majority of Kwara's teachers are qualified, and across the State the teacher-pupil ratio is favourable) lack the knowledge and skills to teach even basic subjects effectively. ECC has always had a strong emphasis on teacher improvement with two out of the four planks directly

focused on teacher education, and this is reflected in the ESP. ESSPIN will encourage the State to consider other factors which consolidate teacher improvement efforts and support school improvement. The development of the MTSS affords ESSPIN the opportunity to do this. The time is right, as discussions on the results of the teacher assessment is leading stakeholders to think about the need for systemic change, raising questions about the efficacy of the sometimes narrow input-output model of school improvement which is reflected in the ESP.

School development

267. ESSPIN is currently supporting a review of LGEAs and school level financing and funding flows. Findings of the study will be presented to state stakeholders during the inception period. In Kwara, this study should include a review of the SESP SDS component, agreed during the last joint review mission. Although it is early days to undertake such a review, Kwara has not included direct funding to schools in its ESP, and a review at this time would facilitate a debate on its potential value which could feed into MTSS planning.
268. Head teacher training and advisory support is covered under the section on teacher deployment, management and education.

Learning environment

269. ESSPIN will support a review of school infrastructure covering building and maintenance practices, methods of procurement, management of contracts, unit costs and budgeting, and general designs. The review will be undertaken as a programme level activity. An innovative approach to school designs (based on local conditions), and community construction will be considered.
270. In addition, an assessment of current provision of water and sanitation in basic cycle schools will be supported by ESSPIN as a programme level activity.
271. ESSPIN will support a review of school health and HIV/AIDS. The review will be undertaken as a programme level activity. In Kwara this will seek to look at what health interventions might support the Governors' School Milk initiative.

Teacher deployment and management and Teacher education

272. ESSPIN will support the development of a comprehensive teacher development, management and support strategy which will address the findings of the TQA. This strategy comprises four programmes, developing:
- A structured programme which will enable basic cycle teachers to deliver core subjects effectively.
 - A longer term programme of teacher education linked to a career structure based on agreed teacher competencies.

- An effective advisory and support system for basic cycle schools.
273. Oro College as an institution which can deliver quality pre-service education and support continuous teacher education.
274. Initial activities which will take place during the inception period to ensure that the requirements of this strategy are captured by the MTSS, and in order to respond to the urgency of the situation include:
- Regular co-ordination meetings for the whole team involved in teacher strategy work;
 - Support to a Ministry led workshop to communicate emerging strategy to key State stakeholders;
 - Support to the Teacher Recruitment, Assessment and Promotion Board;
 - Development of an outline career path based on teacher competencies;
 - Two studies to establish a baseline of classroom practice and case studies on Headteachers' roles and functions (to be conducted by VSO);
 - Institutional review of the roles and functions of senior teachers, Heads and LSS including the establishment of criteria for these appointments;
 - Development of a strategy and operational and training plans for an advisory and support system;
 - Study tour for task team and senior staff to see structures teaching programmes in action;
 - Development of a structured teaching programme strategy and operational plan;
 - Support to the management of Oro College;
 - Support for the development plan of Oro College;
 - Clarification on the institutional linkages around the different strands of this strategy.

Teaching/learning resources

275. No major work will take place during the Inception Period, other than some monitoring by the Education Quality State Specialist of how SESP's text-book procurement and delivery processes work in practice when the books for the 6 SESP LGEAs actually arrive. Preliminary findings will inform future support. The State Specialist will also work with SESP and the Education Resource Centre to follow up on a CUBE supported input to the ERC to consider ways in which it can be involved in resource production for improved literacy and numeracy teaching.

Curriculum reform

276. ESSPIN will support a programme level review of language and literacy in primary education to establish relationships between language and learning outcomes
277. No work will be undertaken on the FLHE curriculum during the inception period.

Science, Technical and Vocational Education

278. Poor quality school science teaching is a major concern for Kwara State. The institutional structures are complex; there are resource problems (e.g. inadequately equipped laboratories); there is a serious shortage of science teachers and in general a low level of teacher quality. ESSPIN will support an initial Scoping Study beyond the Inception Period.

ECCE

217. ECCE is not an ESSPIN priority activity, but it is one for the Ministry and is a likely area of increased support by the World Bank.

Output 4 - Capacity of communities and civil society to articulate demand for educational services created and sustained

279. ECC can be described as a contract between the State and its people to improve the quality of education and learning outputs for the children of Kwara, and this output aims to put flesh on the bones of this contract. ESSPIN will aim to enhance both community capacity to articulate demand for better services, through strengthening SBMCs, PTAs and civil society groups active in education and the State's ability to respond and engage with communities through strengthening the Social Mobilisation staff at both State and Local Government level.

280. Increased accountability is a necessary condition for the improvement of the quality of education and ESSPIN will support the development of accountability and transparency initiatives and tools.

281. The drive to improve the quality of education is generally regarded as more pressing in Kwara than the question of access. Although Nigeria has the largest number of out of school children in the world and access issues therefore correctly loom large, the picture is seen to be different in Kwara. The ESP reports that Kwara "is not just enrolling very high numbers [of both boys and girls] in PRY 1 but is keeping them in school... with an increasing number of those completing PRY6 now moving on to junior secondary". It is thought that, in Kwara, children who are classified as being "out of school" are from specific vulnerable or disadvantaged groups. To verify this, and to support improved decision making in this area, ESSPIN will encourage collection of better data on out-of-school children and support a review and strengthening of existing plans for addressing the needs of these groups of children.

282. An issue for Kwara is to ensure that the current high levels of enrolment and completion do not start to drop if parents become disillusioned with the quality of education on offer in Kwara schools. ESSPIN will support ways to actively engage communities in a campaign to improve literacy and numeracy (see below under Communications and Knowledge Management).

Governance and accountability of schools

283. ESSPIN will support an assessment of SBMCs looking at policy development, dissemination and implementation at state, LGA and school levels; composition and operation of SBMCs; links to government institutions at LGA and state levels; links to PTAs; community perceptions and participation; and the engagement of SBMCs with the improvement of learning outcomes. ESSPIN will support a technical forum at state level to share findings of the assessment with stakeholders and develop appropriate strategies for implementation in the post-inception period.

Demand and voice

284. In the absence in Kwara of SAVI, ESSPIN will have to draw on SAVI models, knowledge and experience in other States to lead this work. We will collaborate with CSACEFA and VSO to map CSOs in Kwara and conduct a capacity audit on their ability to advocate, influence policy issues and create and support demand for quality improvement. Together with CSACEFA and VSO ESSPIN will develop a mentoring plan for selected CSOs. This will be a major area of work for the State Equity and Access Specialist.

Access and equity

285. ESSPIN will conduct a review of the role and function of the relevant departments in the MDAs, for example Social Mobilisation departments and the Agency for Mass Education.

286. ESSPIN will contact the Agency for Mass Education as part of the process of seeking innovative ways of engaging communities with the issues of improving literacy and supporting schools (see below under Communications and Knowledge Management).

Conditional cash transfers and safety nets

287. ESSPIN will disseminate the lessons of pilots in other States, for possible future adaptation in Kwara.

Gender

288. This is a cross-cutting theme built into other activities, e.g. gender strategy in teacher training and access and equity issues driving the enrolment of both girls and boys. A gender dimension will be built into each strand of the MTSS process.

Communications and Knowledge Management

289. Communications and knowledge management are central to the success of ESSPIN. ESSPIN's key partner will be the State Communications Committee, with whom the State based Communication Advisor will continue to work closely. State partners (government, schools, communities, civil society organisations, and the media) will be helped to report, monitor and, ultimately, improve performance of the education sector.

290. The Kwara Reform Agenda is a profound and wide ranging one. By presenting it through the ECC Charter in a way that is readily comprehensible to all Kwarans, the Commissioner has succeeded, to date, in fostering public support for reform. CUBE and later ESSPIN supported the development of materials to launch ESSPIN. However, some aspects of the agenda require Kwarans to accept unpalatable information and face fundamental changes within the education system. Taking forward the reform process on which the ESP (and our investment plan) is built will not be easy and thus the C&KM team face a particular challenge in Kwara. During the Inception Period, plans will be developed and where possible implementation will begin immediately.
291. In addition, ESSPIN's internal communication objectives will also be enhanced, namely creating awareness of programme developments and achievements, creating easy access to documents, research and reports, facilitating knowledge sharing between ESSPIN and other programmes, and helping to coordinate activities between ESSPIN and other SLPs.

Communications & knowledge management

292. ESSPIN will continue to support the work of the Communications Committee, to develop its capacity and to consider whether zonal, senatorial constituency or even Local Government Communications Committees should be established. The Communications Strategy will be reviewed and messages and target audiences agreed.
293. General activities to raise the profile of the reforms across the State will include the development of posters for school/LGEA and other public buildings.
294. ESSPIN will support the Ministry develop a regular Ministry bulletin for the education sector, and will begin work on the development of a documentary film.
295. ESSPIN will support the translations of the Learning Outcomes Card and the evaluation of the impact and reach of these translations.
296. ESSPIN will support a specific programme to engage with the TQA results, this will involve a series of general stakeholder meetings to debate the emerging teacher strategy and a specific programme to build the profile of the mentor teachers.
297. ESSPIN will support a review of progress on the reform agenda by supporting half yearly reviews (the first one to be held in June). Regular stakeholder feedback sessions to obtain the views of different groups engaged in the reform process will also be supported, during the inception period plans for this will be developed, a Stakeholder Survey instrument designed and piloted.
298. ESSPIN will support work to improve the media partnership.
299. ESSPIN will support an event on the EFA Global Monitoring Report.

Lagos State

ESSPIN Inception Strategy

January to June 2009

Introduction and Background

Purpose of the strategy paper

300. The purpose of this paper is to outline the range of activities, including surveys, situation analysis, workshops and detailed planning sessions, which ESSPIN will engage in over the period January – June 2009 in conjunction with the Lagos State Ministry of Education and relevant MDAs in order to finalise the 10 year education sector plan, review the three year MTSS rolling operational plan for the period of 2009-2011(extracted from the 10 year plan)ensuring that all initiatives (existing & new) are within the confines of the indicative expenditure envelope defined for each year. ESSPIN will base its own two-year investment support plan for education development in Lagos on the MTSS.
301. The paper starts with a brief overview of education in Lagos State, summarises recent work on the development of the Education Sector Plan (ESP), the costed operational plan (ESOP/MTSS) and then highlights some of the key development and reform issues in the State as identified in the ESP. The paper then outlines the set of activities (with their associated Technical Assistance [TA] requirements on an attached spreadsheet), which ESSPIN will engage in as a means of supporting the State to produce a final draft of the ESP and MTSS. These activities are set out in relation to the ESSPIN Log frame Output Activities.

The State of the Education Sector: Summary of Issues

302. The Nigerian Educational System has suffered from several decades of neglect and a recent (2007) assessment of its status by the Federal Ministry of Education highlighted a myriad of problems in every sub-sector/sphere: Early Childhood Care and Education, primary, junior and senior secondary, technical and vocational, teacher education, tertiary and non-formal education and special education.
303. Poor completion and progression rates at all levels of education. An estimated 7 million school-aged Nigerian children are not in school. This represents a loss of potential valuable talent in the future.
304. Not only are the numbers in public schools low, but the quality of learning outcomes is poor and the curriculum is not appropriate for the needs of a modern society (NPS, Nigeria 2004; World Bank, 2007; 7-Point Agenda 2007).
305. In the late seventies and early eighties, the Lagos State educational system grew rapidly in size at the detriment of its overall quality. Problems imposed by the expansion of the system include lack of capacity for planning and management, limited financial resources, inadequate information and monitoring systems. Inadequate

funding has had an impact on the organisation and management of education at all levels. There is also a need for the reconstruction of infrastructure, and an improvement in the quality and standard of all educational programmes.

306. Lagos State is a mega-city and of great economic importance to Nigeria. The State is endowed with natural and human resources and it is Nigeria's most prosperous city. It is one, if not the highest contributors to the growth of the national economy going by the following:

- It accounts for approximately 60% of Nigeria GDP;
- 65% of industries are in Lagos;
- 6th largest mega city in the world;
- It has well over 2,000 industries and about 250 financial institutions;
- About 65% of Nigeria commercial activities are carried out in Lagos.

307. However despite its economic status and industrial base, Lagos is a poor city. According to NLS survey, 67% of the population lives on less than one dollar a day. The key to its development is the empowerment of its vast human capital with the relevant knowledge and skills that would allow them harness the great potentials of the State.

Educational Indicators for Lagos State

308. Lagos State as at 2007 had 11,350 schools (Public and Private) with an aggregate enrolment of 2.3 million students. 1,030 of these were public primary schools, 307 public junior secondary school and 298 public senior secondary schools. 7,511 private primary schools, 1,172 private junior secondary and 1,037 private senior secondary schools.

309. Total number of students enrolled in public schools at all levels by 2006 is 1.024 million the enrolment in the private schools is approximately 1.3 million higher than the public schools. Statistics shows a marked decrease in enrolment in public primary schools from 655,699 in 1996 to 454,808 in 2007. The schools are characterized with overcrowding and inadequate infrastructure.

310. Currently, there are 5,633 classrooms over 20 years old that urgently need to be converted into standard bungalow classrooms at a conservative estimate of N1.7 billion; this is one of the longest standing problems in the State education sector.

311. Lagos State in recognition of education as the vital transformational and formidable tool for the alleviation of poverty as a means to achieving sustainable economic empowerment has through strategic and collaborative partnership with several key stakeholders produced the Lagos State economic and empowerment development strategy (LASEEDs), the ten point agenda called the Lagos economic advancement

program (LEAP) . These are policy initiatives contain strategies to transform the state into a model mega city through the actualization of poverty alleviation and sustainable economic growth. The concepts of universal access, equity and provision of quality, functional and relevant education which is fundamental to the success of the MDG and EFA goals underpins the strategies of the Lagos State Government in the ESP.

ESP – background and priorities

ESP background

312. Lagos State has in the past few years shown strong political ownership and commitment to the education sector, its government has embarked on reforms since 1999 and has always put education at the top of its agenda.
313. Lagos State Ministry of education began a new journey in 2006 to a new destination– namely, to provide a coherent education sector plan.
314. In 2007 Lagos State Government (LASG) embarked on extensive reforms THE EKO PROJECT during which the first draft of a comprehensive ten year Education Sector Plan was produced with the assistance of the World Bank under SESP.
315. The principal development objective of SESP is to improve the quality of public junior and secondary level education in Lagos State.
316. In line with this, Lagos State through the assistance of World Bank developed several strategy documents namely the Lagos EKO SESP Baseline Study (2008),The Lagos EKO (SESP) Environmental & Social Management Framework (2008),The Public Secondary Education Strategy Study, The Private Secondary Education Study, The Lagos EKO SESP Inspectorate Report, Social appraisal of the education sector The Lagos State Public Expenditure Review, EMIS/LASGEMS, GIS school mapping, Teacher Training Study through several consultants which provides a comprehensive assessment of education in Lagos State. The strategic documents were limited to the Junior and secondary school levels as this is the focus of SESP.
317. The strategic documents were then used to review, refine and produce the first draft of the Education Sector Plan.
318. The Lagos State Education Strategic Plan (ESP) provides an overview of education sector policies, objectives, targets and strategies for the period 2009 to 2020. In summary, the ESP provides the framework for education development in Lagos State over the next ten years.
319. The purpose of ESP is to assist in poverty reduction and economic development through the empowerment of Lagos State’s human resource. Ultimately the aim is enable all citizens to access education in order for them to develop as individuals, to

improve their social and economic well-being and to play their part in the development of the state and the country as a whole.

320. All future planning for educational development activities in Lagos State will use the ESP as the key guiding document.

ESP Priorities

321. The structure of the Lagos ESP is around all education spheres [Early Childhood Care and Development (ECCD), Basic Education (*Primary & Junior secondary*), *Senior Secondary Education, Adult and Non-Formal Education, Technical and Vocational Education, Tertiary Education (Polytechnics and Universities)*].

Policy and Strategic Priorities: The Critical Pillars

322. In view of the large number of issues and challenges facing this sector and the realisation that resources are severely limited, the following Critical Pillars upon which the rebuilding of the Education Sector must take place have been identified. These are discussed below.

The Critical Pillars

Access and Equity

323. In the Lagos ESP, the issues of access and equity are regarded as critical pillars for carrying out a reform of the sector. There is considerable uncertainty about the extent of the problem. The EFA Action Plan of 2003/04 estimated that of around 5 million school age children in Lagos, 2.5 million are out of school. The most up-to date EMIS data suggests around 1.3 million children aged 6-14 years are not enrolled in school. It is recognised that EMIS figures are based on incomplete data. In particular, EMIS is currently unable accurately to capture the extent of private provision. Whilst it is currently not possible to provide an accurate picture of the extent of under-enrolment it is clear that there is a serious lack of capacity to meet the demand for basic education, resulting in high numbers of out of school children.
324. There is also uncertainty about overall population figures, which vary between 12 and 17.5 million. Without precise age-specific population data from 2006 to date, it will be difficult to get an accurate picture of who is and who is not in school.
325. Presently, there are 1,030 primary schools, 307 public junior and 298 senior secondary schools with aggregate enrolment of approximately 1,024,560 million in the State and 1,258,826 in approved private secondary schools. In these public schools, there is a substantial infrastructure shortage; most of the classrooms are in a deplorable state.

326. The trend analysis of enrolment in junior shows a decrease in growth rate by about 8.14% and an increase in number of schools by 0.33%. Senior Secondary education has shown a decrease in growth rate of 18.37% and an increase in schools. This decrease has happened despite increase in infrastructure.
327. The above becomes even more alarming because of the number of children out of school because of high population growth in Lagos. Nigeria tops the list of the highest number of out of school children.
328. Gender equity in primary and secondary education is at the point of being achieved and gender parity is in favour of girls, especially at the primary level.
329. Lagos State is committed to the provision of good quality education to all children in the state. However, the demand for education far exceeds the financial resources available to the state, which is why enrolments at private schools are so high and continue to grow rapidly (around 68.45% percent in 2006/07). Distrust in public schools is probably another reason for the higher proportion of private schools in the state. There is an urgent need to address the influx of children into Lagos, out of school children by building additional classrooms, renovating and upgrading existing structures.

Multi stakeholder Public-Private Partnerships

330. Recently Lagos State shut down its unregistered private schools. Rather than shut them down, the State needs to recognize the vital role private education plays such that it requires policy attention in all areas where challenges exist.
331. There is an urgent need for the ESP to address the private sector involvement in education and develop a strategy that will empower the private schools department to set guidelines for the accreditation of existing private schools and encourage accreditation of more private schools. There should also be a focused determination to engage private sector, the community and other partners to assist in upgrading, improving and building additional infrastructure.

The Institutional Structure for Managing Private Education

332. The Private Education Department, as presently constituted lacks the institutional capacity for regulating and managing private schools in the State. This is due to the following factors:
- Strategic plans and budgets not sufficiently articulated. The Department's vision and strategic plans are not available. Clearly there is a tremendous desire and intent to improve the sector but this is not structured.

- Adequacy of staff – there are four members of staff in the secondary education unit of the Department; clearly inadequate to cover over 300 schools.
- Quality of staff – there is a need to upgrade the staff - experience, customer service attitude, and understanding of school business, staff training etc.
- Little or no use of technology – the office is not networked, there are not enough computers and the software in place is inadequate to build a database for the management of files.
- Resources and facilities – the office is not welcoming, the department has one vehicle and these are not sufficient to carry out the Department’s assigned tasks.

333. A well defined Quality Assurance System that includes Learning Achievement, Bench-marking & Accreditation of schools, Monitoring & Evaluation and the Inspectorate is critical to the success of the education system in Lagos State. In order to improve the quality of education, the strategy needs to focus on ensuring that the determinants of quality are in place in Lagos State schools. These include inputs, such as teachers, textbooks, infrastructure, other basic materials; They also include outputs such as performance in exams, school achievement. Process: Curriculum, teacher competence, school environment.

334. Generally speaking, in Lagos State public school system has failed in this role as learning outcomes are low, teachers are not well trained and lack motivation; teaching methods are out of date, there is insufficient teaching of life skills, infrastructure, teaching/learning materials are inadequate and in a state of decay. Little wonder then that the enrolment is decreasing and parents are opting to educate their children in private schools registered or unregistered.

335. Teacher Education & Quality: The availability, competence and commitment of teaching and support staff are of paramount importance in ensuring that educational services are delivered efficiently and effectively. There is a need for review of Lagos colleges of education to ensure that the pre service, in service and continuous training being given will equip teachers for the delivery of high quality education. Teacher recruitment and deployment is also a key issue in Lagos State as there is presently an embargo on teacher recruitment and there are schools that lack teachers for core subjects and other subjects.

336. Student attainment – There is a chronic inadequacy of basic facilities to support teaching and learning. Between 200-2004, the students who achieved 5 credits at WAEC including English and Maths were 23%. Improving student learning is a priority in the Lagos ESP.

337. The Inspectorate system is characterized by a multiplicity of players with roles and

responsibilities often overlapping resulting in duplication of efforts impacting efficiency and effectiveness.

338. The State recognizes that the current inspectorate services are inadequate and fail to meet the minimum standards required to bring about meaningful improvements in education delivery. It accepts that the structure of the Inspectorate needs both review and reform, management systems and staff need strengthening and that an increased operational budget will be required if the Inspectorate is to deliver its mandate. Whole School Evaluation is the cornerstone of the quality assurance strategy. It is one of the emergent frameworks for education quality assurance globally. The process is a more interactive procedure which includes both school self-evaluation and external evaluation.

Relevance (Technical & Vocational Education)

339. The system emphasises theoretical knowledge at expense of technical, vocational and entrepreneurial education. There is an urgent demand for integration of vocational skills with general education at junior secondary level. At Senior Secondary, there are 5 Lagos State technical colleges besides an array of privately owned vocational centres; these institutions have continued to perform below expectation in terms of the quality and quantity of training and students. They are characterised by very low enrolment, poor results, rot in the system, policy inconsistency, obsolete facilities, poor staffing. There is an obvious disconnect between the curriculum taught at these colleges and the needs of private sector. It is obvious that the transformation of these colleges into institutions that will produce knowledgeable and competent skilled citizens needed to bolster economic growth will depend on active partnerships between the colleges, private companies and other partners.

Education Policy, Planning and Management

340. The success of any Education Reform Program hinges on the efficiency and effectiveness of the Institutional framework that drives that program. Planning, management and monitoring are made ineffective through weak systems of data collection, analysis and dissemination.
341. The general availability, quality and reliability of data are poor in Lagos State. There are several discrepancies between the various sources available in Lagos (LASEEDS, SUBEB, EMIS, MINISTRY, SCHOOLS) Lagos State is in urgent need of a credible source for data collection as the information emanating from EMIS which is being used by SUBEB and other parastatals to plan appear to be faulty, inconsistent and totally at variance with what's on ground in the schools. It is therefore not possible to fully rely upon the absolute accuracy of figures quoted in the following sections. It is however safe to

assume that they are not wildly inaccurate and are therefore strongly indicative of the true situation.

342. For Lagos State to plan adequately for the education sector, it is extremely important that it improves drastically the quality and methodology of its data collection procedures during the annual school census if its data and statistics are going to be regarded as credible for the purposes of sound planning and strategizing.
343. Therefore strengthening the policy, planning and monitoring & evaluation capacities at the State and District Level including the development of a robust Education Management Information System (EMIS) is critical and must be a fundamental aspect of the reform program in the ESP.
344. The Lagos State Ministry carries out her function through the State Ministry of Education (SMoE), parastatals and agencies. The functions of the main ministry, all parastatals and agencies are geared towards ensuring an effective and efficient discharge of this overall mandate. The parastatals are charged with the actual implementation of policies formulated for the sector and to a large extent have substantive authority for their institutions management and operational decisions as well as programs. Such authority is resident in their respective Permanent Secretaries, Tutor Generals and Directors who are accountable to the Deputy Governor/Honourable commissioner for education.

Resource Allocation

345. The ESP assessed the management and efficiency of the Lagos State Education system by reviewing the ways by which it mobilised, allocated, utilized and effectively managed the scarce resources (human, financial, material) available in order to:
- Eliminate waste and under utilisation of funds, materials, and human power.
 - Channel resources to those things that would really make a qualitative difference.
 - Maximize the 'staying power' of children in school, by eliminating absenteeism, repetition and dropout.
346. Concerns for efficiency and effectiveness are often anchored on two main considerations:
- Resources are usually scarce and therefore whatever is available has to be judiciously used.
 - The efficiency with which resources are used matters more than the amount actually appropriated.
347. Reviewing the present structure of the Lagos State Ministry, there is a lot of room for improvement in terms of efficient management of resources for example

inspections are currently carried out by the Federal Inspectorate, Lagos State inspectorate and Local Government Inspectorates. Each uses its own procedures and instruments and there is no coordination concerning which schools will be inspected. The relationship between the state ministry and SUBEBs can have dysfunctional effect on the delivery of UBE. The overlapping responsibilities and functions of institutions involved in the education sector erode accountability mechanisms. If more than one institution has the same functions and responsibilities, each institution's incentives to fulfil these functions are reduced. When activities are not carried out or are undertaken unsatisfactorily it is difficult to hold individual institutions to account.

348. The capacity of LGEA staff to carry out their functions and responsibilities is weak. Given the importance of LGEA staff in the management and administration of the education system, improving capacity at this level is important if education sector objectives are to be achieved.
349. These institutional constraints impose severe limitations on individuals and organizational capacity for policy making, planning, and management of the educational system as a whole which in turn limits its efficiency, effectiveness and accountability. Clarifying and reducing the overlap between institutions involved in the education system are likely to improve accountability and education sector performance.

ESSPIN approach in the State

350. ESSPIN will support Lagos in the review and finalization of its ESP and MTSS. Lagos has produced a first draft of its ESP and finalized its MTSS to meet up with the March 2008 deadline given by the Lagos State government. Inevitably the MTSS was rushed and as anticipated was completed before the finalization of the ESP. ESSPIN will assist in ensuring that the strategies in finalized ESP are properly prioritised, achievable and realistic and would also seek to review and update the MTSS FOR 2010-2011 in line with the finalized ESP.
351. Lagos State prepared its Medium-Term Education Sector Strategy to cover the period 2009-2011. The MTSS which is the framework for actions and activities in the State Ministry of Education has six strategic goals and 39 objectives and sets out costed initiatives and expenditure plan through which the Ministry will achieve its Education Sector Plan (ESP) and contribute to the attainment of the development priorities as stated in the Lagos State Economic Empowerment and Development Strategy (LASEEDS). The document outlines the following as the major challenges facing the education sector: low literacy rate; inadequate and inappropriate staffing; unqualified staff; inadequate and dilapidated infrastructure at all levels; wide disparities in educational standard of learning achievement; the system emphasizes theoretical knowledge at the expense of technical, vocational and entrepreneurial education;

inadequate funding; truancy and exam malpractice; inadequate effective monitoring to ensure quality in the private schools; and total dependence on the State Government for funding. To address the various challenges, the MTSS outlines the State Government's commitments to: providing tuition free education at all levels; expanding education through the establishment of new schools and the provision of new facilities; massive rehabilitation of existing facilities; improve the quality of the workforce through massive training and re-training of teachers; provide bursary award for Lagos State indigenes; and the expansion of vocational education.

352. Oversight and management structures for the Lagos ESP will be agreed with the Ministry and will begin to operate in the early New Year. They are centred on Ministry teams and committees, led at the highest level by the Deputy Governor. This puts ESSPIN at the heart of the Ministry work. ESSPIN's own investment plan will be coherently linked to that of the State.
353. The MTSS process in Lagos involves a number of stages: familiarisation work on the ESP as a whole; a review of current policies and plans (to include the overall legal framework within which the different tiers of education governance operate); an assessment of the financial envelope within which planning must take place; detailed discussions with all relevant stakeholders; agreement on areas which need amendment in the 2010-2011 MTSS.
354. In terms of practical approach during the Inception Period, 'consultative planning' allied with 'mobilisation of state personnel' to ensure buy in best sums up ESSPIN's approach. The development work will require:
- Formation of a number of teams within the State to lead on different work strands needed to review the ESP and MTSS.
 - Situational Analysis/investigative studies particularly for primary level which was not covered by SESP to ascertain the current status of a range of specific issues.
 - Substantial dialogue and discussions in different formats (workshop, one-to-one, focus group, etc) to ascertain Ministry views on both policies & implementation mechanisms.
 - Workshops to plan and produce the final ESP and MTSS, but which will also allow a degree of capacity building (general/financial planning, data interpretation, etc).
355. ESSPIN will support the MTS design process through its Lagos-based technical team backed up by substantial Technical Assistance inputs from both short-term consultants and the Abuja-based ESSPIN Lead Specialists. ESSPIN will also consult where appropriate with other State Lead Programme partners, particularly SPARC, who have overall development responsibility for public sector reform and finance management, including the MTSS process.

356. Our experience to date indicates that there is considerable capacity at senior levels in the Ministry and its agencies and parastatals, but that the organisational arrangements within which they work do not always enable staff to function effectively. Supporting the Ministry's internal reform will be a major component of our work, as will engaging with Local Governments (LG) and Local Government Education Authorities (LGEAs). Finally, ESSPIN aims to act as an agent for stimulating debate and create consensus and momentum, as well as mobilising support in key policy areas. Lagos has a reputation for active civil society. The growth of private education is strong evidence of concerns about public education and there is therefore potential for lively debate. Two important parts of our approach will be to build the capacity of the State Communications Committee and to work with SAVI to support accountability.

Detailed Plans

Output 2 – State-level governance and management of basic education strengthened

357. ESSPIN's long-term objective is to improve the overall environment in which education policy is formulated, financial provision is generated and controlled, and effective education service delivery is managed. ESSPIN is thus both an education and a governance programme. Within Lagos SMOE it is recognized that reform of the system cannot be effectively and efficiently implemented if the institutions (policies, laws) and organisations (players) responsible for implementation are weak. Currently, educational services at the state level are delivered within a governance environment with weak policies, poor planning capacity, multiple agencies having overlapping roles and responsibilities, limited public finance management capacity, and poor accountability mechanism among others
358. In the immediate short-term, the focus of the Inception Period work within Output 2 is on producing an effective and costed MTSS based on the finalised ESP. This will place the ESP as the corner-stone of all reform activity.

Planning, finance and budget execution (ESP, MTSS annual budgets)

359. The finalisation of the ESP & MTSS process will be a major focus of activity in the inception period. The situation in Lagos is that the 2009 budget has been based broadly on the ESP priorities in its draft stage, thus the 2009-2011 MTSS has been finalised and approved, carrying out the process introduced the key State officers to the principles of activity based budgeting and promoted their engagement with the ESP.
360. However, due to the fact that the MTSS was completed before the finalisation of the ESP, ESSPIN will support a review of Situation Analyses/Investigative Studies to provide up-to-date assessments and baseline information in basic education. Detailed ESP & MTSS planning and review will take place through workshops coupled with focus-group/departmental meetings. TA support will be provided in both general and

budgetary planning and it is expected that the workshops will allow a degree of ‘on-the-process’ capacity building.

361. The production of the MTSS will involve three stages. It is envisaged that stages one and two will be led by an experienced education economist, who will work (in a series of inputs) with the State throughout the MTSS process. He will be supported during Stage 2 by a national budgeting specialist who will take the lead during Stage 3 (documentation).
362. Preparation stage (approximately four weeks)
- Establishment of MTSS teams. Working structures are in place in Lagos but the responsibilities of the sector (task teams) may need realigning, an oversight team needs establishing. This would involve the preparation of a document, briefing of the Deputy Governor and PS followed by a one day training for 40 people to clarify the teams’ understanding of the MTSS process and their roles.
 - A review of the current situation in Lagos; including reviewing the lessons learnt from the process of the 2009 budget formation as well as the degree to which it reflects the ESP priorities, and the training needs as they emerged during the 2009 budgetary process (including the development of a training plan). This review should also cover the extent to which the ESP is aligned with other high policy documents. It is anticipated that this work will take approximately four weeks and at the end of this stage it should be possible to sign off on the ESP. The States wishes to access World bank funds and the finalised document will be need to facilitate this application, so liaison with the SESP team will be important.
 - Development of the MTSS through a series of strategy session stages. During this key activity, strategies and possible activities as outlined in the ESP will be reviewed and further developed through a series of workshops. This represents a major opportunity for ESSPIN to influence the State’s thinking on key thematic areas such as school development planning, SBMC’S, Private sector provision of education, a quality assurance system, the development of a comprehensive teacher education strategy. Relevant studies and analyses done under SESP will inform the ongoing debate.
 - Documentation stage. This stage involves the completion of the review of and full costing of activities and the harmonisation of the report and is unlikely to be completed before the end of the inception phase.
363. Detailed budgetary planning and the design of work-plans will take place beyond the Inception Period time-frame, but as part of the MTSS planning process, it will be vital to address the overall resource envelope, including issues such as SUBEB’s access to/use of UBEC, MDG Office and ETF funds.

364. In terms of process, the Lagos ESP Technical Committee will have routine oversight of the MTSS process, but will form a smaller Committee with specific responsibility for the Finance/Budget work within the MTSS.

Institutional framework

365. The institutional framework for the delivery of education services in terms of governance, management and accountabilities has improved in Lagos State. However, there is limited management capacity for effective governance and ensuring appropriate incentives and knowledge and skills development.

366. Governance: Policy planning environment has improved with the development of the MTSS to improve budget formulation, and the draft Education Sector Plan for the identification of challenges and priority actions. ESSPIN will support Lagos in ensuring the internalization of these key policy documents by staff.

Management:

367. Lagos has created Education Districts in addition to the State Ministry of Education and the Local Government Education Authority in order to bring governance closer to the communities. However there are overlaps in the roles and responsibilities of LGEAs, SUBEB and the Education Districts.

Accountability structure:

368. 37 out of the 40 schools sampled have established SBMCs but they are preoccupied with lobbying government for additional resources rather than supporting the management and development of schools.
369. Given the broad nature of the challenges facing the basic education sector and the proposed extensive reform response to these challenges a comprehensive review of the current legislative framework within which the three tiers of educational government (SMoE, SUBEB, LGEAS) is needed. An early MTSS activity will be a full review of key policy documents. From a legal perspective, a review of the State UBE Act may help clarify confusions over the boundaries of each individual institution's responsibilities. (It may also help pave the way in the longer-term for a new Education Act which, amongst other provisions, could usefully include explicit statements on the Government's commitments in terms of education services and minimum standards).
370. On PPP in relation to the formal school sector, the Lagos Private Schools Department needs to be empowered. As the ESP specifies targets for increased private sector provision of education, the PSD will certainly be involved in planning work on the MTSS. Exploratory discussions will also be held to see if the PSD is considering an expansion of its functions from a purely, regulatory role to one which seeks wider interaction and/or new 'partnerships' with the private sector. Contingent on the

outcome of these discussions, ESSPIN will offer appropriate consultancy support at a policy/strategy level later in 2009.

Organisational management and development

371. ESSPIN will provide a consultant to begin work on the restructuring and realigning of functions and departments of the Ministry and its agencies and parastatals. ESSPIN will provide a consultant to work with the State to review organizational structures; conduct management skills development activities; and to draw up a training plan for top and middle-level officers. To this end some limited and targeted training will be supported, based on the management audit.
372. A modest level of capacity building/training activities within Human Resource Management Systems will be provided to Ministry and SUBEB staff during the Inception Period.
373. On LGEAS, ESSPIN is currently engaged in a review of their roles and capacities. The findings of this review will inform ESSPIN's further engagement with LGEAs through the MTSS process, but there is no doubt that if the LGEAs are to fulfil a meaningful role in the management, delivery and monitoring of primary schools, their many perceived structural and capacity weaknesses need to be addressed.

Monitoring and evaluation

[Sector monitoring – baseline and annual review]

374. On sector monitoring, the MTSS planning will include work in developing both a formal ESP monitoring structure and an 'M&E culture' within the MTSS teams. The Lagos ESP has recommended the setting up reference group which will include representatives from SMOE and other ministries and stakeholders, the group will monitor how the plan is being implemented, targets attained, that progress against agreed indicators is being made. The ESP also provides for a Joint Annual Sector Review, to begin in 2009, and indicators will be developed to inform the JASR during the MTSS process. The importance of M & E and an understanding of the processes involved must be taken on board by all involved, including of course staff in the various EMIS Units. An initial M & E workshop for the ESP Technical Committee will be held and every effort will be made to achieve linkages with and build on other on-going M & E work for example within SESP.
375. A lot of work needs to be done in Lagos if a fully decentralized Annual School Census structure is to be successful. ESSPIN will support through a long term TA, the reinvigoration and transformation of EMIS in Lagos State. A State-wide workshop would be conducted to review the status of data collection processes, notably the school census, and initiate or resume the dialogue between State institutions. The findings and the identified weaknesses will inform the preparation of the guidelines at the Federal level, which will then be fed back to all States.

376. State EMIS Committees, where they have been established, have not been able to rationalise data collection efforts. Parallel data collection activities have continued (for example, an abortive census sponsored by UBEC in 2007). Parallel EMIS units in SMOE and SUBEB satisfy provisional interests but are not beneficial in the long run. ESSPIN will support State EMIS Committees to hold regular quarterly meetings with clear agendas that will address key issues that will enable the State EMIS function more efficiently and effectively.
377. ESSPIN will provide support at a technical level, for example if the ASC Form is further simplified and thus requires adapted software for the data to be entered and reports generated. Training on ASC processes will also be provided to a core team (SMoE, SUBEB & LGEA Officers) using International and/or National TA. A capacity building workshop will help Ministry personnel understand and interpret data as a planning tool.
378. On quality Assurance & the Inspectorate, ESSPIN will continue CUBE-initiated work on training State Inspectorate in the new Inspection Instruments and internal School Self-evaluation, whilst at the same time working with senior management to develop a formal proposal to create an autonomous State Education Quality Assurance Agency (SEQUAA).

Examinations administration/integrity

379. No activity is scheduled during the Inception period.

Output 3: Capacity of primary and junior secondary schools to provide a high quality learning environment developed and sustained

Summary of ESSPIN's position on Output 3

380. For years education experts have been alarmed at the growing inability of public schools to deliver high quality education and produce competent and academically sound students. With standards falling dramatically as evidenced by both formal examination results and the findings of a range of recent MLA and baseline surveys. The task facing ESSPIN is how to help the State turn things around by focusing on the school and addressing factors and processes that need to be in place at school level if desired student learning outcomes are to be achieved. ESSPIN's objective under Output 3 is to help drive systemic change which leads to improved standards of teaching and learning in schools within the ESSPIN States.
381. Although for the purpose of developing an MTSS and related Work Plans, it may be expedient to disaggregate the many elements which determine a school's overall effectiveness, the fundamental premises of ESSPIN's approach to school development is that schools are holistic entities in which many different factors come together as determinants of overall performance. Improving one key element, such as the teacher,

(a priority in most ESPs), or school infrastructure (also a priority) is no guarantee of improved school performance overall.

382. The ESSPIN approach is therefore one of ‘school transformation’. ESSPIN will encourage the States to think more broadly than the sometimes narrow input-output model of the ESPs to a more holistic outcome-impact model. This approach to school development will be explored and encouraged during the detailed planning stages of the MTSS process. As a support to this, a monitoring matrix of indicators of school quality will be proposed which better reflects the outcomes a whole-school approach is targeting.

383. As an integral element of this holistic view, involvement of the community in school development is seen as vital. In addition to supporting improvements in those areas of school management and service delivery which are within the remit of the Ministry, ESSPIN will work to strengthen community-based initiatives which also seek to improve school performance. There is thus a close linkage between elements of Output 3 and Output 4 within the ESSPIN programme structure.

Comment on Output 3 activity areas

School development

Planning & finance/Head teacher training/school supervision & advisory support

384. ESSPIN is currently supporting a comprehensive review of school level financing and funding flows. Findings of the study will be presented to state stakeholders during the inception period. In Lagos, this study should include a review of the SESP SDS component to ascertain the current status.

385. On government funding, there will be a review of how the UBEC Intervention Fund is working in Lagos, focusing on:

- How far the State has drawn down all its allocation; and
- The mechanisms for disbursement of those funds which have been drawn down, in particular how much reaches schools and who decides what the money is used for. A workshop on the findings will be held.
- On strengthening Head Teachers, Lagos will begin work towards a development plan by carrying out a case-study investigation of a small sample of Head teachers, looking at their roles, actual work practices, skill levels, etc. A workshop to discuss findings and recommendations will be held. On school Supervision and Advisory Support – see above for comment on Inspectorate reform activity and below for comment on Advisory Support.

Learning environment

Infrastructure & maintenance/water & sanitation/health & safety

386. Lagos needs to carry out a wide-ranging review of school infrastructure and environment issues, covering at least the following elements: current practice in school building design (e.g. a comparison of key features & costs of SUBEB, JICA and SESP designs); procurement mechanisms; possible innovations in school design & building; provision of water, toilet & sanitation in general; building maintenance (including budgetary provision and system for doing/reporting maintenance); community involvement in building and maintenance work. The review findings will inform Ministry decision makers and ESSPIN of possible policy initiatives in this area, some of which ESSPIN may provide support to through further TA and/or pilot activities funded under PSA. Where appropriate, ESSPIN's partners (e.g. Water Aid) and other SLPs (e.g. PATHS2) will be involved and/or consulted.
387. On HIV/AIDS, ESSPIN will work with both Government Units which have a responsibility for HIV, e.g. the SUBEB Social Mobilisation Unit, and CSOs who work on HIV/AIDS within the community. As dealing with HIV/AIDS is a combined health, social and educational issue embedded in a complex cultural and religious context, a coherent strategy which maximizes different inputs from disparate source will be difficult to achieve and work on this will stretch beyond the Inception Period. (See also comment under Output 4 below). ESSPIN Lagos will convene an initial workshop with all relevant stakeholders to discuss an overall strategy on HIV/AIDS.

Teacher deployment and management

388. ESSPIN is proposing to support the development of a comprehensive teacher development, management and support strategy which will address the findings of the TQA strategy document done under SESP. ESSPIN will seek to develop programmes as follows:
- A structured programme which will enable basic level teachers to deliver core subjects effectively.
 - A longer term programme of teacher education linked to a career structure based on agreed teacher competencies.
 - An effective advisory and support system for basic cycle schools.
389. Initial activities which will take place during the inception period to ensure that the requirements of this strategy are captured by the MTSS, and in order to respond to the urgency of the situation include:
- Setting up of teacher Management and support committee for the teacher strategy work.
 - Regular co-ordination meetings for the whole team involved in teacher strategy work.
 - Support to a Ministry led workshop to communicate emerging strategy to key State stakeholders.

- Support to the Teacher Recruitment, Assessment and Promotion Board.
- Development of an outline career path based on teacher competencies.
- Two studies to establish a baseline of classroom practice and case studies on Head teachers' roles and functions (to be conducted by VSO).
- Institutional review of the roles and functions of senior teachers, Heads and LSS including the establishment of criteria for these appointments.
- Development of a strategy and operational and training plans for an advisory and support system.
- Study tour for task team and senior staff to see structures teaching programmes in action.
- Development of a structured teaching programme strategy and operational plan.
- Support to the management of Adeniran Ogunsanya college.
- Support for the development plan of Adeniran Ogunsanya college.
- Clarification on the institutional linkages around the different strands of this strategy.

Teacher education

Pre-service training/in-service training/School-based professional development

390. ESSPIN will carry out a Situation Analysis (under Output 2) of Teacher Education Structures within the state. The analysis will focus on the Adeniran Ogunsanya and Michael Otedola Colleges of education. Other institutions, Federal and State, and private sector which have a teacher education/training role will be looked at. In addition, ESSPIN will conduct an analysis of the TT Curriculum at the colleges and review the overall approach to and standards of teacher training, with a particular focus on practical methodology. The two reviews will lead to a Policy/Strategy Paper for Teacher Education across the State and a Development Plan for Adeniran Ogunsanya and Michael Otedola in particular, which will target (amongst other things) an improvement in practical classroom skills of both primary & JS graduates. Workshops will be held with local (i.e. College Staff) and State-level stakeholders on both studies.

391. There will also be a review of in-service Teacher Training and School-based Professional Development, conducted jointly with other ESSPIN states where the SESP-led TPD is in its first full year of operation. This review will report on TPD progress and successes and recommend possible adjustments to the SESP TPD model. The review should also examine and engage in discussions with all relevant stakeholders on possible alternative In-service support modes which the State might consider as long-term options for extending and improving ins-service support to teachers. Cost and staffing implications of any options will need to be taken into careful consideration. Workshops will be held on In-Set/CPD and key stakeholders will participate in a 2-day workshop in early March to address overall teacher education issues (i.e. Pre-and In-service).

392. As a contribution to a clear baseline understanding of the overall quality of teachers in Lagos State, a Teacher Assessment Programme (made up of 4 Tests) will be carried out (if the Ministry agrees). The exercise will be done on a sampling basis rather than, as was the case in Kwara, through testing all the teachers in the State.

Teaching/learning resources

393. No major work during the Inspection Period, other than some monitoring by the Education Quality State Specialist of how SESP's text-book procurement and delivery processes (using Central Stores) work out in practice when the books for the 6 SESP LGEAs actually arrive. Preliminary findings will inform the design of the feed into more substantial ESSPIN studies/interventions which might happen later.

Curriculum reform

394. ESSPIN will support a programme level review of language and literacy in primary education to establish relationships between language and learning outcomes.
395. ESSPIN would review the junior secondary school curriculum and support a programme which would allow an integration of vocational skills and entrepreneurship in the teaching of the subjects.
396. No work will be undertaken on the FLHE curriculum during the inception period.

Science education & TVET

397. Quality school science teaching is a major concern for Lagos State, as is the state of technical education within its 5 technical colleges and tertiary institutions. The institutional structures are complex; there are resource problems (e.g. inadequately equipped laboratories); there is a serious shortage of science teachers and in general a low level of teacher quality. ESSPIN will work with SESP in supporting an initial Situational Analysis to report on the overall situation and make recommendations for further studies/possible reform pathways. Further investigative work will go well beyond the Inception Period time-frame.

ECCD

398. ECCD is not an ESSPIN priority, but it is one for the Ministry. The provision of ECCD in public primary schools in the State commenced in the last five years as a strategy by government to turn around the decline in enrolment in the State-owned primary schools. Children are admitted at the age of three with the intention that they will be ready for primary education in public schools. One of the challenges in the sub-sector is the proliferation of unapproved private schools. The ECCD units in public schools do not have adequate facilities and infrastructure needed to prepare the children for primary school education. The expansion of access to ECCD is also hindered by inadequate funding (5% of funds allocated to SUBEB is allocated to ECCD).

399. Whilst the main aim is improve access to ECCD in public primary schools and to prepare enrolled children for primary school education, it is recognised that a) the State is currently not in a position to provide free ECCD for all children, particularly given resource constraints and other priorities, and b) the private sector can assist with expanding access to ECCD.
400. The need for qualified personnel cannot be over-emphasised. Presently, the number of care givers is insufficient and there is a lack of information on the qualifications of the care givers attached to ECCD in public schools. Another challenge is the undue emphasis placed on English Language as a medium of instruction in the schools. Even though the National Policy on Education recommends the use of the language in the local environment as the medium of instruction this aspect of the policy has not been fully implemented. It is also likely that some parents may prefer sending their children to nursery schools where they will be taught in English Language from the early childhood stage. No curriculum has been developed yet for ECCD classes.
401. ESSPIN has no plans to provide TA support to draw up a policy/implementation strategy.

Summary of ESSPIN's position on Output 4

402. Nigeria has the largest number of out-of-school children in the world, and the recent Global Monitoring Report on world-wide progress towards Access & Equity MDGs does not suggest that the country has made or is making significant progress on this issue. Access and equity targets figure in State ESPs, but two major problems need to be tackled: firstly, there is a lack of reliable A & E data; and secondly, Ministry responses to-date have been piece-meal and there is little empirical evidence as to what strategies have or have not worked.
403. On data, ESSPIN will carry out surveys during the Inception Period to try and reach a proper understanding of the size and make-up of the problem in Lagos State. How many children are not in school? What are the numbers involved by category? Why are they not in School? ESSPIN, in partnership with Civil Society/NGOs working in this area, will also review what approaches have been (or are being) used by government to deal with access and equity issues and with what degree of success.
404. Based on a more accurate data and knowledge base, an assessment of strategies most likely to succeed can be drawn up together with a coherent framework for tackling A & E both through formal mechanisms (supply-side) and community involvement (demand-side).
405. On the demand-side, a key objective for ESSPIN under Output 4 is to enhance communities' capacity to articulate demand for better services, including greater provision for the excluded. To achieve this, ESSPIN will need to work with formally

constituted elements such as School Based Management Committees while at the same time building coalitions with civil society groups who are actively pursuing improvements in their localities. The relationship between the NGO/CSO and Government sectors needs careful handling – constructive partnership may produce better results than open hostility and distrust. This will require effort from both sides. Improved schools themselves will, of course, help as they will provide a model for communities to see and appreciate how good schools can be, thus providing a target for replication elsewhere.

406. ESSPIN will also support Ministry as appropriate in reaching the specific access and equity targets identified in a wide range of indicators in the ESP. Initiatives and Implementation activities to reach these targets will be developed through the MTSS process. ESSPIN will also liaise as appropriate with other SLPs, in particular SAVI.

Comment on Output 4 activity areas

Governance and accountability of schools

SBMC roles, functions and representation/Community-led school Development/rehabilitation/Community-based M & E

407. ESSPIN will support an assessment of SBMCs in Lagos looking at policy development, dissemination and implementation at state, LGA and school levels; composition and operation of SBMCs; links to government institutions at LGA and state levels; links to PTAs; community perceptions and participation; and the engagement of SBMCs with the improvement of learning outcomes. ESSPIN will support a technical forum at state level to share findings of the assessment with stakeholders and develop appropriate strategies for implementation in the post-inception period.

Demand and voice

Advocacy and CSOs/NGOs/NGOs and community approach to HIV/AIDS

408. On Advocacy and CSOs, ESSPIN will liaise with SAVI on a mapping exercise to identify educationally-oriented CSOs across Lagos, and will carry out a capacity audit of a small number (5-6) of educationally oriented CSOs which might become ESSPIN partners in future research and/or implementation activities. A pool of Researchers who can be used as required on activities from research to small-scale 'pilots will be built up. On community approach to HIV/AIDS, see above.

Access and Equity

409. Lagos has a primary gross enrolment rate of only 31.0% in public schools and 78.2% in private schools. In Junior Secondary, the GER is 50%. These figures are still subject to scrutiny and there is a need to establish the net enrolment rates. In addition with the dispute over the Federal and State Census figures it becomes very difficult to ascertain the real age specific population figures and therefore difficult to ascertain the number

out of school but it is estimated that at least over 50% of students eligible for primary and junior secondary are not in school.

410. ESSPIN will provide TA for a survey to try and achieve a proper understanding of how many children (under different categories) are actually in school and those that are out of school and why. This survey will cover both 'general' cases and special groups such as children with learning disabilities (for whom special facilities in the State are very limited).
411. ESSPIN will make contact with the Agency for Mass Education as part of a strategy of seeking innovative ways of engaging communities with the issues of improving literacy and supporting schools (see below under Communications and Knowledge Management).

Conditional cash transfers and safety nets

412. ESSPIN will disseminate the lessons of pilots in other States, for possible future adaptation in Lagos.

Gender

413. This cross cutting issue will be mainstreamed with all State based advisors (with the guidance of the Equity and Access advisor) being tasked with ensuring that the gender dimension of all ESP activities are discussed and considered.

Communications and Knowledge Management

Summary of ESSPIN's position on Communications and Knowledge Management

414. A key objective of ESSPIN's communication strategy is to enhance the capacity of both the formal government sector and community groups to generate access and make use of information. This is not an end in itself: increasing access to information, developing public awareness of key issues, supporting advocacy, strengthening accountability – all of these will contribute to improvements in education quality
415. ESSPIN will work to achieve its C&KM targets not only by helping improve basic 'operational' elements of C&KM (e.g. better information storage and retrieval systems, better communication systems) but also by developing capacity in a wide range of user groups to handle information and communications effectively.
416. In Lagos, KM&C will work to support formal Ministry communication structures and will also build effective partnerships with media organisations, civil Society, and education focused NGOs, including the umbrella organisation CSACEFA.
417. There will be a focus in the Ministry on key 'information' areas, such as EMIS and M&E.

Comments on Communications and Knowledge Management activity areas

Communications & knowledge management

418. ESSPIN will engage in a number of activities during the Inception Period. A key target is to set up the State Communications Committee, with SBMC, civil society and private sector representation.
419. Other general CKM activities will include: Develop and enhance State Slogan and create wide publication Strategic e.g. handbills and leaflet in predominant local language.
420. ESSPIN will:
- support work to improve the media partnership.
 - explore regular monthly media briefings on education related matters in the State.
 - Recommend the creation of Education Journalism Award in the State.
 - enhance the role of community groups with focus on the SMBCs e.g. handbills or information cards informing members on the roles and regulations guiding the SBMCs.
 - develop collaborations with State – wide reform campaigns- build on existing Government initiatives e.g. support our schools.
 - build networks & relationships with CSO/NGO groups with whom ESSPIN may liaise.
 - support general activities to raise the profile of the reforms across the State will include the development of posters for school/LGEA and other public buildings.
 - support the Ministry develop a regular Ministry bulletin for the education sector, and will begin work on the development of a documentary film.
 - support a review of progress on the reform agenda by supporting half yearly reviews (the first one to be held in June). Regular stakeholder feedback sessions to obtain the views of different groups engaged in the reform process will also be supported, during the inception period plans for this will be developed, an Stakeholder Survey instrument designed and the activity piloted by seeking and analysing the views of one group.
 - create, develop and conduct Annual Education Sector Review (ESR) assessing State progress so far and identifying way forward.
 - support an event on the EFA Global Monitoring Report.

Federal Level

ESSPIN Inception Strategy January to June 2009

The Purpose of the Strategy Paper

421. ESSPIN’s purpose is to “support the Federal and State Governments in Nigeria to make sustainable improvements in basic education service”.
422. A distinctive feature of ESSPIN is the fact that it’s both an education and governance intervention. It is a programme whose aim is to strengthen the stewardship and governance framework of the Federal Government to enable basic education reform at the State, Local and Community level.
423. To achieve this ESSPIN must work with all the key stakeholders at the Federal level (MDAs such as the FME and its Parastatals; Funding Agencies such as the MDGs Office and the Legislative arm of Government such as the National Assembly) whose mandates directly impact the delivery of Basic Education at the State level. The objective is to strengthen the capacity of these Federal Institutions to fulfil their mandates and equally importantly provide an enabling environment that enhances the performance of the State Governments in their attainment of the MDGs and EFA Goals.
424. This paper aims to outline the various strategies and initiatives to be implemented to enable the achievement of ESSPIN’s key objective. It states the nature of the work to be embarked upon, the stakeholders we will be partnering with and the timeline for implementation.

Background to Education at the Federal Level

The Institutional and Policy Framework at the Federal Level

425. The Federal Government recognises a number of national, state, and international policies and regulations important to the development of the educational sector in Nigeria. These include the following:
- The National Policy on Education (2004) and the Revised Document (still under review).
 - The Millennium Development Goals (MDGs) Report 2005.
 - The Education for All (EFA) Goals.
 - The Universal Basic Education Act (2004).
 - The Harmonized National Economic Empowerment and Development Strategy (NEEDS -II) and the 7-Point Agenda.
 - The Education Component of the New Partnership for Africa Development (NEPAD).
426. Each of these policies and regulations clearly state that education is a vital transformational tool and a formidable instrument of socioeconomic empowerment. It plays a key role in national development and is an essential path of a nation’s well being. Through education, individuals are empowered to make choices that affect their health and livelihood. The United Nations’ International Conference on Population and

Development (1994) encouraged governments' worldwide to ensure access to all to education beyond the primary level.

427. The Federal Government has recognized the risks to Nigeria's economy if its workforce is inadequately prepared and the importance of education for individual, social and political development and has countered this realization with an ambitious agenda of policy reforms across the entire sector. In 1999 the Federal Government launched the UBE Program making it compulsory for every child to receive nine years tuition free education, and the UBE bill was passed in May 2004.
428. In 2003, the Government prepared the National Economic, Empowerment and Development Strategy (NEEDS), a major multi-sectoral reform program that sees educational reforms as central to socio-economic empowerment. In June 2005, a National Committee was inaugurated to monitor and allocate additional funds from the debt relief funds for the achievements of the MDGs. The Federal Government launched a major education reform program in 2006 which stresses the importance of institutional reforms to improve the efficiency and effectiveness of service delivery at all levels of education. Similarly, Nigerian States have also developed individual State Empowerment and Economic Development Strategies (SEEDS) which prioritize education provision at the state level.
429. The educational system is vital as it produces the workforce required to function in various facets of national life and development process. The National Economic Empowerment and Development Strategy (NEEDS) document (2004) states that *"the goals of wealth creation, employment generation, poverty reduction and value reorientation can be effectively pursued, attained and sustained only through an efficient, relevant and functional education system"*.
430. Human capital development is central to achieving Nigeria's development goals and has been so recognized as a critical lever to realizing Vision 20-2020.

The State of the Education System

431. There are two fundamental features of the state of education at the Federal level. The first is the systemic collapse of the education system in Nigeria. At the inception of the Obasanjo administration in May 1999 the education system was in a state of decay. In 2006 a former Minister of Education declared that the educational system was in a state of "crisis". At the centre of the crisis were issues relating to institutions, policy, infrastructure and human capacity.
432. The institutional challenges include inadequate facilities, unsustainable cost structure, over-bureaucratic and centralized management structures, weak quality assurance mechanisms, inadequate funding at the various levels, archaic examination systems and curricular, corrupt monitoring and policing systems exemplified by

declining academic standards, examination malpractice, cultism, low admission capacity and lack of comprehensive information/data on education expenditure.

433. With regard to policy and communication challenges, there was prevalence of non-implementation of policies, poor relations between Federal, State and Local Government agencies and significant communication gap between operators within the sector and society.

434. There were also issues of skills gap between Nigeria and other nations, unemployment, under-employment and brain drain, youth deviancy, dying reading culture, moral degradation as well as generational gap between parents, children, teachers and students.

435. In a study (Okebukola 2006) several factors were seen to account for the poor quality of the Nigerian educational system. Through this research seven of these factors have been isolated as being dominant. These 7 factors were highlighted in a Report “Education Reform Imperatives for Achieving Vision 20-2020” presented at the recent National Summit on Education held December 11-12 2008.

436. **The “Big Seven” Factors:**

- Policy incoherence and Implementation Inconsistency;
- Teacher Inadequacies (quality & quantity);
- Funding Inadequacies;
- Infrastructural/Facilities Challenges;
- Curriculum Inadequacies;
- Poor curriculum Delivery;
- Social Vices (Examination Malpractice, Cultism etc).

437. The second fundamental feature of the state of education at the Federal level is that the *“management of the Nigerian education system and the implementation of educational policy are hindered by the complicated constitutional and legal framework of the education system”*.

438. The 1999 Constitution includes little on education, but suggests that all three tiers of Government have joint responsibility for all levels and types of education, except that the Federal Government’s role in primary education is limited to the maintenance of standards. This interpretation was upheld by the Supreme Court ruling in April 2002, which concerns the hitherto leading role of the Federal Government in the UBE Program and the status of NPEC/UBEC. At the same time, this ruling reasserted the leading role of the State and Local Government in basic education.

439. In practice, the Federal Government is principally responsible for tertiary institutions and 102 unity schools while the states are responsible for secondary schools

and some tertiary institutions, and the local Governments responsible for the primary schools. However, the administrative lines are not so clearly demarcated in practical terms, as overlaps can be seen at different levels, for instance the various agencies involved with non-formal education.

440. The legal and regulatory framework for education is further complicated by the existence and operation of the 25 parastatal organizations which relate to the Federal Ministry of Education in various ways. Some of these have functions which overlap with those of FME, and may duplicate them, such as the M&E unit of UBEC and the Inspectorate (FIS), or potential conflict such as among DPRS, UBEC, ESA, and NERDC - each with mandates to collect data. These duplications increase the number of administrative staff, create higher running costs and have created an unwieldy, costly and inefficient system of service delivery.
441. This situation is mirrored at the State level where there is a similar proliferation of parastatals and overlap of function. The relationship between State Ministries of Education and SUBEBs, for example, can have a dysfunctional effect on the delivery of UBE. In fact in many cases there are also overlaps between the function of Federal parastatals and their State counterpart institutions. (For example inspections are currently carried out by the Federal Inspectorate, State Inspectorates and Local Government Inspectorates. Each uses its own procedures and instruments, and there is no coordination concerning which schools will be inspected.) A review of the parastatals is necessary to streamline their functions and to review their modalities in line with ongoing public sector reforms and the demands of a quality driven education system.
442. These institutional constraints impose severe limitations on individual and organizational capacity for policy-making, planning and management of the education system as a whole, which in turn limit its efficiency, effectiveness and accountability.
443. Reforms attempting to address all the issues highlighted above have been implemented over the last 3 to 5 years with varying degrees of success. ESSPIN is an important education and governance reform programme that intends to adopt a holistic approach to addressing the issues at the level where it really matters – the School Level. Reform at the Federal level is to enhance the effectiveness of the programme at the School, Local Government and State Government Levels.

ESSPIN Approach at the Federal Level

444. Central to ESSPIN's approach is that effective stewardship at the Federal level (Output 1) is critical to creating effective education systems which in turn is critical to creating effective schools. Stewardship speaks of effective policies, good planning, transparent financial budgetary management, existence of agreed minimum standards and effective regulation and monitoring.

445. Therefore ESSPIN’s support is in the following key areas:

- Policy and Planning;
- Standards and Quality Assurance;
- Resource allocation/funding;
- Monitoring & Evaluation.

446. Given the advent of a new and apparently reform-minded Federal Minister, some realignment of these key areas will be necessary. Priority areas for the Minister are still emerging, but they are currently, access, standards and quality assurance, Technical and Vocational Education and funding. It is clear however, that there is considerable overlap between the Minister’s agenda and that of ESSPIN. This means that there are considerable opportunities for collaboration in the minister’s reform initiatives.

447. The proposed approach to managing ESSPIN support at the federal level is driven by the fact that the “institutional arrangements at the Federal level are by no means rational and efficient...” as mentioned above. As stated in the ESSPIN Technical proposal “the organisational and funding arrangements that exist amongst Federal institutions and between federal and state institutions are complicated”. (ESSPIN)

448. Therefore “the role of the ESSPIN programme is to assist the Federal Government to overcome the more dysfunctional aspects of the education system and to support Federal institutions to fulfil their constitutional functions with greater efficiency and effectiveness. *This will mean working with and through existing federal institutions, identifying change agents and promoting reform from within*”.

449. This last statement is important and guides the approach to delivering on Output 1.

The approach is two-fold

450. The first which covers the first two years of ESSPIN is to work in close collaboration with Federal Institutions and Stakeholders we have identified as Strategic Partners - the Drivers of Change. These Strategic Partners are the Federal Institutions that hold the key to reform of Basic Education at the Federal level. Also included in this category are those we have identified as the Influencers and Decision-Makers e.g. the Ministerial Technical Team of advisors and civil servants, the Education Committee of the National Assembly and the Human Capital Development Commission of the NESG (Nigerian Economic Summit Group).

451. We will work with these Strategic Partners to:

- Enhance the quality of the decision-making process;
- Make available important information and data;
- Support implementation and improve the monitoring framework.

452. The second approach is a more Systemic and Institutional approach to transformation. This focuses on working with the Drivers of Change to bring about change in processes, people and systems over a long and more sustained period of time. This ensures that the reform process transcends individuals and focuses on the Institution itself.

453. It will involve a concerted effort to build Human Capacity and improve processes through process engineering. It will also focus on improving information flow and building a knowledge base. We will therefore be working closely with the other State Level Programmes (SLPs).

The Strategic Partners: Drivers of Change and Areas of Activity

Strategic Partners	Areas of Activity
PPMR Department (Policy, Planning, Management & Research)	Policy formulation (the Policy Formulation Technical Team) Strategic Planning (Education Sector Plan/Medium Term Sector Strategy) M&E of Strategic Plans
FIS	Quality Assurance
UBEC MDGs Office Budget Division, FME	Improved funding mechanisms from Federal to States Improved Fund Utilization Financial & Budget Management Expenditure Tracking
NCCE	Quality in the area of: Teacher Education & Development Reform of the Colleges of Education
NERDC	Curriculum Enhancement Evidence based Policy formulation through Research
Political Players: a. Technical/Special Advisers to the Ministers b. Members of the Education Committee of the National Assembly c. Influencers	Governance and Accountability
Private Sector: Human Capital Commission of the NESG	PPP – Coordinating efforts and instituting structure

Output 1: Strengthening Federal Government Governance Framework for Enabling Basic Education Reform

454. Under this output, after a review of the key issues in the sector and detailed discussions at various levels, several initiatives and activities have been identified as critical to strengthening the Federal Government education and governance framework. They fall into four broad categories of activities namely:

- Policy & Planning;
- Resource Allocation & funding;
- Monitoring & Evaluation;
- Improving Education Quality specifically targeting Teacher Education & Development.

Policy & Planning

Visioning & Review of Legal Framework

455. The reform of the Educational System cannot be successfully implemented without a definitive statement of Policy Intent, Policy Direction and Policy Destination. A clear Vision Document that all key stakeholders and practitioners can buy into and be held accountable for is required.

456. This Vision Document which will be articulated through engagement with stakeholders at the highest level (the Ministerial level; the Education Committees of the National Assembly; the leadership of key parastatals etc.) is an imperative and forms a key Inception deliverable.

457. Foundational to articulating and pursuing the vision of a new education sector is an understanding of the legal framework governing the education sector and the weaknesses that need to be addressed in order to ensure the sustainability of proposed reforms.

Support to the Federal Minister's advisory team

458. The new Federal Minister of Education intends to set up a Technical Team of advisers to work on a reform agenda and has asked ESSPIN to support this team. We regard this as a positive development and an opportunity to have some influence on the strategic direction of the federal ministry, although the experience of CUBE in providing similar support had mixed consequences. ESSPIN is in discussion with DFID about the correct response and the need for clear rules of engagement and transparency.

Policy Formulation Processes and Evidence Based Policy Research

459. It is clear that a systemic and strategic approach is required driven by sound policy, effective planning and appropriate resource allocation. This is currently severely hampered by a chronic lack of reliable and timely information and data and associated technical skills.

460. The Department of Policy, Planning, Management & Research (PPMR) whose functions include research based on data analysis and interpretation; policy formulation

through the institutional framework of the National Council of Education (NCE) and education planning, monitoring and evaluation, plays a critical role in the reform of the Education Sector. This department's ability to turn policy into reality through a structured, systemic and cyclical approach to planning, resource allocation, monitoring and evaluation of interventions is weak.

461. The institutional framework for Policy formulation involves the coordination and management of two important Committees namely the National Council of Education supported by the Joint Consultative Committee on Education (JCCE) Reference Committees.
462. There are nine JCCE Reference Committees – five of which focus on what is termed the Spheres of Education and four on what is described as Cross Cutting issues which as the name suggests covers educational issues that cut across the spheres/sub-sectors of the educational system.
463. These Reference Groups in theory are forums for professional stakeholders to meet and deliberate on educational issues, giving them a “voice” and an opportunity to submit well researched policy documents. The stakeholders are meant to be drawn from across the entire Education Sector which includes:
- Academia;
 - Civil Society;
 - Educationists (Both retired and serving);
 - Parastatals (Federal and State).
464. In reality the Reference Committees are no longer drawing attendance from across the entire Education Sector. Representations and membership of the Committees are now from a restricted group made up of a few individuals from Civil Society. Most of those who attend are from the States.
465. Secondly, from previous attendance, a fair assessment of the quality and content of the meetings is that they may have become what one may describe as “talkshops” with submitted policy documents not sufficiently detailed in terms of analysis and research content.
466. There appears to be a gap between policy recommendations and the need to express them in a financial contextual framework. Therefore the financial implications of recommendations are not available to assist with decision making and prioritization in view of the limited funding available.
467. A final observation with respect to process and mechanism is the Timing of the JCCE Reference Committee Meetings, the Plenary Session and the climax of the process which is the NCE Conference. These series of meetings commence in August/September

and the NCE Conference holds in November. This calendar does not in any way fit in with the budgetary cycle of the Federal and State Governments.

468. This begs the question – how are the policy decisions taken at these meetings reflected in the budget of the Federal and State Governments? If they are not reflected in a direct, strategic or meaningful way, then how are the policy decisions taken at the meetings turned into reality? These are questions that need to be answered if policy formulation and implementation is to achieve the desired results.
469. From the above, there appears to be at least 4 reasons why the current process is performing below expectation:
- There is a lack of awareness amongst stakeholders, that this is a forum they can use for effecting policy change in the education sector. In this regard, communication and information dissemination about the Reference Committees is inadequate.
 - The process of originating and sustaining Policy Dialogues is weak.
 - The policy dialogues are not supported or driven by the appropriate use of data.
 - The timing of the JCE and NCE meetings. Holding them at the end of the last quarter of the year, does not in any way align the policy process with the Governments Budgetary cycle which commences in July.
470. It is proposed that these weaknesses should be addressed by the reform initiatives under ESSPIN.

Strategic Planning (ESP & MTSS)

471. The Planning Division of PPM&R was responsible for coordinating the formulation of the 10 Year Education Plan, for the Federal Ministry of Education during the latter part of 2006, with the support of the DFID/CUBE Project. It was formed after wide consultation to encourage commitment and ownership. There is an urgent need to update this Federal Plan in the light of current realities and to reflect the vision and strategic thrust of the current administration. This is a priority activity in the Inception Plan to be carried out in the first quarter of 2009.
472. The Federal 10 Year plan will need to be translated into operational plans (MTSS) for each section of the Federal Ministry and for each parastatal. An MTSS presents policy priorities or strategic objectives, defines specific activities and proposes an appropriate budget envelope to achieve these. Though an MTSS exercise was carried out between June and September 2008 it was not situated in the context of an ESP. Therefore once the ESP at the Federal level is updated by April 2009 an MTSS should immediately follow.
473. It is essential that the process of preparing the ESP and the MTSS is underpinned by well-defined capacity building initiatives.

Providing Support to States' Planning

474. As part of on-going public financial management reform in Nigeria in support of the NEEDS and SEEDS planning processes, the Federal Government requires States to produce a Medium- Term Expenditure Framework (MTEF) that is informed by sector specific three-year, rolling Medium Term Sector Strategies (MTSS). The MTSS allows States to produce annual budgets that are strategic, realistic and forward-looking rather than, as at present, continuing to produce annual budgets that are incremental and essentially backward-looking. The plan is to support PPMR to enable it perform a coordinating and supervisory role to ensure that all States within an agreed timeframe have an ESP and an approved MTSS.

Resource Allocation & Funding

475. The bane of most emerging and developing nations is the lack of resources to meet the myriad of needs. Therefore the ability to allocate resources in line with a prioritized program of activities and projects becomes an imperative.

476. To perform this function effectively it is important to track public expenditure on education. FME needs to be able to monitor what is being spent and where it is being spent. Is expenditure in line with approved plans and programs? Unfortunately, there are no accurate estimates of total public expenditure on education in Nigeria because of a lack of information on the education expenditures of state and local governments. This has been partially addressed in a recent piece of work done on Public Expenditure Review in nine (9) States.

477. Nevertheless, gaps still exist in collating the total expenditure in Education from both the Federal and State Governments. There is no compelling reason for State Governments to give this information yet it is critical to monitor and show the often significant discrepancy between, political statements about how important education is, and a commensurate dedication of funds. For instance during the years 1997 to 2002 when the UBE program was supposedly receiving government's attention the recurrent expenditure on education as a share of the total federal expenditure declined from 12.3% to 9.1% and the share of capital expenditure has remained unchanged. (World Bank Human Development Working Paper Series "The Capacity of the Nigerian Government to deliver Basic Education" 2004).

478. From this data it is clear as stated in the 2004 World Bank Report that *"the Federal and State Governments are not allocating sufficient financial resources to accommodate even today's enrolment, let alone resources to prepare for those who will come if UBE is to be achieved"*. Commitment to education or to any other responsibility of government can be judged by resource allocation.

479. Tracking of expenditure also helps to ensure that funding goes to where it is most needed in the education system e.g. Instructional Materials if the poor learning achievements of our children are to be addressed.

480. An improved system for collecting, collating and analyzing information on expenditures in the States is certainly needed as recommended in the 2004 World Bank Report. The responsibility of achieving this should be shared between the Central Bank of Nigeria, the Federal Ministry of Finance and the Federal Ministry of Education (specifically PPMR and ETF).
481. Closely related to the tracking of expenditure is the PPMR’s monitoring and evaluation role. One could argue that this role is actually critical to the success of the reform of the Education Sector. It’s a role that needs to be strengthened to verify that government policies and regulations are being met and that the progress of specific plans and programs are being monitored. This ensures greater accountability.
482. With respect to funding an area that needs urgent attention is the UBEC Intervention Fund. The disbursement to date (2005 to October 2008) is N123 billion. But only N61.2 billion has been disbursed with only 7 states accessing all the 4 quarters of the 2007 Matching grant. No State had accessed the 2008 Matching Grant by January 2009. A strategic plan for addressing these weaknesses in disbursement mechanisms is necessary and one that places these issues in the wider context of funding flows to education as follow up to the National Public Expenditure Review published in 2008.
483. In addition recent work on the FME MTSS 2009-2011 in July 2008 also reveals the challenges in the area of budgetary allocation and utilisation. These include:
- Untimely release of project funds;
 - Inappropriately costed projects resulting in abandoned projects;
 - Inadequate monitoring of projects due to logistics and poor capacity;
 - Low budget utilization (60% in 2007 to 1.2% as at June 2008).

Monitoring & Evaluation

484. The Inspectorate Service at the 3-tiers of Government has grossly underperformed for years. For instance, at the Federal Level, only 4.9% and 4.7% of secondary schools were inspected by Federal Inspectorate Service in 2004 and 2005 respectively. It is known that while the State Inspectorate Services are not better off, a few states have no distinct Inspectorate Service. The situation of the down-turn in education performance has been associated with the poor performance of Inspectorate Services. It is also known that the model of Inspectorate Services currently applied in Nigeria cannot engender good performance because it is under-resourced and does not focus on the quality of education pupils receive.
485. If Nigeria must attain its “vision 2020” education quality assurance function must be repositioned in the national education system to meet our economic and social expectations. Past efforts at revamping Federal Inspectorate Service, apparently failed principally because they were not based on the principles of independent existence of the service and collaboration of Federal, State Inspectorate and Local Government

supervisory services to reduce operational cost and create synergies true a National Education Quality Assurance Framework. In addition, the community and other stakeholders were not involved in the process.

The Concept of Quality Assurance

486. The Federal Government maintains its exclusive legislative responsibility, as provided for in the 1999 Constitution, to prescribe National Minimum Standards of Education at all levels. Consequently, it also conforms to the provisions of the National Policy on Education (2008 5th Edition) to set and maintain minimum standards in collaboration with the States and their Local governments. These responsibilities support the necessity for educational quality assurance by the Federal Government in collaboration with the States and their Local Governments as well as the private providers in their policy prescribed roles in the provision of education.
487. The strategic aim of education quality assurance is to prescribe standards and to ensure that the inputs, processes and outputs of the education system meet these standards. Consequently, education quality assurance is broader than just school inspection. Education quality assurance involves the processes of monitoring, assessing and evaluating according to agreed standards, and communicating judgments obtained to all concerned in order to ensure quality with integrity, public accountability, and consistent improvement.
488. The chief features of an effective quality assurance system are:
- Effective systems focussed on evaluating quality;
 - Periodic evaluation of the operation of the system;
 - Periodic feedback mechanisms; and
 - Periodic review of the system for improvement.
489. Education quality assurance is therefore a holistic process with a need to establish and imbibe a strong awareness of quality. For this purpose, internal quality assurance (self-evaluation), with external validation, (external evaluation) is to be adopted in Nigeria. Significant work has been done in this area under CUBE and under ESSPIN the transformation of the Inspectorate Services is to be deepened and rolled-out.

Monitoring Learning Achievement

490. In Nigeria despite the Monitoring Learning Achievement (MLA) project organized by UNESCO-UNICEF in 1996 and 2003 there is no institutional mechanism set up to monitor learning achievement on a systematic basis. Given the concerns about the quality of learning outcomes, the Federal and State governments need to establish a national assessment system that can provide reliable information on literacy and numeracy trends to guide policy and inform practice in the classroom and in teacher education institutions.

491. ESSPIN intends to support the establishment of a national assessment system that will serve the following purposes:

- Assess student numeracy and literacy learning outcomes in basic education with reference to the aims of the basic national curriculum.
- Enable robust comparisons of results over time by ensuring that the assessment instruments originate from a pool of questions that have been generated using the same principles.
- Enable comparisons of results across States.
- Feed into robust analyses that lead to policy recommendations for decision makers and education practitioners by combining the assessment results with supplementary information on:
 - basic school characteristics, preferably through integration with annual school census data
 - basic individual characteristics, such as sex, age, education history, and – if possible – parental characteristics such as their education.
- Use carefully to inform the general public on progress made towards achieving the EFA goals.
- Build national capacity in assessment issues through sustainable funding by national sources.

Teacher Education & Development and Reform of the Colleges of Education

492. There is substantial evidence to support the fact that teacher quantity, quality and motivation exert significant impact on various school variables that include pupil enrolment, participation and achievement. For instance the shortfall in teacher number leads to high pupil/teacher ratio and severe stress on teachers.

493. Teacher quality on the other hand is hinged on three knowledge bases namely:

- Content knowledge;
- Pedagogic knowledge; and
- Pedagogic-content knowledge.

494. Many teachers in the system are deficient in these knowledge bases. A National survey in 2005 revealed a number of weaknesses that education graduates exhibit after graduation which include shallow subject matter knowledge i.e. poor knowledge of their teaching subjects; inadequate exposure to teaching practice; poor classroom management and control; poor computer literacy skills; inability to communicate effectively in English; lack of professionalism and poor attitude to work.

495. The Teacher assessment exercise in Kwara confirms this rather stark and disturbing reality. Out of 19,123 primary and secondary school teachers who wrote assessment tests in English and Mathematics only 7 met the minimum knowledge and capability

threshold. Only 1.2% of the teachers had basic literacy competencies and at least 60% could not prepare lesson notes.

496. Therefore the existing model and practice of teacher education which churns out teachers that are deficient in content and methodology is no longer sustainable. A detailed and thorough review of teacher education and professional development is required. This also calls for the reform of the Colleges of Education in terms of functions, organizational structure, funding and of course curriculum.

EDUCATION SECTOR SUPPORT PROGRAMME IN NIGERIA - FEDERAL LEVEL
INCEPTION ACTIVITY PLAN: JANUARY - JUNE 2009
Easter
Week
10-13

ACTIVITY REF. NO.	ACTIVITY PACKAGE	ACTIVITY COMPONENT	WORKSHOPS			PSA	Calendar																								
			Freq.	Ps	Days		Jan			Feb			Mar			Apr			May			Jun									
							05-09	12-16	19-23	26-30	2-6	9-13	16-20	23-27	2-6	9-13	16-20	23-27	30-3	6-10	13-17	20-24	27-1	4-8	11-15	18-22	25-28	1-5	8-12	15-19	22-26
FL 1.1	Policy & Planning	Visioning & High Level Engagement																													
		Policy Formulation Processes (NCE & JCCE Process)																													
		Evidence-based Policy Research																													
		Establish ESP & MTSS Team - Assemble key stakeholders from all spheres of education	20	10	1																										
		Strategic Planning workshops (ESPs & MTSS)																													
		Train MTSS Team																													
		Prepare MTSS																													
		Support to States' strategic planning																													
M&E of Strategic plans	1	40	1																												
FL 1.2	Resource Allocation	Financial Mgt - Scoping & Review of Systems																													
		Defining Strategies for Improving Funds flow & utilisation																													
		PFM Workshops with FME, FMF, UBEC, MDG Office	4	20	2																										
FL 1.3	Monitoring & Evaluation	Standards & Quality Assurance (programme level activity)																													
		MLA (programme level activity)																													
		EMIS (programme level activity)																													
		Transparency & Accountability Mechanisms																													
FL 1.4	Teacher Education	Presentation of Kwara findings to NCCE	1	15	1																										
		Defining Strategies for Reform of Colleges of Education	4	15	2																										
FL 1.5	Access & Equity	EFA 2009 Global Monitoring Report Seminar	1	60	1																										
FL 1.6	Communications & Knowledge Mgt	Introductory Workshop & inauguration of Communication Comm		30	1																										
		Develop Operational plan for EIDC		15	2																										
		Develop Communication Strategy for National Assembly E.C																													
		ESP Dissemination Strategy for high level stakeholders																													

SECTION III

ESSPIN Progress Report

Oct. 2008 – Jan. 2009

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Summary

1. This report summarises ESSPIN pre-mobilisation activities during the period mid-October to end of December, 2008. It presents the activities in tabular form in order to provide a brief overview of progress to date.
2. In Abuja the Lead Specialists have continued to develop and better understand their roles as members of the Technical Team, and started to consider the development of their larger sub-teams. Office refurbishment is now underway for an estimated move in January, operations and finance manuals have been completed and all staff have received a full induction to the programme as well as PDR (performance development review) training. Collaboration with other SLPs is strong and, while this is still mostly at the discussion stage, one or two concrete examples of working together are beginning to appear. Examples are a joint mission planned with SPARC for end of January to investigate systems and processes in LEAs and LGEAs, discussions with PATHS on school health issues and a planned joint consultancy, and a course for national consultants being run by ESSPIN but to which PATHS will send participants.
3. ESSPIN logframe has been revised and submitted to DFID. This will be used and reviewed during January mini-review then will stand until after Inception period, and State level logframes are in place. Future modifications are expected to be small refinements rather than major changes.
4. Meetings of 4 SLPs' NPMs have continued but this has now been supplemented with meetings both formal and informal of technical staff. Ideas for cooperative working are starting to emerge and a few concrete examples have been defined.
5. Engagement with the Federal Ministry has been problematic with an outgoing Minister not strongly engaged and no Permanent Secretary, but these have both been appointed recently and both have shown interest in engaging with ESSPIN. In the meantime we have been developing relationships with individual departments and parastatals such as UBEC and PPM&R. Going forward the environment now looks to have changed and we anticipate these relationships to strengthen.
6. An STL for Lagos has now been appointed and initial contacts and discussions made with the State, including a precursory discussion about plans for the rest of Inception. An introductory workshop and technical for a have been proposed for the end of January and we are awaiting a response to this.
7. Office accommodation has now been identified in all 5 states, and is various stages of advancement towards occupation.
8. Technical focus in the States has been on preparatory activity and planning for next phase (Jan-May), which itself is expected to be a major planning stage. Nevertheless, in parallel with these varying amounts of 'implementation' activity has taken place to

continue work commenced under CUBE or initiate quick wins in other States. This includes major work around the reform of Oro College in Kwara, work on IQT in Kano and Jigawa, and preliminary workshops on Quality Assurance in all 5 states.

9. Of particular note is that the results of the teacher assessment exercise in Kwara are now completed and in the public domain. This has demonstrated the weakness of the teaching workforce has attracted much comment from around Nigeria and appears to be contributing towards a general groundswell of dissatisfaction with the education system, which will hopefully help to fuel the will for reform.

Abuja Based Activities	
PROGRAMME OPERATIONS	
	<ul style="list-style-type: none"> • National TA interviewed and 10 recruited. • Main offices refurbishment commenced (move in Feb 2009) • 5 vehicles ordered • Office equipment and furniture ordered • Operations and Financial Manuals completed • QA systems established • All staff given full induction and PDR training • Website established • First newsletter published
TECHNICAL ACTIVITIES	
General Programme Technical Activity	
	<ul style="list-style-type: none"> • Technical Team meetings - Oct, Nov, Dec • Logframe workshop & draft logframe developed • Introductory workshops given in 4 States by NPM & TTC • 4 Technical/position papers developed – M&E, C&KM, MTSS, EMIS • Further Technical papers under development by Lead specialists • Consolidated pre-inception plan completed and submitted • Review of LGA and LGEA operations commenced
Output 1: Federal Reform	
	<ul style="list-style-type: none"> • Introductory workshops given to UBEC, PPM&R • Meeting with incoming Permanent Secretary • Federal level pre-inception plan developed • New Minister appointed and initial contact made. Seeking assistance from ESSPIN

Kaduna	
PROGRAMME OPERATIONS	
	<ul style="list-style-type: none"> • Successful session to introduce ESSPIN with high level participation and representation from all education sectors and sub-sectors • Increased awareness DFID's approach [e.g. focus on linkages between ESSPIN and other DFID-funded SLPs] • Formal pattern of two-weekly meetings with other SLPs set up, with SPARC in the Chair. • Office for 3 SLPs identified and survey carried out. Findings [with estimate refurbishment costs] due by end December at which point SLPs will agree action to be taken. Former CUBE office within Ministry maintained. • Guest House for consultants leased and made ready • Preliminary analysis of KM&C practices, capacity building needs, and proposals for the Inception Phase • Meetings and discussions with Chair and Secretary of State Communications Committee, with focus on (a) revitalising the Committee; (b) refining membership and working procedures in light of experience under CUBE • Development of ESSPIN Inception Plan for period Jan-June 2009 • Kaduna ESSPIN support team mobilised. Following interviews, candidates for two of three State Specialist posts [Planning & Management / Education Quality] identified - further interviews for Access & Equity post to be held in January.
TECHNICAL ACTIVITIES	
Output 2: State institutional reform	
ESP publication and dissemination	<ul style="list-style-type: none"> • Kaduna ESP (2009 – 2020) signed off by Honourable Commissioner • ESP printed (400 copies) and distributed to key MDA and non-formal sector stakeholders • Early briefing sessions on ESP-to-ESOP [MTSS] process for senior SMoE & SUBEB staff held (but limited in scope – major work to begin in Jan 2009)
ESP management structures	<ul style="list-style-type: none"> • Two committees to oversee ESP at (a) strategic and (b) operational levels agreed (inaugural meetings of these committees not yet held – scheduled for early 2009)
MTSS / ESOP planning	<ul style="list-style-type: none"> • Discussions held with SMoE KADSEEDS2 Committee [and informally with Ministry of Economic Planning] on issue of aligning ESP with SMoE KADSEEDS2 drafts • Discussions held with partner programmes, in particular SPARC, on MTSS process
Inspectorate Reform	<ul style="list-style-type: none"> • ESSPIN Kaduna funded further work initiated under CUBE through which key Inspectorate Staff (in both SMoE Divisions and SUBEB Zones) are informed and trained on (a) new Inspection instruments; (b) new FIS model of Quality Assurance; and (c) a model of School Self-evaluation

	<ul style="list-style-type: none"> Plan for further development activity through period Jan-June 2009 drawn up Discussions held on way forward for a Kaduna State Quality Assurance Agency (a priority target within the Kaduna ESP)
School financing and funding flows	<ul style="list-style-type: none"> ESSPIN Kaduna funding an informal 'case-study' research into school financing processes (e.g. UBEC) within Kaduna State, with a specific focus on how funds reach individual schools. (This will link with other funding flow work planned for early 2009)
EMIS	<ul style="list-style-type: none"> Initial scoping mission to improve understanding of EMIS challenges and contribute to a cross-ESSPIN-state strategy for EMIS development
Output 3: Education Quality	
Teacher education reform	<ul style="list-style-type: none"> Plan to review overall Teacher Education institutional structures within Kaduna, focussing on [but not limited to] the State College of Education drawn up and preliminary discussions held with the Ag. Provost CoE [review yet to be agreed to by the Ministry] Informal discussions with relevant Ministry staff on formation of a Teacher Education Reform Task-force within the ESP / MTSS process [several other Task-forces also under consideration]
Output 4: Access & Equity, Community Action & Voice	
SBMCs	<ul style="list-style-type: none"> Modest level of informal tracking of existing SBMCs [e.g. those supported by CUBE] as first grants are distributed Comprehensive study to be carried out during Inception [jointly with other ESSPIN States] to review SBMCs and inform possible ESSPIN initiatives
IQTE scoping study	<ul style="list-style-type: none"> Initial scoping mission led by International TA [Dr Masooda Bano] to review the nature and scope of IQTE issues in Kaduna Action plan developed for comprehensive situational analysis during Inception Period [next visit scheduled for Feb 2009]
Out-of-school scoping study: girls, special needs, nomadic groups	<ul style="list-style-type: none"> Initial scoping mission on the status and scale of inclusive education by ESSPIN Lead Specialists [meetings with key formal and non-formal players] A comprehensive situational analysis and strategy development exercise scheduled for the Inception Period
CSO engagement	<ul style="list-style-type: none"> Partnership with SAVI developed – Kaduna ESSPIN liaising with SAVI, e.g. in CSO Mapping & discussions with education-focused CSOs / NGOs. Initial meetings held with CSACEFA State Co-ordinator to assess on-going work and options for closer engagement [further work, including capacity audit, scheduled for Inception Period]

Kano	
PROGRAMME OPERATIONS	
	<ul style="list-style-type: none"> • Successful state launch of ESSPIN with high level participation and representation from relevant sectors and sub-sectors • Increased awareness / understanding of DFID's and ESSPIN's approach • Regular but informal communication between SPARC and ESSPIN • Offices identified for co-location • Meeting of SLP - STLs • Development of State level ESSPIN pre-Inception Plan
TECHNICAL ACTIVITIES	
Output 2: State institutional reform	
	<ul style="list-style-type: none"> • Lead Specialist scoping Mission : Planning/Management • Lead Specialist scoping Mission: Institutional Development • MTSS preparation • Sector institutional framework agreed with SOME • MTSS process started : 2 workshops • C&KM workshop/Kano work Plan
Output 3: Education Quality	
	<ul style="list-style-type: none"> • SDS 3 day training in Garun Malam LGA(SESP) • Ongoing TDP training (SESP) • SDS 3 day training in Wudil LGA (SESP) • SDS 3 day training in Kunchi LGA (SESP) • On going TDP training (SESP) • Lead specialists scoping mission: school development • Int'l TA for Inspectorate and workshop
Output 4: Access & Equity, Community Action & Voice	
	<ul style="list-style-type: none"> • IQTE : Int'l TA mission and workshop • Lead Specialist Scoping Mission and Field visit: Community • Lead Specialist Scoping Mission and field visit: out of school children • World Bank CCT mission and Workshop • CSACEFA meeting • Partnership with SAVI developed; ESSPIN to work closely with SAVI in CSO Mapping and capacity assessment

Kwara	
PROGRAMME OPERATIONS	
	<ul style="list-style-type: none"> • Successful state launch of ESSPIN with high level participation and representation from relevant sectors and sub-sectors • Increased awareness / understanding of DFID's and ESSPIN's approach • Office identified and lease signed • Meeting of SLP - STLs • Development of State level ESSPIN pre-Inception Plan
TECHNICAL ACTIVITIES	
Output 2: State institutional reform	
ESP/2009 budget/MTSS planning process	<ul style="list-style-type: none"> • 2009 Education budget, based broadly on the ESP priorities (but in the absence of a 3 year operational plan) developed with ESSPIN support and approved.
Institutional framework	<ul style="list-style-type: none"> • Proposal for review and revision of education sector legislation in Kwara discussed and agreed with Honourable Commissioner • Scoping visit on the role of LGAs and LGEAs in support of basic education • Regular meetings of LGEA Secretaries and PS begun, supported by LTS
Organisation management and development	<ul style="list-style-type: none"> • Ongoing support to Institution Building Reform Task Team by ITA • Ongoing support to Communications Committee by Kwara State based CKM adviser
Q.A.	<ul style="list-style-type: none"> • Scoping visit by ITA for Inspectorate • Shadow SEQAB established by QA Reform task team, with ESSPIN support
Output 3: Education Quality	
Teacher deployment and management and teacher education	<ul style="list-style-type: none"> • Teacher Quality Assessment <ul style="list-style-type: none"> - Over 19,000 basic cycle teachers assessed, using four interrelated tests, and a minimum competence threshold established - Results shared with wide range of stakeholders in Kwara State and beyond - Possible responses discussed as part of emerging comprehensive Kwara Teachers' Strategy • Support to Oro College of Education <ul style="list-style-type: none"> - Ongoing institutional support to CoE Reform Task Team provided by Institutional Development ITA - Reformed institutional arrangements enshrined in new edict, student numbers aligned with demand and reoriented towards basic cycle, new student entry requirement established, management audit begun

	<ul style="list-style-type: none"> - Organisational and academic reform of CoE begun, supported by Curriculum Transformation ITA - Academic review and development begun - Support to the orientation of Oro College based VSO. • Teacher deployment report produced • Support to TPD programme (SESP) provided by short term national TA, and lessons learnt report produced
School development	<ul style="list-style-type: none"> • Support to SDS programme (SESP) provided by short term national TA, and lessons learnt report produced
Output 4: Access & Equity, Community Action & Voice	
	<ul style="list-style-type: none"> • Scoping visit by LTs, including meetings with staff at State level and representatives from CSOs

Jigawa	
PROGRAMME OPERATIONS	
	<ul style="list-style-type: none"> • Successful state launch of ESSPIN with high level participation and representation from relevant sectors and sub-sectors • Increased awareness / understanding of DFID's and ESSPIN's approach • Public declaration of state commitment and partnership • Initial meeting of state officers with responsibility for information / communication, to serve as nucleus of recommended Communications Committee • Preliminary analysis of C&KM practices, capacity building needs, and proposals for the Inception Phase • Regular but informal communication between SPARC and ESSPIN (co-located); PATHS2 yet to mobilise • Development of State level ESSPIN pre-Inception Plan
TECHNICAL ACTIVITIES	
Output 2: State institutional reform	
Assessment of ESP / SESOP documents; MTSS planning process	<ul style="list-style-type: none"> • Formal submission of documents yet to be made by State/UNICEF to DFID so ESSPIN-supported review still to take place • Informal review of the documents has helped: • identification of state priorities to inform the content and sequence of activities in the Inception plan • identification of data gaps and new information needs to be addressed by studies / situational analyses prior to MTSS strategy sessions during Inception phase • Senior state officials fully briefed on the ESSPIN approach
Review of state inspectorate structure, inspection systems and tools	<ul style="list-style-type: none"> • Preliminary analysis of school inspection issues (practice and institutional coordination) with the State Educational Inspectorate & Monitoring Unit (SEIMU) • Scoping workshop with all SEIMU inspectors and zonal heads from MOEST and SUBEB to <ul style="list-style-type: none"> i. review current practice ii. introduce the new FIS model of quality assurance iii. flag institutional / coordination issues iv. generate action plan for Inception phase

Study on school financing and funding flows	<ul style="list-style-type: none"> • Preliminary research on institutional linkages and support mechanisms (particularly funding) between state and LGAs/LGEAs in the delivery of basic education services • Proposals for ESSPIN support to follow the second phase of the research in Jan 2009
Engagement meeting with State Assembly's Committee on Education	<ul style="list-style-type: none"> • Dialogue with State House Committee on Education on legal frameworks for coordinating activities / initiatives in the education sector • Support of the state legislature pledged towards education sector reform efforts
Initial situational analysis of EMIS	<ul style="list-style-type: none"> • Initial scoping mission to improve understanding of EMIS challenges and contribute to the ESSPIN strategy for EMIS development
Output 3: Education Quality	
Teacher reform strategy	<ul style="list-style-type: none"> • Preliminary scoping mission to assess scope of teacher reform issues, state-led initiatives and strategies being applied (in conjunction with SUBEB and the College of Education, Gumel) • Dissemination of preliminary outcomes for discussion • Development of further research / pilot activities for the Inception plan • Recommendation for inter-agency working group to provide technical oversight of Output 3 (school quality) activities
Output 4: Access & Equity, Community Action & Voice	
Review GEP findings, status of SBMCs	<ul style="list-style-type: none"> • Focus group discussions with ex-GEP consultants / LGA coordinators to review the GEP approach to mobilisation of girls for school and establishment / role of SBMCs • Comprehensive study to be carried out during Inception, with lessons from GEP to help with engagement in Kano and Kaduna in the area of girl child education
Scoping: IQTE	<ul style="list-style-type: none"> • Initial scoping mission to review the nature and scope of IQTE issues (compared with Kano) • Working partnership cultivated with the IQTE oversight body, the Islamic Education Bureau • Action plan developed for comprehensive situational analysis during Inception
Scoping: inclusive education (alternative provision, nomadic ed, special needs ed)	<ul style="list-style-type: none"> • Scoping mission on the status and scale of inclusive education • Working partnerships set up with the Agency for Mass Education and the new Commission for Nomadic Education • A comprehensive situational analysis and strategy development exercise developed for the Inception phase

CSO engagement	<ul style="list-style-type: none">• Partnership with SAVI developed; ESSPIN to work closely with SAVI in CSO Mapping and capacity assessment• Working partnership set up with state CSACEFA
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Lagos	
PROGRAMME OPERATIONS	
	<ul style="list-style-type: none"> • STL Appointed • Office lease signed • Admin staff appointed (to be deployed Jan 5th) • 2 National TA appointed (to be deployed Jan 19th) • Pre-Inception plan under development (to be complete 12th Jan)
TECHNICAL ACTIVITIES	
<ul style="list-style-type: none"> • Further meetings with special adviser • Workshop on Quality Assurance • Discussion on planning to May • Proposal made for introductory workshop and technical forums at end of January. 	

Revised ESSPIN Logframe Version 2.1

Version Dated February, 2009

Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Assumptions
<p>Goal</p> <p>Nigeria's own resources are efficiently and effectively used to achieve the MDGs for universal education and gender equity¹</p>	<p>Indicators which reflect aspects of <i>gender equity</i> and <i>access to basic education</i> described in the relevant MDG by 2015</p>	<ul style="list-style-type: none"> • Household surveys (EdData, MICS) (for MDG 2.1, 2.2, 3.1) • School census (for MDG 2.2, 3.1) • [?] (for MDG 2.3) 	
<p>Purpose</p> <p>The planning, financing and delivery of sustainable and replicable basic education services in terms of access, equity and quality are improved at Federal level and in up to six States²</p>	<ol style="list-style-type: none"> 1. Percentage increase in the number of pupils, disaggregated by gender and LGA, enrolling and transiting in each year of primary education, and completing junior secondary school, in target states by 2014 2. Percentage increases in learning outcome scores at primary and junior-secondary schools in target states by 2014 3. Percentage increase in the number of states and federal level, that develop and implement ESOP/MTSSs and 4. Percentage increase in the number of states which fully utilise available funds to implement their ESOP/MTSS 	<ul style="list-style-type: none"> • School census • State EMIS data • Monitoring learning achievement surveys (MLA) • Public expenditure records • NLSS/CWIQ 	<ul style="list-style-type: none"> • Economic growth remains at levels adequate to support required expenditure • Adequate political and economic stability is maintained within the region to support benefits gained • The model of education reform is replicable in non-target states • HIV/AIDS and malaria incidence does not undermine gains achieved • GoN funds to the education sector are allocated and disbursed in a transparent manner • Incentives to complete basic education [financial, employment, places in secondary and tertiary training] exist • Strong demand for secular-based education exists • Incentives for basic education outweigh opportunity costs

¹ This is interpreted as meaning *Effective and efficient use of Nigeria's own resources for education and gender equity realised* with indicators showing achievement of the MDG

² This is interpreted as meaning *Sustainable and replicable basic education services improved* with indicators showing how access, equity, quality and management have been addressed

Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Assumptions
<p>Outputs</p> <p>1. Federal Government governance framework for enabling basic education reform strengthened</p>	<p>1.1 Increased levels of evidenced-based policy research by 2014</p> <p>1.2 Increased percentage of allocated Federal funds being disbursed by 2014</p> <p>1.3 Measures of increased levels of compliance with minimum standards for resourcing of schools.</p> <p>1.4 Percentage of states utilising EMIS and quality assurance frameworks by 2014</p> <p>1.5 Measures of the variation in spending from ESOP budget</p>	<ul style="list-style-type: none"> • Proceedings of JCCE/NCE • UBEC and MDG Office expenditure records • Annual sector review • Public expenditure records • <i>School census</i> • <i>States' EMIS data</i> • <i>Opinion polls</i> 	<ul style="list-style-type: none"> • Political and economic stability exists at appropriate levels • Political support for reforms remains consistent • Financial and employment incentives to complete basic education [financial, employment, places in secondary and tertiary training] exist • Oil revenue and economic growth is sustained and supports reform processes
<p>2. State-level and local government-level governance and management of basic education strengthened</p>	<p>2.1 Measures of progress against ESP targets in target states by 2014</p> <p>2.2 Measures of the variation in states' spending from ESOP budgets</p> <p>2.3 Increase in the number of states updating ESOP on an annual basis in target states by 2014</p> <p>2.4 Percentage increase in awareness levels of target population with respect to educational sector reform in target states by 2014</p> <p>2.5 Percentage increase in number of schools with staff being evaluated against performance/competency indicators in target states by 2014</p> <p>2.6 Number of schools being inspected under reformed QA system</p> <p>2.7 Measures of performance from reformed M&E systems</p>	<ul style="list-style-type: none"> • <i>SMOE and SUBEB records and reports</i> • Public expenditure tracking and service delivery survey • Household surveys • Opinion polls • Surveys, studies and data generated by other SLPs • Stakeholder surveys • Inspectorate reports • M&E reports 	<ul style="list-style-type: none"> • School age population doesn't outstrip education sector and states' capacity • Ability of states to support reforms is sustained • Population migration doesn't strain the education sector • Private sector provision of education continues to meet demand • Institutional reforms in public sector enhance governance

<p>3. Capacity of primary and junior-secondary schools to provide a high quality learning environment developed and sustained</p>	<p>3.1 Percentage of schools preparing and implementing School Development Plans (SDPs) by 2014</p> <p>3.2 Measures of the increase in availability and utilisation of equipment and learning resources in schools in target states by 2014</p> <p>3.3 Percentage of schools being graded satisfactory in inspections, in target states by 2014</p> <p>3.4 Percentage increases in teachers being graded as satisfactory in target states by 2014</p> <p>3.5 Percentage increases in head teachers being graded as satisfactory in target states by 2014</p>	<p>As above</p>	<p>As above</p>
<p>4. Capacity of communities and civil society to articulate demand for educational services created and sustained</p>	<p>4.1 Increases in the percentage of the population by gender and location who know what standards of service to expect and what their rights, responsibilities and access to resources are in target states by 2014</p> <p>4.2 Percentage increase in the numbers of target LGEAs responding specifically to outcomes from stakeholder consultation in target states by 2014</p> <p>4.3 Percentage increase in number of SBMCs, demonstrably providing support to schools</p>		

Narrative Summary	Budgets and Inputs	Assumptions
<p>Activities – All ESSPIN Activities will provide support to the following areas:</p> <p>1.1 Review, identify and strengthen funding and policy arrangements of ministries, departments and agencies in collaboration with other SLP programmes</p> <p>1.2 Provide support to the development and implementation of quality assurance standards for basic education</p> <p>1.3 Strengthen mechanisms for formulation, facilitation and advocacy of policy options for educational reform [NCE process]</p> <p>1.4 Identify and promote the development of appropriate information and knowledge management systems and mechanisms in collaboration with other SLP programmes</p> <p>1.5 Development of systems for monitoring state level performance in collaboration with other SLP programmes</p> <p>2.1 Undertake analyses of educational sector including, <i>inter alia</i>, demographic, economic, socio-economic issues – gender, religion, disabilities etc</p> <p>2.2 Assess and review <i>financing gap</i> in basic education to identify optimum scenarios</p> <p>2.3 Support and promote the development of a 10 year sector plan with stakeholders</p> <p>2.4 Development of an Educational Sector Operational Plan [ESOP]</p> <p>2.5 Budget reform including development of budgeting mechanisms and funding systems for schools in collaboration with other SLP programmes</p> <p>2.6 Support institutional development and reform of human resource development systems and capacity</p> <p>2.7 Implementation of ESOPs</p> <p>2.8 Alignment of ESOPs with SEEDS in collaboration with other SLP programmes</p> <p>2.9 Development of systems for monitoring performance of primary and junior-secondary schools</p> <p>2.10 Identify, develop and promote appropriate information and knowledge management systems and mechanisms in collaboration with other SLP programmes</p>	<p>To be completed</p>	<ul style="list-style-type: none"> • Gains are not compromised by lack of political will or support from government and unions • Support remains consistent through political cycles • Availability and nature of places in secondary and tertiary training provides incentives to complete basic education • Changes and reforms are institutionalised and support is de-personalised • Skilled staff are retained within the educational sector • HIV/AIDS and malaria levels do not adversely affect gains • Capacity and will exists at state-level to respond to benefits/gains • Expansion of post-basic education encourages demand for basic education

Narrative Summary	Budget and Inputs	Assumptions
<p>Activities continued</p> <p>3.1 Situation analysis and review to establish baseline data set</p> <p>3.2 Capacity strengthening of school leadership, management, quality development and quality assurance</p> <p>3.3 Development of school governance and school development plans as a means of linking a range of school improvement initiatives</p> <p>3.4 Develop appropriate responses and strategies aimed at increasing enrolment and attendance (especially for girls)</p> <p>3.5 Provide support to Teacher Service reform including, <i>inter alia</i>, gender sensitive career structures & recruitment, planning, policy, conditions of service, incentives (particularly for female teachers in remote areas), training, deployment and management</p> <p>3.6 Provide support to systems for better resourcing of schools with materials, equipment, infrastructure and water and sanitation (especially to encourage enrolment & retention of girls) in collaboration with other SLP programmes</p> <p>3.7 Provide support to strengthen and improve learning outcomes</p> <p>3.8 Development of appropriate responses to requirements for skills development and PPP</p> <p>3.9 Development of appropriate responses to health education, school health and HIV/AIDS, family health with other SLP programmes</p> <p>3.10 Support the identification, development and promotion of information and knowledge management systems and mechanisms to strengthen M&E in the education sector in collaboration with other SLP programmes</p>	<p>As above</p>	<p>As above</p>
<p>4.1 Undertake analysis to document and understand the status, needs and demands of <i>out of school</i> children</p> <p>4.2 Mapping of civil society organisations in educational sector with other SLP programmes</p> <p>4.3 Review current, and develop further, initiatives aimed at encouraging demand for education especially for girls</p> <p>4.4 Development of appropriate responses to situation analysis including IQTE, girls education, special needs, social exclusion, HIV/AIDS in collaboration with other SLP programmes</p> <p>4.5 Empowerment of civil society and communities, including, <i>inter alia</i>, availability of information, communication, learning outcomes, use and articulation, campaigns, advocacy skills in collaboration with other SLP programmes</p> <p>4.6 Increasing and encouraging the participation of community (especially women) and civil society in governance in collaboration with other SLP programmes</p> <p>4.7 Identify, develop and promote appropriate information and knowledge management systems and mechanisms in collaboration with other SLP programmes</p>		

Annex 2

MTSS Strategy Paper

Introduction

1. This document presents a proposed strategy for working with States over the next 6 months to help them formulate a 3-year costed, rolling operational plan derived from the Education Sector Plan (ESP) that in turn should inform the ESSPIN investment plan for each State. Specifically, this document proposes:
 - Specific processes to inform the work over the coming months in assisting States to move from ESPs to operational plans (MTSS/ESOP) and to subsequently develop annual budgets based upon these plans;
 - A set of principles and processes to inform how we operate and a set of specific tasks that we will need to undertake;
 - Invites State Team Leaders (STLs) and Lead Specialists (LSs) to consider how these principles, processes and tasks might be applied in each state and at the Federal level in order to agree on next steps. The document does not prescribe what MTSS these plans will look like although some ideas can be gained on this from the MTSS documents already prepared by Lagos State and the FME.

Current Context

2. As part of on-going public financial management reform in Nigeria in support of the NEEDS and SEEDS planning processes, the Federal Government requires States to produce a Medium- Term Expenditure Framework (MTEF) that is informed by sector specific three-year, rolling Medium Term Sector Strategies (MTSS). An MTSS should present policy priorities or strategic objectives, define specific activities and propose an appropriate budget envelope to achieve these. This in turn should allow States to produce annual budgets that are strategic, realistic and forward-looking rather than, as at present, continuing to produce annual budgets that are incremental and essentially backward-looking.
3. In the education sector the achievement of broad strategic objectives, such as the MDGs, is clearly not possible unless a strategic approach is developed and financed appropriately. The Education Sector Analysis documents developed in some States provide a detailed situational analysis taking into consideration demographic, economic, financial and educational data that have informed the development of 10-year ESPs. These in turn seek to define how a State can achieve the MDG/UBE. Where States have conducted an ESA and developed and approved an ESP, the next step is to develop the ESOP/MTSS that in turn will inform the annual budget process.
4. The current approach to budgeting in the education sector is historical rather than strategic– that is based upon a review of allocations from previous years and then adding a percentage to take into consideration inflation. Examination of the current budgeting process and analysis of spending suggests that not only is such an approach not strategic but neither is it realistic. Furthermore, as many allocations are in the wrong place, significant amounts of money that have been allocated are often left unspent. An obvious example of this is the approximately Naira 50 billion sitting in UBEC and ETF that should have been disbursed and deployed around the country to support education reform

efforts. We can conclude that the current approach is (i) not strategic in that it does address policy objectives; (ii) is ineffective in guiding the appropriate allocation of resources; and (iii) fails to support the utilisation of these resources accordingly. The consequences are the desperate situation to be found in schools and colleges around the country.

5. The DFID funded State Lead Programmes (SLPs) have been formulated to support the Nigerian Government to undertake essential reforms to address the need to significantly improve delivery of basic services. A particular objective is to help Government to make better use of its own resources and, with this in mind, ESSPIN therefore is tasked with working with the FME and State governments in the development of strategic plans and budgets to facilitate this process. It is also the case that the satisfactory completion of the ESSPIN Inception period is contingent upon the production of 2-year costed workplans that demonstrate how ESSPIN is going to support States to make better use of their own resources in the education sector. In other words, it is critical to ESSPIN that we are able to assist States to develop ESOPs/MTSS that inform future budgets. Possibly the single biggest risk that we face is not having a coherent link between State plans and budgets and ESSPIN plans and budgets as this would completely undermine what we are tasked with achieving by DFID. Therefore THE major thrust of the ESSPIN Inception Phase must be (i) to support the States produce their ESOP/MTSS; and (ii) to produce an ESSPIN investment plan that reflects the State plans. Table 1 below presents a flow chart describing the strategic planning process that you will recognize from the ESSPIN Technical Proposal.

Figure 1: Strategic education planning process



Working with States to undertake this process

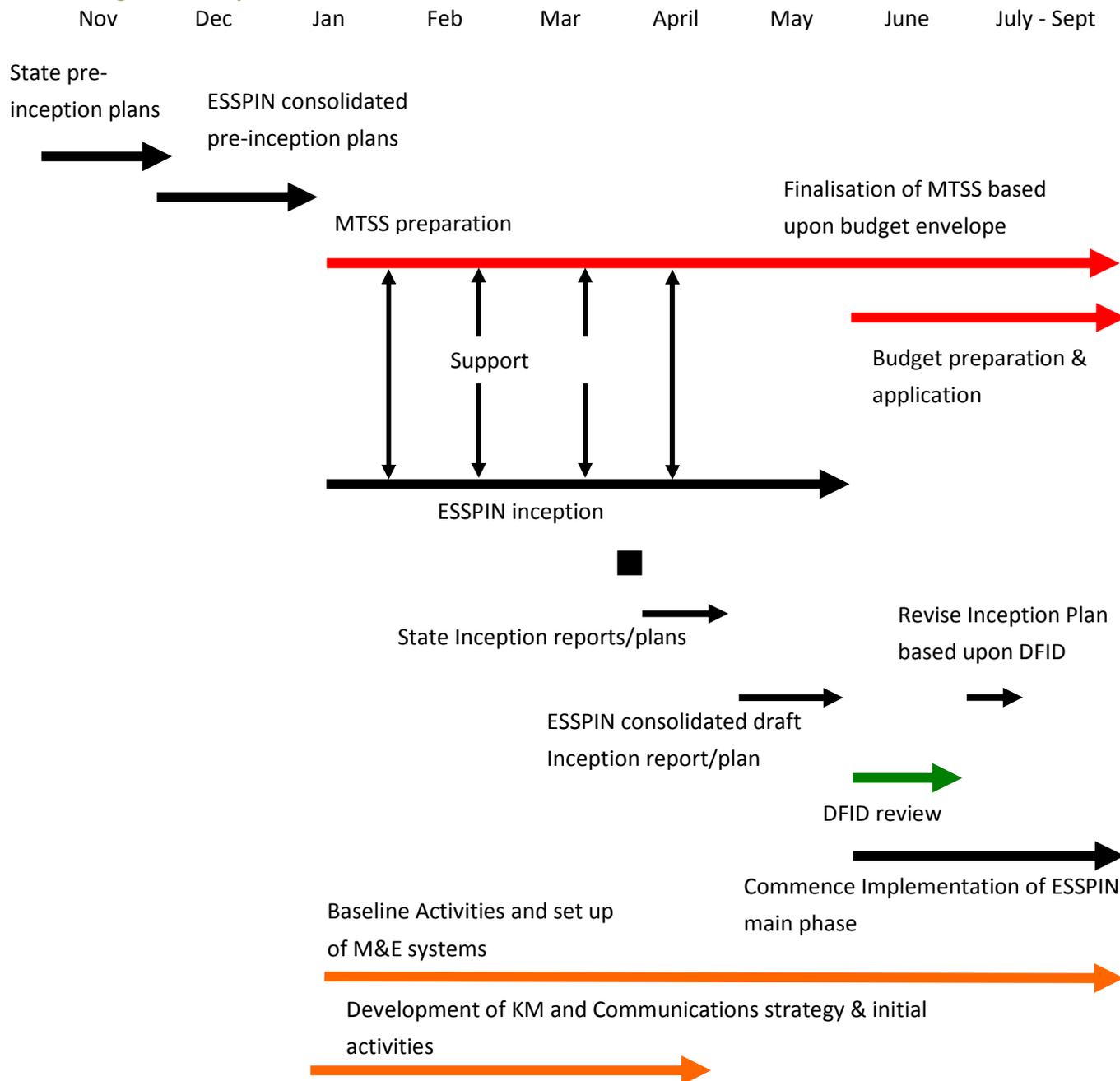
6. Under CUBE and GEP a number of States have more or less successfully undertaken and completed the development and production of ESAs and ESPs that are now endorsed by States as their official education sector reform plans. In Kwara work has already been undertaken to attempt to develop a budget that is based upon the ESP, whilst in Lagos a draft MTSS has already been produced. In Kano an ESOP of sorts has been developed but this is not one fit for purpose. In other States there is less appreciation of the overall process described above, and in none of the ESSPIN States has the entire process been successfully completed. Therefore, the first step to take in supporting States will need to be an engagement with key education sector officials to build their awareness and understanding of what is required, why this is required and how the task can successfully be completed. Once the States are committed we can move forward with practical steps such as developing a work programme and nominating staff accordingly.

7. The ESSPIN Introductory Workshops have provided an opportunity to engage with key stakeholders in the States and to start a conversation about how ESSPIN will work over the medium term with State teams. At this point we now need to undertake detailed, specific discussions with the States to agree on an action plan to move forward in developing the MTSS and the ESSPIN support plan. However there are a number of constraints that we need to bear in mind before proceeding.
8. First, we know from experience that developing any type of plans in the States in a manner that is consistent with building ownership can be difficult, unpredictable and time-consuming. Second, in ESSPIN we are working to a pre-determined time frame that requires us to produce an Inception Report by the end of May 2009. So whilst in an ideal world we would aim to first help States complete their MTSS, after which we would develop and agree on the ESSPIN Investment Plan, in reality we will need to work on the two processes in parallel. Similarly, whilst up until now we have been working in an exploratory and investigative mode but we now need to quickly move to a more intensive, planning mode. The task up to December is to plan what will happen between January and May. Everything that happens in that period should relate to this process. This will be complex, will inevitably lead to levels of uncertainty and potentially cause some degree of tension and stress amongst our team. Nevertheless, we have to move forward as best we can. Table 2 below presents a schedule for working towards (i) ESSPIN Inception Plans; (ii) State MTSS; and (iii) ESSPIN Investment Plan and is intended for further discussion at the Technical Team Meeting on 12 November.
 - Timelines: The chart above shows the various stages and major activities which need to take place between now and the end of May. This is extended to September for the MTSS and budget process.
 - ESSPIN must submit a draft Inception Report and two year workplan for DFID by 31 May 2009. This will require the development of a supporting budget that is likely to take at least 4 weeks to do AFTER STLs have submitted workplans. ESSPIN State workplans therefore need to be completed by end of April.
 - State log frames will need to be developed before the finalisation of workplans and this in turn means that State level log frame workshops will need to take place in late March/early April.
 - Given that we have already noted that it is unlikely that the State MTSS will have been completed in advance of the development of the ESSPIN plans, the challenge will be to consider a methodology for the preparation of the ESSPIN plans while those of the States are only partially complete.
 - Finally note that DFID expects ESSPIN to commence full scale implementation from June onwards, and not to wait for their comments on the Inception Plan. They are assuming these will be a light touch rather than major restructure of what we have proposed.

Devising an MTSS: A proposed strategy

9. This section aims to present some thoughts and ideas on
 - how the MTSS might be developed;
 - what it might look like; and (iii) how the ESSPIN teams can assist and guide this process.

Figure 2: Proposed Schedule



10. Structure of MTSS: There are essentially two ways to build the MTSS either by:

- Inviting individual departments to develop plans and budgets and then combining these to produce a overall sector plan and budget; or
- Basing the MTSS on the ESP and translating the long term goals and strategies into medium- term objectives, outcomes and activities which contribute to milestones within the ESP.

11. The obvious problem with the first approach is that, uninformed by strategic objectives, it is likely to lead to more of the same. Therefore we must consider the alternative, namely to encourage and help the States to prepare and cost the MTSS according to the major policy objectives or themes presented

in the ESP and to allocate responsibilities and budgets to the appropriate MDAs. Box 1 below presents a possible approach to undertaking the MTSS using experience drawn from Lagos State. Table 3 describes how ESSPIN team members might engage with State Task Teams.

12. Methodology: In order for ESSPIN to work with States on this process the following must occur:

- The State must commit itself to producing an ESOP/MTSS to support its reform agenda;
- An appropriate cross-departmental structure needs to be put in place by the State to engage its personnel with the process of developing the MTSS;
- A structure and a format for developing the MTSS will need to be agreed upon in advance;
- ESSPIN must agree with the State how ESSPIN technical teams are to engage in the process. It is fundamental that ESSPIN teams should not be operating outside of this structure but within it.

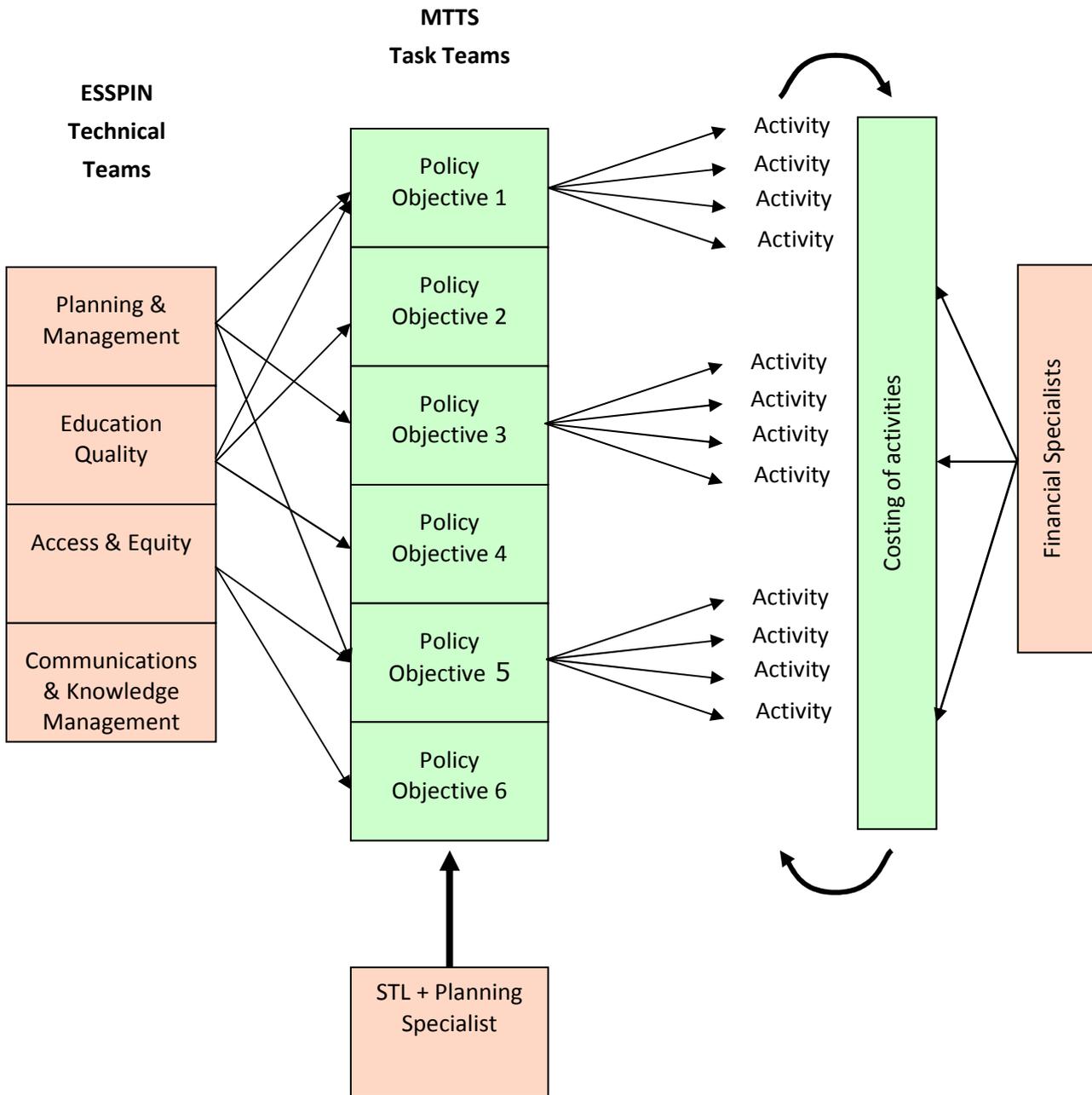
The MTSS Process

Box 1: The MTSS process: a possible approach (based on experience from Lagos)

Initial workshop: An initial strategic workshop(s) held to make key decisions about the shape and form of the MTSS.

- **Task Teams:** Several task teams set up each tasked with addressing a key element/component of the MTSS. Other cross cutting teams may be necessary to consider special areas e.g. teacher development, water and sanitation etc.
- **Stakeholder meetings/forums:** These might take place under the auspices of the Task Teams/Committees.
- **Iterative development of plans:** These teams met regularly in a series of minuted meetings/workshops supported by consultants, who do most of the writing to develop detailed plans. Consultants can thus help to record decisions thereby avoiding repetition and circular arguments and ensuring a consistent format.
- **ESSPIN interaction with Task Teams:** ESSPIN State Specialists and Consultants can support these task teams with help to undertake activities such as workshop facilitation and drafting of sections of the MTSS. In this way the MTSS Task Teams/Committees will be the key points of interaction for our Technical Teams
- **Parallel finance consultancy:** Alongside this process of planning, finance specialists produce budgets to provide an indication of the costs of various options/activities being developed.
- **Aggregation of component plans:** Once the sub-plans are prepared they are collated and reviewed for gaps or overlap. They are costed and if necessary revisited to look for more affordable options.
- **Development of ESSPIN State/Federal Log Frame:** Log Frames based upon the emerging MTSS, ESSPIN support plan and two-year workplan complete by end of May 2009.

Figure 3: Methodology for ESSPIN Technical Teams to engage with State MTSS Task Teams



13. Table 4 below presents an analysis of the key priorities of the current State ESPs and shows that with differing priorities across different States, the detailed MTSS format will need to be sufficiently flexible to accommodate these.

Table 1: Key Policy Objectives in ESSPIN State ESPs

Kaduna	Kano	Kwara	Lagos
Basic Education	Access and Equity	Equitable access	Early Childhood Care and Development
Secondary Education	Quality Education	Teacher Quality Improvement	Basic Education (Primary and Junior Secondary);
Adult Education	Technical and Vocational Education	College of Education Turnaround	Senior Secondary Education
Higher Education	Education Finance	Strengthening the inspectorate	Tertiary Education
Policy Planning and Resource Management	Education Planning and Management	Institution building	Adult and Non-formal Education and Technical and Vocational Education
M&E		Funding	Special Education

Budgeting and Costing the MTSS

14. The budget envelopes used to inform the ESPs are based upon certain assumptions made at the time of writing about overall public expenditure in the State and about the education sector's share of that. Whilst the costing of the MTSS must be based upon the ESP, the latter cannot and does not take into consideration the current economic climate or current political priorities. Therefore, in each State we will need to establish what level of commitment there is to funding the education sector over the medium term. As a point to note SLGP/SPARC have been trying to make the point to State Government that Ministries which have well thought out budgets and plans should be given preference over Ministries which do not.
15. Costing of activities is an integral part of the MTSS and by so doing allows the State to subsequently produce detailed annual budgets. If the former is completed satisfactorily then the latter will be much more straightforward. However, experience from FME and from Kwara and Lagos States informs us that collecting data to determine unit costs is a time consuming and difficult task. The implication of this is that the sooner that this starts the better. If the costs can be seen emerging alongside the activities, it is easier to decide on what is affordable and/or prepare different scenarios, should the eventual budget envelope be insufficient.

Role and Responsibilities in the ESSPIN Team

16. STLs will be responsible for leading the processes described above in their States and for the production of an ESSPIN State plan, supported by a State Log Frame by 31 May 2009. Whilst the STL needs to have a significant understand of both the process and the details, s/he should focus on managing the process - i.e. planning and coordinating technical inputs and providing strategic guidance to the technical teams, rather than trying to write every element of their plan themselves. The STL will work with local education officials to determine the appropriate timing of technical inputs and specific events, and the ESSPIN Technical Teams will have to arrange their schedules accordingly.
17. The key responsibilities for Lead Specialists will be to:
- Manage the teams of specialists working with State task teams to prepare components of the MTSS;
 - Develop packages of support activities which ESSPIN can provide during the Main Phase;
 - Customise these packages to meet different State requirements;
 - Liaise with STLs to ensure the required packages are included in the ESSPIN inception plans.
18. Lead Specialists are currently preparing draft Position Papers for submission at the November Technical Team Meeting that should seek to:
- Describe a core approach and a set of strategies within the relevant component area;
 - Outline packages of preparation activities, the resources required and timescales during the inception period;
 - Specify personnel required to deliver these;
 - Inform the STLs for inclusion in inception plans;
 - Inform ESSPIN Management to allow identification of specialists for mobilization from January onwards.
19. In developing the package of ESSPIN support activities, Lead Specialists are encouraged to reacquaint themselves with both the original DFID documentation and the ESSPIN technical proposal in order to give due consideration to all relevant options. This will allow them to determine core tasks and develop specific TORs for State specialists and additional consultants who may be required.
20. During the Inception Phase, it will be important for Lead Specialists to use their own time strategically in order to maintain an overview of progress in each State and to provide timely and appropriate technical guidance. Whilst some travel to States will be necessary, Lead Specialists will need to resist the urge to spend all their time on the road and instead focus on guiding and monitoring the work of State Specialists and Consultants. This suggests that for much of their time Lead Specialists will need to operate in a Team Leader type mode.

Looking to the future: producing the ESSPIN Investment Plan

21. While not immediately relevant to your current planning, the ESSPIN support plan will eventually consist of two key areas, namely Technical Assistance (TA) and Programme Support Activities (PSA). During the period from January to May, both STLs and LSs will need to keep this in mind in order that the work plans developed at that time include both elements.

TA

22. The majority of the support we can offer is in the form of people. Long term TA is, or will be, already hired by January. State TA is a given within each State and while these people need to be fitted into workplans they will automatically be costed whatever activities they are engaged in. The same is true of Lead Specialists although their time will be split between States and Abuja and it is useful to have an idea of where their time is being spent. The only additional costs above that which ESSPIN will spend anyway are the ST TA days, and it is these that are most important to try to estimate. Their actual cost can be worked out centrally so it is really only the number of days which needs to be estimated.
23. In our current workplans we have tried to be accurate both about the number of days and the timing of these days, but January to May it will be difficult to predict the exact timings accurately – which is not to say we should not try. What is most important is the number of TA days which might be required for each set of activities. These numbers can only be built up by the STL by aggregating estimated numbers from Lead Specialists, which they should develop in their position papers.

PSA

24. As part of the Inception Report and two-year workplan it will be necessary to give as much detail about activity in the following two years as possible, so this will need some serious attention and thought between now and end of April. The pre-inception plans need to ensure that the development activities and specialist assistance is available to help develop this.
25. In the Implementation phase we also have a very large pot of money to spend on Project Support Activities (approx £32 million) and ideas for this need to be thought out carefully, built into the Inception Plan and costed more accurately. These do not have to be spent all in one go but given they are very much aimed at piloting and innovating, there is an argument for spending significant amount in the early years.
26. To remind everyone, the headings for PSA are:
- Capacity Development;
 - Research and Studies;
 - School Grants;
 - Challenge Fund;
 - Study Tours;
 - Media and Communications;

- Innovative Construction;
- Education Materials;
- Water and Sanitation;
- Teacher Deployment pilot

27. The size of these budgets is not directly relevant at the moment, as we are still in a position to vire between them at the end of Inception, depending on what we plan.

- Capacity development will be the most obvious for LSs and STLs to use as this refers to workshops, forums, trainings etc for which ESSPIN will pay. These will mostly to do with development, design and training of trainers etc, and we would expect the State to pay for large scale training. However we do not rule out paying for some actual training if it is a pilot, if numbers are relatively small and it is one off, or if there is an urgent need to pump prime an initiative. The understanding must always be that the State will fund a larger roll out.
- Consultants are being hired to scope out our strategy for Research and also how we might use the Challenge fund, but LSs and STLs are free to offer ideas of their own.
- The Communication Team will develop a strategy on which these funds might be spent BUT they will talk to STLs, especially concerning major public awareness strategies at the State level and where appropriate these plans can be integrated into State level plans.
- Study tours for personnel from several States at once are more likely than for individual States but this is not a hard and fast rule.
- ESSPIN would prefer that States fund School Grants but we can pump prime an initiative involving these, in selected pilot areas/LGEAs if we are confident that States will carry this forward in their own budgets.
- Spend of the Education Materials budget is likely to come later in the programme, if at all but this is open to suggestion.
- Water and Sanitation should be picked up in each State and Water Aid is ready to offer specialist assistance to develop activity in this area.
- An Innovative construction initiative and a Teacher Deployment Pilot are not yet certain to happen and if they do are likely to happen in only one State in the first instance. That is likely to be the State there is the most willingness/demand and where plans are best thought out.

28. Other ideas which do not fit in these categories are possible IF well thought out and justified.

ANNEX 3

ESSPIN

Working Draft

Monitoring and Evaluation Framework

(To be completed for inclusion in the Inception Report)

Abbreviations

CWIQ	Core Welfare Indicators Questionnaire
DFID	Department for International Development
EMIS	Education Management Information System
ESSPIN	Education Sector Support Programme in Nigeria
FMOE	Federal Ministry of Education
GEP	Girls Education Project (DFID and UNICEF)
LEAP	Literacy Enhancement Assistance Project (USAID)
LGEA	Local Government Education Authority
MDG	Millennium Development Goals
MICS	Multiple Cluster Indicator Survey
MLA	Monitoring Learning Assessment
NLSS	Nigeria Living Standards Survey
NGO	Non-government organisations
PATHS	Partnership for Transforming Health Systems
SAVI	Strengthening Accountability and Voice Initiative
SBMC	School-based management committees
SEEDS	State Economic Empowerment and Development Strategy
SESP	State Education Sector Project (World Bank)
SLP	State Lead Programmes
SMOE	State Ministry of Education
SPARC	State Programme for Accountability Responsiveness and Capability
SUBEB	State Universal Basic Education Board
UBEC	Universal Basic Education Commission
UNICEF	United Nations Children Fund
USAID	United States Agency for International Development

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Introduction

1. The M&E activities under ESSPIN have two objectives:
 - In terms of implementation, they will help to assess whether action plans are being realised. With reference to the results chain, this aspect focuses on the inputs, activities and short-term outputs.
 - In terms of results and development effectiveness, they will assess the extent to which results are being achieved. With reference to the results chain and the logical framework behind the programme, this aspect focuses on the medium- to long-term outputs, outcomes and impact. As part of this focus, the M&E activities will ensure that reliable and timely information is used to enable:
 - FMOE and the SMOE in each Lead State to take informed policy decisions
 - ESSPIN management and DFID to incorporate lessons learned into any mid-term decisions on the course of the programme
2. The pursuit of the first objective will be led by the ESSPIN Operations Unit and this concept note touches only on those of its aspects that are related to coordination and reporting mechanisms. Instead, the focus is on the second objective, which requires a complex set of information collection, interpretation, reporting, coordination and capacity building activities.
3. The position put forward in this paper is that the ESSPIN M&E framework on results should be fully consistent with the sector M&E frameworks that are already implicitly in place in a number of States following the endorsement of Education Sector Plans. The need to report on a small number of additional indicators should not prevent ESSPIN from using the existing government frameworks.
4. This also follows the ESSPIN Programme Memorandum (§2.7) which states that ESSPIN will “to the greatest extent possible, use the same supervision structures and monitoring and evaluation arrangements. There will be a strong focus on building State Governments’ capacity to undertake monitoring and evaluation of their own policies and programmes and to use outputs from these improved State systems” in order to meet ESSPIN reporting needs”.
5. The key elements of an M&E framework are:
 - Scope: The M&E framework needs to define the results that are expected and the concepts that link together the inputs, activities, outputs, outcomes, and impact to establish realistic expectations. The ESSPIN logframe, which provides this overall context, is presented in Chapter 1.

- Indicators: The M&E framework needs to pin the overall scope down to a bounded set of monitoring indicators, which will guide the design of M&E activities. These indicators, which are outlined in the logframe, are defined with precision in Chapter 2, in a consistent way across States and over time. The baseline values of the indicators will be gradually inserted into 0. A separate baseline report will explain how these baseline values were obtained.
 - Supply of information: The logframe also includes an outline of means of verification. Chapter 3 discusses these sources of data, available options and methodological aspects. With the exception of the support to the school census process, it is proposed that – at least in the early stages of implementation – relatively little emphasis is placed on capacity building measures in the area of data collection and analysis.
 - Demand for information: Ensuring that the sources of information are available in time, at the necessary standard of quality and as part of a regular and sustainable process will require the cooperation of a large number of stakeholders. Chapter 4 discusses the roles of different levels of government in this process both as producers but primarily as users of data and translates these into corresponding capacity building measures.
 - Reporting: Chapter 5 identifies the main documents for reporting progress against the M&E framework and the main channels through which this information is communicated (with particular reference to the Federal and State governments and DFID). This chapter is a sketch that focuses on the formal reporting obligations. The broader issue of determining how findings are shared is addressed in a separate document, the communications and knowledge management strategy.
 - Coordination: A common problem of M&E frameworks is the overlap of activities. This is a key reason why ESSPIN will utilise the existing government M&E frameworks and will try to strengthen them with the support of non-government stakeholders. Three areas of concern are addressed in Chapter 6. First, it is necessary to integrate data sources (across government bodies, development partners and over time) and prepare reviews that look at and reflect on all these sources. Second, the parallel operation of SESP presents ESSPIN with opportunities for streamlining its own M&E arrangements. Third, the fact that ESSPIN is part of the SLP calls for open channels of communication.
 - Implementation plan: 0 outlines the activities and responsibilities across ESSPIN for M&E activities and a timetable for these activities over the inception phase and the first two years of implementation.
6. This is the first draft of a paper that will continue to evolve until the end of the inception phase. Among the anticipated stages are:
- the determination of overall programme targets
 - the inclusion of the Federal- and State-level logframes and targets
 - the establishment of baseline figures for all indicators

1. Logframe

7. The first step in the development of the M&E framework is to determine its scope, in other words the goal, purpose and outputs of the programme that need to be monitored. The ESSPIN logframe presents these at the level of the programme together with a set of core inputs and activities that are expected to enable the desired outputs to be achieved.
8. To enable the assessment of whether the results have been achieved, the logframe also includes a set of broadly defined corresponding indicators ('objectively verifiable indicators') and identifies the sources of information to be used ('means of verification'). Chapter 0 defines these indicators in detail and Chapter 0 discusses the sources of information.
 - The ESSPIN goal is effective and efficient use of Nigeria's own resources for education and gender equity – with the respective MDG used as indicators.
 - The ESSPIN purpose is improved sustainable and replicable basic education services – with indicators on access, equity, quality and management.
 - The ESSPIN outputs are:
 - A strengthened Federal Government governance framework for enabling basic education reform
 - Strengthened State-level governance and management of basic education
 - Developed and sustained capacity of primary and junior secondary schools to provide a high quality learning environment
 - Created and sustained capacity of communities and civil society to articulate demand for educational services
9. A number of assumptions are singled out as preconditions for the achievement of these results. They can be categorised as:
 - Economic, such as sustained growth
 - Political, such as political will to support reform and political stability
 - Demographic, such as slower population growth, managed internal migration rates, and lower impact of HIV/AIDS and malaria
 - Institutional, such as transparent allocation and disbursement of funds and reforms that enhance public sector governance
 - Other, such as continued private sector provision of education services and strong demand for secular-based education
10. The logframe contains implicitly the key anticipated relationships that will lead from inputs to results: if a set of activities are carried out and a set of assumptions hold, then

intermediate outputs will be achieved as a means to the purpose and goal of the programme.

11. The following four tables summarise the content and rationale of the four outputs:

- The key outcome expectations refer to the goal and purpose outcomes: universal net enrolment; learning achievement; and efficiency and effectiveness in using resources
- The key anticipated relationships between output and outcome refer to how the identified outputs are expected to lead to the desired outcomes

Output 1: Federal Government governance framework for enabling basic education reform strengthened

<p>Description: Support the Federal government to play its constitutional role (in terms of stewardship of the education sector, policy and long term planning and effective and efficient allocation and disbursement of Federal resources to States) and drive reform forward.</p>		
<p>Key outcome expectations</p> <ul style="list-style-type: none"> • Efficiency and effectiveness in the use of Federal resources • The Federal government drives reforms in States that are not part of ESSPIN 		
<p>Key anticipated relationships between output and outcome</p> <ul style="list-style-type: none"> • The allocation mechanism, management and accounting of Federal funding to the States will be strengthened through: <ul style="list-style-type: none"> - a costed, phased strategic plan with realistic performance targets for UBEC - the formulation of a national framework of standards (to focus attention on the desired results) - the improvement in the use of information for accountability and performance monitoring • ESSPIN will support the integration of inspection services to avoid inefficient use of resources. 		
Inputs	Main activities	Output expectations
<ul style="list-style-type: none"> • ESSPIN - ... - ... • Federal - ... - ... 	<p>Review, identify and strengthen funding and policy arrangements of FMOE, UBEC and other agencies</p> <p>Support the development and implementation of quality assurance standards for basic education</p> <p>Strengthen mechanisms for formulation, facilitation and advocacy of policy options for educational reform</p> <p>Identify and promote the development of appropriate information and knowledge management systems</p> <p>Develop systems for monitoring State-level performance</p>	<p>Increased levels of evidenced-based policy research</p> <p>Increased utilisation of Federally allocated funds (UBEC and MDG Office)</p> <p>Compliance with minimum learning outcome standards</p> <p>Federal government uses NEMIS and integrated quality assurance framework</p> <p>Federal budget aligned with ESOP</p>

Table 1.2 Output 2: State-level governance and management of basic education strengthened

Description: Support the rationalisation, realignment and strengthening of the State Ministries of Education, Local Government Education Authorities and State Universal Basic Education Boards in terms of the functions and core systems that underpin service delivery.		
Key outcome expectations <ul style="list-style-type: none"> • Universal basic education net enrolment for boys and girls 		
Key anticipated relationships between output and outcome <ul style="list-style-type: none"> • States coordinate their activities and (Federal and State) resources, through the development and implementation of integrated, costed Education Sector (long-term) Plans and (medium-term) Operational Plans, which focus on achieving universal net enrolment and learning standards at least cost. • A more normative inspectorate, which monitors the application of standards, supports teachers, heads and officials in performing their roles, and contributes to sector management helps drive up performance, build accountability, and provide information for planning purposes. • States understand and regulate the private sector, develop public-private partnerships and integrate islamiyyah, qur'anic and tsangaya schools – in those States where they are common – to ensure that they also deliver the core secular curriculum. 		
Inputs	Main activities	Output expectations
<ul style="list-style-type: none"> • ESSPIN - ... - ... • State - ... - ... 	<ul style="list-style-type: none"> Undertake educational sector analyses Support the development of Education Sector Plans (ESP) Support Educational Sector Operational Plans (ESOP) which are aligned with State-level strategies (SEEDS) Assist budget reform, including development of budgeting mechanisms and funding systems for schools Support institutional development and reform of human resource development systems and capacity Support the implementation of ESOP Help develop systems for monitoring performance of primary and junior secondary schools Identify, develop and promote appropriate information and knowledge management systems and mechanisms 	<ul style="list-style-type: none"> Progress against ESP targets States update ESOP on an annual basis Little or no variation between budget and ESOP Little or no variation between spending and budget States use NEMIS and quality assurance frameworks States evaluate performance/competency of staff Public awareness of educational sector reform

Output 3: Capacity of schools to provide a high quality learning environment developed and sustained

<p>Description: Improve the learning environment for children (through better planning and teacher service reform) and support community engagement in the management of schools and pilot schemes to deliver resources directly to schools and communities.</p>		
<p>Key outcome expectations</p> <ul style="list-style-type: none"> • Achievement of learning outcomes 		
<p>Key anticipated relationships between output and outcome</p> <ul style="list-style-type: none"> • School Based Management Committees (SBMC) help improve school management and promote demand for better services. • School development plans and associated grants promote decentralised, school-level control of resources. • Better deployment of resources at school level and increased managerial discretion given to schools. • The implementation of a comprehensive strategy for teacher development and deployment supports the introduction of consistent in-service training, the reduction of subject teachers in primary education, and the redeployment of teachers to needy areas. • The school-based health and nutrition curriculum promotes health literacy for the future generation • Information on physical infrastructure, instructional materials, demographic trends, and the profile of out of school children help States build capacity to plan, resource and procure infrastructure and materials. 		
Inputs	Main activities	Output expectations
<ul style="list-style-type: none"> • ESSPIN - ... - ... • Federal/State - ... - ... 	<p>Analyse and review situation to establish baseline data set</p> <p>Strengthen capacity of school leadership, management, quality development and quality assurance</p> <p>Develop school governance and school development plans</p> <p>Provide support to teacher service reform: recruitment, planning, policy, conditions of service, training, deployment and management</p> <p>Support systems for better resourcing of schools with materials, equipment, infrastructure, water and sanitation</p> <p>Support improvement of learning outcomes</p> <p>Develop appropriate responses to requirements for skills development and public-private partnerships</p> <p>Develop appropriate responses to health education, school health and HIV/AIDS</p> <p>Support the identification, development and promotion of information and knowledge management systems and mechanisms to strengthen M&E in the education sector</p>	<p>Increased availability and utilisation of resources in schools</p> <p>Teachers and head teachers being graded as satisfactory</p> <p>Percentage increases in head teachers being graded as satisfactory in target states by 201</p>

Table 1.4 Output 4: Capacity of communities to articulate demand for educational services created and sustained

<p>Description: Strengthen voices demanding better education services and greater accountability from government at different tiers. Increase citizens' ability to claim rights and hold government accountable, by means of advocacy projects, research and policy analysis, support to State Houses of Assembly, CSO capacity building, media engagement and broad-based coalitions around specific service delivery demands in the education sector.</p>		
<p>Key outcome expectations</p> <ul style="list-style-type: none"> • Universal basic education net enrolment for boys and girls • Achievement of learning outcomes 		
<p>Key anticipated relationships between output and outcome</p> <ul style="list-style-type: none"> • An information and communications campaign targeting Community Based Organisations and School Based Management Committees helps community members understand the expected standards of performance and the respective responsibilities of citizens and civil servants. • LGEA-, SBMC- and PTA-designed initiatives bring education to the excluded and under-represented and extend basic education to youths and adults, by maximising use of school facilities and through partnerships with private (non-formal and formal) education providers (including IQT schools). 		
Inputs	Main activities	Output expectations
<ul style="list-style-type: none"> • ESSPIN - ... - ... • Federal/State - ... - ... 	<p>Analyse needs and demands of out of school children</p> <p>Map civil society organisations in educational sector</p> <p>Review current, and develop further, initiatives aimed at encouraging demand for education</p> <p>Develop appropriate responses to situation analysis including IQTE, special needs, social exclusion, HIV/AIDS in collaboration with other SLP programmes</p> <p>Empower civil society and communities, through availability of information, communication, use and articulation, campaigns, advocacy skills</p> <p>Increase and encourage the participation of community and civil society in governance</p> <p>Identify, develop and promote appropriate information and knowledge management systems and mechanisms</p>	<p>Higher enrolment across specifically identified groups</p> <p>Higher resource levels available to schools</p> <p>Awareness of standards of service, rights, responsibilities and access to resources</p> <p>LGEA respond to outcomes from stakeholder consultation</p>

2. Indicators

12. The key element of any M&E framework that aims to measure and manage performance is the setting of standards and targets against which key messages will be communicated to the diverse audience of stakeholders, including the ESSPIN programme team, DFID, the government counterparts and the general public.
13. The logframe provides an outline of the main indicators. This chapter defines the indicators of the M&E framework in detail. Using the logframe as a basis, it looks into a number of key policy and planning documents (ESP, UBEC and SESP M&E frameworks), which contain indicators at various levels. The ESSPIN M&E framework is aligned with the frameworks of these documents and tries to provide a single and encompassing reference framework.
14. Three levels of indicators are defined:
 - Key performance indicators, which correspond to the goal and purpose of ESSPIN
 - Quality standards indicators, which correspond to those outputs of ESSPIN that are directly related to schools
 - System indicators, which correspond to those outputs of ESSPIN that refer to education administration and management
15. These indicators are examined in the next three sections and synthesised in Section 2.4 into a single list.
16. Section 0 introduces perception indicators, which refer to citizen opinions and awareness of the state of education service delivery. These are a central part of ESSPIN, as a result of the programme's emphasis on demand for good quality education services, but are not expected to be part of government monitoring tools and are therefore examined separately.
17. Finally, Section discusses the scope for comparisons of education sector performance between States depending on whether they receive ESSPIN support or not.

2.1 Key performance indicators

18. The indicators that pertain to the ESSPIN goal are the education and gender Millennium Development Goals, which are presented in 0. The two literacy rate indicators are practically beyond the scope of ESSPIN as most of the targeted beneficiaries will not even have reached that cohort by the end of the programme; therefore it is not intended to monitor them. Finally, there are two other gender equity indicators (wage employment and parliamentary representation) which are also beyond the scope of ESSPIN.

Millennium Development Goals on education and gender

MDG 2. Achieve universal primary education
Target 3. Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling
Indicator 6. Net enrolment ratio in primary education
Indicator 7A. Proportion of pupils starting Grade 1 who reach Grade 5
Indicator 7B. Primary completion rate
Indicator 8. Literacy rate of 15-24 year-olds
MDG 3. Promote gender equality and empower women
Target 4: Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015
Indicator 9. Ratios of girls to boys in primary, secondary and tertiary education
Indicator 10. Ratio of literate women to men 15-24 years old

The following indicators pertain to the ESSPIN purpose according to the logframe:

Indicator	Comments
Enrolment and promotion rate by gender and by grade, primary education	The enrolment rate is identical to MDG indicator 6. The promotion rate is one of the three main flow indicators (the others being repetition and dropout).
Completion rate by gender, junior secondary education	The primary completion rate is identical to MDG indicator 7B. The junior secondary completion rate is added.
Learning outcomes, primary and junior secondary education	The achievement of learning outcomes, which are currently not measured, is the most important new indicator introduced at the purpose level.
Successfully funded and implemented plans within basic education at Federal and State level	This indicator differs conceptually from the others, as it describes the operation of a system, and is therefore discussed in Section 0.

19. In brief, the key performance indicators can be grouped into:

- those related to enrolment information, available through administrative or survey data
- those related to learning outcomes

A synthesis is presented in Section 2.4.

2.2 Quality indicators

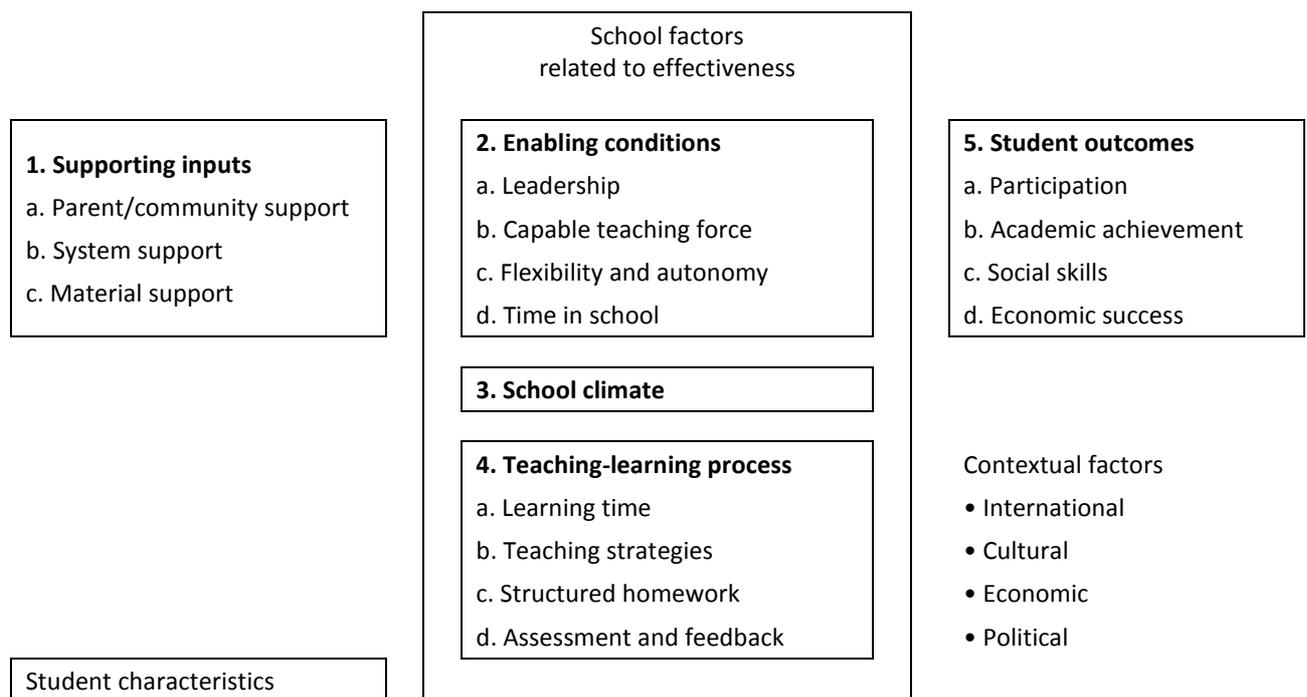
20. The key performance indicators focus on the achievement of universal basic education. However, with the exception of the learning outcomes indicator, they do not focus on the quality of the education service provided. The indicators under this section respond to the need for a minimum set of quality standards that schools should meet.

21. 0 summarises the Craig-Heneveld model of factors that determine school effectiveness. The quality indicators should capture the following dimensions of the model:

- 1a and 1c. Supporting inputs: Parent/community and material support
- 2. Enabling conditions
- 4. Teaching-learning process

22. System support (1b) is discussed further in Section 0. School climate (3) is very difficult to capture in quantitative terms and cannot therefore be measured through proxy indicators.

Factors that determine school effectiveness



23. Ideally, the quality standards should be determined at the Federal level but currently there is no formally adopted set of indicators. In their absence, three alternative sources are examined: the ESP documents from Kaduna, Kano and Kwara; the ESSPIN logframe; and the SESP logframe. The choice of ESP documents for primary focus is not least related to the fact that the ESSPIN logframe itself identifies “progress against ESP targets” as one of its output indicators.

Education Sector Plans

24. The key reference documents at the State level are the Education Sector Plans (ESP). Each ESP has a specific chapter dedicated to the monitoring arrangements. Based on these sections from the Kaduna, Kano and Kwara State ESP documents, the following table summarises the indicators relevant to primary and junior secondary education.

25. The first set of three columns captures the education level at which these indicators are monitored in at least one of the three States. The second set of three columns identifies the State in whose ESP document a particular indicator has been named. The final column positions the indicator in one of the three levels used in this document: (KPI) is a Key Performance Indicator; (Q) is a Quality Indicator; and (S) is a System Indicator. If it is a Quality Indicator, the last column locates it in the model of 0.
26. There are a larger number of indicators in Kano: the ESP covers achievement, infrastructure, integration of islamiyya schools and public finance. The indicators from Kwara focus more on a number of reforms that the State wants to bring in: pre-service and in-service teacher training, teacher deployment and enrolment of children with special needs. However, on the whole, the table shows that, even though there is no full correspondence, the indicators are very similar between the three States.

Table 1.4 Indicators in the ESP documents of Kaduna, Kano and Kwara

Indicator	Pre-primary	Primary	Junior secondary	Kaduna	Kano	Kwara	Indicator level	School model
Equitable access								
Gross enrolment rate	X	X	X	X	X	X	KPI	
Gender parity index	X	X	X	X			KPI	
Share of private education	X	X	X	X	X	X	S	
Gross intake rate		X	X		X	X	KPI	
Net intake rate		X			X		KPI	
Completion rate		X	X		X		KPI	
Transition rate, primary to junior secondary					X		KPI	
Survival rate, primary and junior secondary				X		X	KPI	
Coefficient of efficiency, primary and junior secondary		X	X	X			KPI	
Enrolment of children with special needs						X	KPI	
Quality and efficiency								
Students passing primary leaving examination (previously CEE)		X			X		KPI	
Students achieving 5 credits at JSCE			X		X		KPI	
Qualified teachers		X	X		X		Q	2b
Qualified teachers who complete practical in-school training						X	Q	2b
Qualified teachers who complete in-service training						X	Q	2b
Female teachers		X	X			X	Q	2b
Student-teacher ratio	X	X	X	X	X		Q	4a
Student-teacher ratio, variance across LGEA		X	X			X	Q	4a
Student-classroom ratio	X	X	X	X		X	Q	1c

Student-core textbook ratio		X	X		X	X	Q	1c
School with double shift		X	X		X		Q	2d
Average instructional hours per year / per week		X	X		X		Q	2d
Health and sanitation								
Schools with basic health care provision		X	X		X		Q	1c
Schools with water supply		X	X		X		Q	1c
Schools with toilets		X			X		Q	1c
IQTE								
Students in integrated islamiyya, qur'anic and tsangaya schools		X	X		X		S	
Average core subject instructional hours in integrated schools					X		Q	2d
Resource mobilisation and utilisation								
Share of education in State budget (total, recurrent and capital)				X	X	X	S	
Non-personnel share of total education recurrent budget					X		S	
Basic education share of total education budget				X	X		S	
Share of education in LGEA budget					X		S	
Average teacher wage as multiple of GDP per capita					X		S	
Hours of teacher weekly teaching load					X		S	

27. The indicators that correspond to quality standards in service provision can be grouped into the following categories using the school effectiveness model:

- 1c. Material and infrastructure
- 2b. Teachers
- 2d. Time in school
- 4a. Learning time

28. Among the parameters of the school effectiveness model that are not covered above are:

- 1a. Parent/community support, such as the existence of a SBMC or a PTA
- 2a. Leadership, such as characteristics associated with the head teachers
- 2c. Flexibility and autonomy, such as the ability of schools to manage own resources
- 4b. Teaching strategies, such as the use of open questions in lessons
- 4c and 4d. Structured homework, assessment and feedback

ESSPIN logframe

29. The majority of the ESSPIN logframe indicators linked to the four outputs would be classified as system indicators. Among the exceptions are:

- Indicators 3.1 and 4.2, which refer to the availability and utilisation of resources in schools (which are complementary to many of the indicators identified in the ESP)

- Indicators 3.2 and 3.3, which refer to the grading assigned to teachers and head teachers as part of the inspection process

SESP logframe

30. The SESP logframe indicators linked to the first and second ‘intermediate outcomes’ would be classified as quality indicators. In addition, to those already identified in the ESP documents (such as student-classroom ratio and core textbook availability), the following indicators are to be considered:

- the number of target schools implementing approved School Development Plans
- the number of trained head teachers with school management and leadership skills
- the number of trained teachers who use curriculum guides and core subject textbooks effectively in the classroom
- the ratio of teachers to teacher guides and workbooks

2.3 System indicators

31. A large number of indicators, notably in the ESSPIN logframe, refer to the educational system, particularly on issues of administration and management processes. For example:

- Decision making process
 - whether States develop and implement ESP and ESOP documents
 - whether federal funds, such as from UBEC and the MDG Office, are fully absorbed
 - whether the NCE process is relying more on an evidence basis
- Organisational development process
 - whether duplication in institutional responsibility across tiers of government is avoided
 - whether the disarticulation of junior and senior secondary schools is proceeding
 - whether there is better regulation of private schools and a well-defined framework for public private partnerships
 - whether there is progress in integrating islamiyyah, qur’anic and tsangaya schools
- Performance management and monitoring process
 - whether the inspectorate service is integrated, the quality assurance framework is used, and teachers are evaluated against performance indicators
 - whether incentives are used to motivate good teacher performance
 - whether the NEMIS framework is used, the school census covers all schools and response rates are close to universal

32. The indicators that can capture aspects of these processes are the first in which change can be observed as a result of a technical assistance programme.

2.4 Synthesis of ESSPIN M&E framework indicators

33. 0 lists the indicators that will form the ESSPIN M&E framework. The framework:

- distinguishes between three levels of indicators: key performance indicators, quality indicators and system indicators
- highlights the link with the ESSPIN and SESP logframes
- shows the relationship with the EFA indicators
- lists the preferred sources of information for each indicator (these sources are discussed in detail in Chapter 0)
- discusses the expected frequency of these sources

34. All indicators are defined at the State level.

35. Most of the indicators have been already discussed in the previous three sections. Below, there is a brief discussion of new indicators that have not featured in the discussion so far.

Key performance indicators

36. An indicator that is added to those discussed in Section 0 is the distribution of enrolment by consumption quintile. Using the results of a household income and expenditure survey (such as the NLSS), households can be ranked according to the volume of their consumption and grouped into five equal sized groups (from the richest to the poorest). Just like enrolment for children with special needs, enrolment by quintile is a measure of equity in the system.

Quality indicators

37. The following school quality indicators have not featured in any of the documents so far:

- Effectiveness of the school's SBMC and PTA
- Student and teacher absenteeism
- Effectiveness of teaching process, including use of teacher guides, homework assignment and feedback from teachers to students

38. All indicators will require specific studies, as standard instruments would be inappropriate.

System indicators

39. The following education system indicators have not featured in any of the documents so far:

- Overlap of responsibilities across government tiers and agencies
- Incidence of public-private partnerships
- Overlap of responsibilities across education inspection authorities
- Response rate to the school census

40. Except for the last one, all these indicators will require subjective assessments.

ESSPIN M&E framework indicators

		Pre-primary	Primary	Junior secondary	Breakdown	ESSPIN logframe	SESP framework	EFA	Source	Frequency
Key performance indicators										
1	Gross intake rate in Grade 1				By gender			3	School census, HH surveys	Annual
2	Net intake rate in Grade 1				By gender			4	HH surveys	Annual
3	Gross enrolment rate	X	X	X	By grade and gender	P1		1, 5	School census, HH surveys	Annual
4	Net enrolment rate	X	X	X	By grade and gender	G		6	HH surveys	Annual
5	Gender disparity index of enrolment		X	X	By grade	G			School census, HH surveys	Annual
6	Enrolment of children with special needs		X	X	By grade and gender	O4.1			School census	Annual
7	Enrolment of children by quintile		X	X	By grade and gender				HH surveys	Each 5 years
8	Survival rate to Grade 5				By gender	G		13	School census	Annual
9	Transition rate, primary to junior secondary				By gender		PDO		HH surveys	Annual
10	Completion rate		X	X	By gender	G, P2	PDO		School census	Annual
11	Repetition rate		X	X	By grade and gender			12	School census	Annual
12	Dropout rate		X	X	By grade and gender				School census	Annual
13	Coefficient of efficiency		X	X	By gender			14	School census	Annual
14	Share of students who master set of nationally defined learning competencies				By gender Grades 4, 6 and 8	P3		15	Learning outcomes survey	Each 3 years

		School model	Primary	Junior secondary	ESSPIN logframe	SESP framework	EFA	Source	Frequency
Quality indicators									
1	Indicator of effective SBMC	1a	X	X				Special study (...)	...
2	Indicator of effective PTA	1a	X	X				Special study (...)	...
3	Students per core textbook	1c	X	X	03.1	2.2.1		School census, special study (...)	Annual
4	Teachers per teacher guide	1c	X	X	03.1	2.2.2		School census, Special study (...)	Annual
5	Teachers per (other teaching material)	1c	X	X	03.1	2.2.2		Special study (...)	...
6	Share of schools with basic health care provision	1c	X	X	03.1			School census	Annual
7	Share of schools with potable water supply	1c	X	X	03.1	2.3.1		School census	Annual
8	Share of schools with functional toilets	1c	X	X	03.1	2.3.1		School census	Annual
9	Students per functional toilet	1c	X	X	03.1			School census	Annual
10	Students per classroom	1c	X	X	03.1	2.3.2	11	School census	Annual
11	Share of classrooms with functional blackboards	1c	X	X	03.1			School census	Annual
12	Share of classrooms in good condition	1c	X	X	03.1			School census	Annual
13	Share of classrooms where students are seated	1c	X	X	03.1			School census	Annual
14	Indicator of head teachers who demonstrate enhanced school management skills	2a	X	X	03.3	1.2		Special study, inspection reports	...
15	Share of teachers with (academic qualification)	2b	X	X			9	School census	Annual
16	Share of teachers with (professional qualification)	2b	X	X			10	School census	Annual
17	Share of teachers who complete (course of in-service training)	2b	X	X				School census	Annual

18	Students per teacher	2b	X	X				School census	Annual
19	Students per teacher, variance across LGEA	2b	X	X				School census	Annual
20	Students per qualified teacher	2b	X	X				School census	Annual
21	Student per qualified teacher, variance across LGEA	2b	X	X				School census	Annual
22	Share of schools with school development plans	2c	X	X		1.1		Administrative records	Annual
23	Average instructional hours per day / per year	2d	X	X				Special study	Each 3 years
24	Student absenteeism	2d	X	X				Special study	Each 3 years
25	Teacher absenteeism	2d	X	X				Special study	Each 3 years
26	Indicator of time spent on learning activity	4a	X					Special study (classroom observation), inspection reports	...
27	Average number of core subject instructional hours in integrated schools	4a	X					Special study (classroom observation), inspection reports	...
28	Share of teachers who use curriculum guides and core subject textbooks effectively in the classroom	4b	X			2.1		Special study (classroom observation), inspection reports	...
29	Indicator of homework assignment	4c	X					Special study (classroom observation), inspection reports	...
30	Indicator of feedback from teachers to students	4d	X					Special study (classroom observation), inspection reports	...

		ESSPIN logframe	SESP framework	EFA	Source	Frequency
System indicators						
Decision making progress						
1	States which develop ESOP	P4, O2.3			ESOP documents	Annual
2	Measure of variation between ESOP and budget	O1.5, O2.2			Public expenditure records	Annual
3	Measure of variation between budget and expenditure	O1.5, O2.2			Public expenditure records	Annual
4	Absorption of Federal funds: UBEC intervention fund, MDG Office Virtual Poverty Fund	O1.2			Public expenditure records	Annual
5	Number of commissioned targeted policy research papers approved by NCE process	O1.1			Administrative records	Annual
Organisational development						
6	Indicator of government overlapping responsibilities				...	...
7	Number of secondary schools disarticulated				Administrative records	Annual
8	Share of enrolled students in private schools, primary and junior secondary education				HH surveys	Annual
9	Indicator of public-private partnerships				...	...
10	Share of islamiyyah, qur'anic and tsangaya schools integrated				Administrative records	Annual
Performance management and monitoring						
11	Indicator of integration of inspectorate service				...	...
12	Indicator of use of quality assurance framework	O1.4			...	...
13	Indicator of evaluation of teachers against performance indicators	O2.5, O3.2			...	...
14	States which carry out school census	O1.4			School census	Annual
15	Share of schools responding to the school census				School census	Annual

Perception indicators

41. ESSPIN places great emphasis on public awareness and voice as a means to hold government accountable for service delivery. It therefore intends to establish a programme of public communication and advocacy to broaden the scope for accountability, monitor public opinion independently, and use the information to galvanise government action at all levels. Questions of interest are whether the population:
- is aware of educational sector reform
 - knows what standards of service to expect and what their rights and responsibilities in terms of access to resources are
 - feels that local authorities respond to demands for improved service
42. The indicators will be specified in the course of developing the appropriate instruments to gauge public opinion.

2.6 ESSPIN versus non-ESSPIN States

43. ESSPIN interventions mean that some States will receive assistance that should allow them to develop their education systems faster than the other States. To complete the discussion of the M&E framework, it is important to ask whether comparisons between the ‘treatment group’ and a ‘control group’ are possible and what use can be made of them.
44. In principle, the federal structure of Nigeria – and the fact that States are responsible for the provision of basic education services – provides a good opportunity. However, attention needs to be exercised in the following aspects:
- No attempt can be made to rigorously ascribe any progress to ESSPIN.
 - On the one hand, the design of the SLP itself means that certain States have been purposefully selected for their ability to generate reform and are therefore expected to do better than their counterparts.
 - On the other hand, several of the non-SLP States also receive assistance from other sources. For example, the Girls Education Project will continue in some States. Therefore, any comparison cannot be used to argue that changes observed are due to ESSPIN. Further, three SLP States receive in fact assistance from SESP.
 - More importantly, as the ESSPIN logframe shows, the mechanisms through which ESSPIN is expected to have an impact on education sector results are tacit and there cannot be an easy attribution of results to inputs.
 - Any comparisons between States should only be used to offer a simple yardstick to assess progress. Comparisons will be possible for some indicators that can be measured in the non-SLP States (e.g. enrolment measures based on national household surveys) but will not be possible for all Key Performance or Quality Indicators, which depend on sources that will either not be available at all in non-SLP States or their quality might be below the minimum standard.

3. Supply of information

45. The previous chapter introduced the list of indicators that ESSPIN will follow jointly with the governments at the Federal and State level. The respective tables provide a rough outline of the information sources. These are examined in detail in this chapter. Section 0 examines the administrative sources. The focus is on the school census, as data on most of the indicators will depend on its regular implementation, although the coverage is brief as separate documents discuss the ESSPIN approach to supporting EMIS in detail. Section 0 summarises the main anticipated surveys over the forthcoming six years both those to be implemented by third parties and those to be supported by ESSPIN. Finally, Section 0 briefly introduces the anticipated special, one-off studies that will need to be carried out to assess some other measures of interest that the other two types of sources cannot address.

3.1 Administrative sources

School census

46. The EMIS in Nigeria took its current form in 2004 and has been formalised into a policy document that was approved by the Joint Consultative Committee on Education in 2007. The system is based on a single software system (NEMIS) for the whole of Nigeria, which stores and manages the data of the annual school census, and a uniform institutional setup, which is steered by a national EMIS committee. The system will be decentralised as of 2009, with the States being held fully responsible for the implementation of the school census.

47. To date, a number of serious problems in the school census process result in:

- non-universal coverage of schools: an unknown number of private and religious schools are not included in the school list and are not invited to take part in the school census
- low response rates: only 70% of schools in the school list that receive a form actually return the form to the education authorities

48. A manifestation of the problems is the fact that no school census took place during the school year 2007-2008. The last year for which data have been published is the school year is 2004-2005. Data were collected for school year 2005-2006 but have not yet been made available. At the same time, there have been parallel data collection activities

49. **Implications for ESSPIN:** The main problem that explains why the system is not functioning is the low level of demand for the information of the school census, which itself is a result of the limited use of evidence for planning by authorities across levels of government. This section deals with the steps considered by ESSPIN at the State level to improve the school

census process. Section 0 in the following chapter deals with the steps considered by ESSPIN to increase the use of evidence by planners.

50. At the Federal level: support the decentralisation of school census

51. A significant part of support provided by development partners to the administrative data systems has concentrated on the authorities at the federal level and in the PPM&R in particular. In the context of the decentralisation policy and in line with the emphasis on specific States, the attention of ESSPIN will shift in relative terms to the respective States. However, given the pivotal coordination role of PPM&R as chair of the national EMIS committee, a core set of activities will continue to be provided to PPM&R with the objective to facilitate the implementation of the decentralisation policy and ensure its sustainability.

52. The objectives of the ESSPIN approach towards PPM&R are the following:

- First, address the absence of formal guidelines on the necessary steps (management, finance, logistical etc) that States need to take to ensure the timely completion of the school census process and a good quality output. The guidelines would include standards, procedures and a time schedule for each part of the annual cycle (training, printing and distribution of forms, data collection, quality control, data entry, distribution and reporting) across each level of government involved. ESSPIN will support PPM&R:
 - to prepare these guidelines, which elaborate on the national EMIS policy, at the earliest opportunity
 - to advise States on the subsequent implementation of these guidelines
 - to organise an annual forum on lessons learned and best practice from the implementation of decentralisation
 - to develop a feasible plan of engagement and support to States from 2010 onwards based on assessments of their readiness

- Second, ensure that Federal authorities guide States to take measures that will maximise coverage. School lists need to be updated to include all operating private non-registered schools. Such measures could be included in the above mentioned guidelines and could make use of previous support provided by CUBE and UBEP/SESP in the preparation of school lists (see for example the report 'Introduction to school lists and NEMIS', April 2006). ESSPIN will support PPM&R to help make the process of updating school lists systematic across States.

- Third, ensure that Federal authorities guide States to take measures that will maximise response. All schools that receive the school census form should return it. Such measures could be included in the above mentioned guidelines. One perceived obstacle to high and good quality responses is the cumbersome school census form, which includes a large number of questions that are not relevant for policy and confuse head teachers. ESSPIN will assist PPM&R:

- to consider further simplifications of the school census form
- address technical issues related to the adjustment of the NEMIS software and its flexibility, if a decision is taken to simplify the school census form
- Fourth, integrate data management. ESSPIN will help PPM&R to:
 - incorporate other sources, notably household surveys, in reporting on national-level indicators and reconcile any discrepancies across sources
 - play an active role in the development of survey questionnaires commissioned by third parties (domestic or international)

53. Depending on the success of measures to help States improve the quality of their output, PPM&R should focus on the dissemination of school census data from 2011 onwards. While such activities are the most important for an organisation with the role of PPM&R, currently they are not essential, as the States have failed to organise the school census during the previous school year and risk failing again during this school year. ESSPIN will refrain from supporting to PPM&R on technical aspects so long these improvements are not matched by substantive developments at the State level.

54. **At the State level - support institutions to implement decentralised school census:** States will need assistance to take over the responsibility of the school census process and ESSPIN will concentrate its assistance to mobilise and support the State institutional architecture:

- ESSPIN will sponsor at the earliest opportunity a State-wide workshop to review the status of data collection processes, notably the school census, and initiate or resume the dialogue between State institutions. The findings and the identified weaknesses will inform the preparation of the guidelines at the Federal level, which will then be fed back to all States.
- State EMIS Committees, where they have been established, have not been able to rationalise data collection efforts. Parallel data collection activities have continued (for example, an abortive census sponsored by UBEC in 2007). Parallel EMIS units in SMOE and SUBEB satisfy provisional interests but are not beneficial in the long run. ESSPIN will support State EMIS Committees to hold regular quarterly meetings with clear agendas that will address and resolve the following issues:
 - Integrated data management, focusing on an annual single school census and complementary use of survey data where applicable
 - Cooperation among EMIS units with a view to creating a single EMIS unit for each State to use scarce resources more efficiently
 - Establishment of a single and comprehensive school list (particularly private and IQT schools) with regular updating mechanisms
 - Strong leadership of the school census process with pooling of financial resources (between SMOE and SUBEB) and accountability mechanisms

- Promotion of appropriate technology to ensure sustainability at the State level and reduce or eliminate dependence on Federal authorities for technical support
- A new function that State EMIS Committees should take is the introduction of simple third-party validation mechanisms to evaluate the quality of school census data and to monitor the impact of process improvements. Analysis of these data (for example, enrolment figures in Kwara) has shown a high level of discrepancies from what are likely to be the true values. There are no incentives in the system for head teachers to provide biased responses. Errors may result from poor record keeping and inadequate training. A regular survey on a limited sample of schools, which can be commissioned from the private sector, will serve to boost confidence. The results of validation surveys may be complemented by other external sources of information, such as the planned public expenditure tracking surveys, which can also play a validation role.

55. At the State level - improve quality of school census data collection and management:

ESSPIN will support States to implement the school census guidelines and manage each link in the annual school census preparation cycle:

- Ensure proper design of the census, including sufficient allocation in the State's budget based on reasonable assumption about logistics
- Support training of head teachers and local school supervisors to complete the school census form [implement and scale up SESP training plan (?) to apply across Kaduna, Kano and Kwara (and not only the targeted LGEA) – and the other ESSPIN States]
- Comply with measures included in the guidelines aimed at improving school coverage:
 - the guidelines will integrate the maintenance of the school list to school registration processes and will include systematic steps to reach non-registered schools
 - prior attempts to map schools in SESP States (Kaduna, Kano and Kwara) might need to be completed or even extended to the other ESSPIN States; however, for any ESSPIN support in this direction, SESP States will need to demonstrate the use they propose to make of such information-intensive approaches for planning purposes before ESSPIN decides to commit resources to assist the process

[I am unclear on many aspects of the mapping exercise: whether there was one mapping exercise or more; whether they were all related to SESP or not; whether they covered only the three K States or all States; whether they collected just the school reference or more information on the schools; when it took place; what the current status of these processes is etc.]

- Follow up on measures included in the guidelines aimed at increasing school census response rates:

- Review the use of school registers and begin a programme to strengthen their use, which could involve if necessary the re-design, printing and distribution of a limited set of standard registers, using the lessons of the review and recent experience (for example, LEAP)
 - Consider alternative data collection mechanisms based on the experience of Jigawa where National Youth Service Corps volunteers were used to collect forms instead of relying on head teachers and local authorities
 - Consider an explicit communication campaign for school census day that could raise the profile of the exercise and increase the pressure on schools to comply
- Strengthen quality control structures in the field with a team of well trained supervisors who ideally will join from the LGEA ranks; introduce simple consistency checks to make it easier for supervisors to spot mistakes and contact schools for clarifications before it is too late
 - Select the most efficient data entry procedures (at the LGEA level or at the State capital), which will ensure the best outcome in terms of minimising both the time needed to produce results and the data entry errors; with respect to the latter, introduce a customised data entry programme with automatic checks
 - Manage datasets to eliminate the possibility that data get lost and to increase their accessibility, without getting

56. All these support measures will be available on an ongoing basis. However, the initial point of engagement and the entry point for support for ESSPIN will depend entirely on the level of commitment displayed by individual States and need not be uniform across States. The objective is to have: a consolidated school list with an inbuilt institutional mechanism of updating; universal response rates; timely completion of the process to ensure that data are available for analysis before the end of the ongoing school year (June) so that they can be fed into the planning process (September-October) for the next financial year. One of the aims of the Federal-level guidelines will be to shift the census day earlier in the year (from February to December at the latest).

57. *[This section will specify the volume of technical support to be provided:*

At the Federal level: national or international, number of months

In each State: national/international, part-time/full-time, covering one/several States

Role of State Team fifth member (specialised in M&E issues?) and State Team Leader]

58. **At the State level - improve decentralised school census reporting and feedback:** ESSPIN will support States to report the results of the census in formats that are accessible to the full range of stakeholders.

- At the level of communities and the school, the emphasis will be on the preparation and dissemination of the school report card (O). The format was prepared as part of CUBE but, as data were never fed into it, the card was never distributed to schools. The idea is that the school report card, which shows how a school is doing by comparison to the LGEA and State average on certain key issues, can be used as a lever of pressure for communities to demand better services from underperforming schools. However, the assumption will need to be tested in practice and alternative supporting measures might be needed to enable the card to play this role.
- At the LGEA level, [...] Attention will be placed on encouraging local authorities to point out inconsistencies in the school census data, especially by crosschecking with other administrative sources of data at their disposal.
- At the SMOE and SUBEB level, ESSPIN will support the analysis of the data for the preparation of reports with different target audiences in mind (e.g. thematic reports). However, the main emphasis will be in bringing together the different pieces of analysis, not only from the school census but also from other sources, to assist the preparation of an annual State education performance report, as the evidence base that will lead the discussions of the anticipated annual State education sector review.

59. The proposed ESSPIN activities in the area of building capacity to use the school census (and other) data are outlined in Section O.

Inspectorate reports

60. Monitoring progress in teaching learning processes inside the classroom can be tackled in two different ways. As in the case of the CUBE/SESP baseline study, a survey of a random sample of schools may include a classroom observation component which can be used to establish the practices used by teachers. However, this method, despite its methodological advantages, is not sustainable as it depends on the availability of funding.

61. Instead, it is desirable to use existing administrative reporting processes within the Nigerian quality assurance system. Both external reporting (based on accredited evaluators) and internal reporting (based on school self-evaluation) can be used to observe trends over time in some of the ESSPIN System Indicators.

62. **Implications for ESSPIN:** *[Advice is needed in the course of the inception period from the ESSPIN adviser on inspections and standards on the feasibility of using inspectorate reports for monitoring.]*

Public expenditure records

63. ESSPIN attaches primary attention to the effective and efficient use of resources. Therefore, measuring the resources that are available and the amounts actually spent is a precondition

if progress in the implementation of ESSPIN is to be evaluated. However, the starting point is very weak. As the 2007 State Education Public Expenditure Review indicated, budget and expenditure data are only partially available in terms of the level of disaggregation, coverage and level of government across States.

64. **Implications for ESSPIN:** As the SLP will need to grapple with this general problem, any ESSPIN actions will be coordinated with the other programmes but particularly with SPARC.

[This sub-section will specify a number of areas to which ESSPIN will pay particular attention and the steps to be taken to ensure that these data become routinely available not only to the ESSPIN team but primarily to the general public. Advice is needed in the course of the inception period from the ESSPIN adviser on public financial management and the SPARC team counterparts].

3.2 Survey sources

Household surveys

65. The school census is the main but not the only source of information on basic education. Valuable complementary information is provided by a series of sample surveys, which focus on the household and its members (rather than the school) as a unit of measurement. These surveys offer alternative estimates for some core education sector indicators. Some of these estimates may be more accurate than those provided by the school census, as parents and guardians can be a more reliable source of information compared to head teachers on some issues, such as the age of the children. In some cases, household surveys may provide estimates for a series of indicators that the school census cannot measure. For example, they may be better able to capture enrolment rates, as they do not suffer from the problem of incomplete school lists.

66. This section summarises the most informative surveys that have taken place in recent years and presents current plans to repeat some of these surveys in the coming years. The following table introduces the main characteristics of the four principal recent surveys.

Survey	Year	Focus	Sample size (households)	Representative at the level of:
DHS/EdData	2004	Education	4268	Geopolitical zone
Nigeria Living Standards Survey	2003-04	Poverty	21900	State
Core Welfare Indicators Questionnaire	2006	Social sectors	77400	State
Multiple Indicator Cluster Survey	2007	Social sectors	?	State

2004 EdData

67. The 2004 EdData survey was linked to the 2003 Nigeria Demographic and Health Survey (DHS). There were two principal instruments:

- The parent questionnaire collected background information on parents, general information related to the school attended by their children, and their views on the quality of the particular school as well as on schooling in general.
- The child questionnaire collected information from parents of children aged 4-16 years on their schooling status during the current and previous school year, reasons for either absenteeism or dropout, and expenditures on schooling. Children aged 4-9 years had their height and weight measured and children aged 4-12 were given a rudimentary literacy and numeracy question.

68. EdData remains the only nationally representative survey whose primary focus is education. It is capable of answering questions not only on current schooling status but also on student flows, as it includes questions on the previous year's schooling status. It also combines basic education with health data on children. It is possible to develop a ranking of households by socioeconomic status but this is based on proxy indicators (part of the DHS) and not on a systematic measurement of consumptions.

69. DFID and USAID will co-finance the 2009 EdData survey, which is scheduled to take place during the last quarter of 2009. ESSPIN will support its preparation and implementation and will cooperate with RTI, the contracted company, in questionnaire design to ensure that a broader range of indicators of interest can be measured. This activity will need to be completed in the first quarter of 2009.

2004 Nigeria Living Standards Survey (NLSS)

70. The FBS conducts the NLSS on a nationally representative sample of households every five years. The instrument collects information on food and non-food consumption in order to calculate a consumption-based estimate of poverty. In addition, it collects a wide range of individual socioeconomic characteristics, including a short module on education. It is therefore the only survey that can provide a rigorous estimate of enrolment by consumption quintile, an equity key performance indicator.

71. The 2007 State Education Public Expenditure Review (Box 1.2) showed that key estimates of the 2004 NLSS were inconsistent with those of the 2004 EdData, raising doubts about the validity of the 2004 NLSS. In particular:

- the 2004 NLSS primary enrolment rates were about 15 percentage points lower than those of the 2004 EdData.
- the 2004 NLSS indicated no gender differences in primary enrolments in the North East and North West regions, while EdData estimated that female enrolment was about 10-15 percentage points lower.

72. It is believed that the cooperation between FBS and federal or other education authorities in the preparation of the NLSS questionnaire is low. The structure of the education module was not straightforward in 2004 and might have contributed to confusion but is unlikely to be responsible for the problems mentioned above.
73. The next NLSS survey will begin in late 2008 and will cover the period 2008-2009. The questionnaire maintains the same focus but its structure is considerably improved. It is better suited to capture enrolment in Islamic schools although it is not clear whether it will be able to distinguish between students who only attend Islamic schools and students who may be attending both an Islamic and a secular school.

2006 Core Welfare Indicator Questionnaire (CWIQ)

74. The CWIQ surveys collect a very limited set of socioeconomic data but they have the advantage of drawing very large sample sizes (which mean that the survey is representative at the State level) and of entering data rapidly and efficiently. In the education and health modules of the 2006 Nigeria survey, there are four questions of practical interest: enrolment status, type of school (whether public or other), distance from school and disability. It is possible to develop a ranking of households by socioeconomic status but this is based on proxy indicators and not on a systematic measurement of consumption.
75. The enrolment data of the 2006 CWIQ were generally consistent with those of the 2004 EdData.
76. Find out whether there are plans for other CWIQ surveys in coming years.

2007 UNICEF Multiple Indicator Cluster Survey (MICS)

77. Since 1995, the MICS household survey programme, which was developed by UNICEF, has been assisting countries to fill data gaps on the situation of children and women. The current round of MICS, under which the Nigeria survey was undertaken in 2007, focuses among others on MDG monitoring and it is therefore expected that it will be followed by other rounds coming closer to 2015. The MICS tend to have large sample sizes and be representative at lower administrative levels.
78. The survey consists of 3 questionnaires (household, women aged 15-49 years and children under the age of 5). The household questionnaire contains a concise and well formulated questionnaire on enrolment during the current and preceding school year. It is possible to develop a ranking of households by socioeconomic status but this is based on proxy indicators and not on a systematic measurement of consumption.

[More information will be added when the questionnaire becomes available. It is expected that if the survey has been successfully implemented, the MICS will be the main source of information to feature

in the baseline for those indicators that rely on a household survey, as the results of the 2009 EdData and NLSS will only be available in 2010].

79. **Implications for ESSPIN:** There are a good number of recent and anticipated household survey sources in Nigeria. They all appear well resourced to generate reliable information. ESSPIN will monitor them closely and will take the following steps:
80. Participate in the preparation of the 2009 EdData questionnaires to ensure that the survey can be used to monitor with precision the largest possible number of indicators. The ESSPIN team will work with the federal authorities to maximise their involvement in the survey and their appreciation of the results.
81. Present the implications of household survey results to the Federal and State education authorities and engage them to take active part in the preparation of the questionnaires of future surveys.

Student surveys: learning achievement

82. There is currently no national system to monitor learning achievement over time in Nigeria.
83. Nigeria took part in two rounds (1996 and 2003) of the ‘Monitoring learning achievements’ (MLA) project, which was sponsored by UNICEF and UNESCO. The mandate of the MLA project was to define ‘acceptable levels of learning acquisition’ and to introduce learning achievement assessment systems. There was emphasis on assisting countries to build and strengthen their capacities and to develop their own specific monitoring systems.
84. In 1996, students of Grade 4 were tested in numeracy and literacy drawn from a sample of 960 schools across all States. In 2003, students of Grade 4, Grade 6 and Grade 8 (in junior secondary school) were tested in numeracy and literacy drawn from a sample of 1036 schools across all States (28 schools per State and 30 students per school). Tests were curriculum referenced and based on the national primary school curriculum with questions designed to test the associated competencies, although the intention of the MLA project was to “not only consider the curriculum items of a norm-reference type”.
85. Results from both rounds have been poor, in the sense that average scores were well below 50%. Regarding the inferences that can be drawn from this finding:
- *With respect to comparability across countries ... [There has been a tendency to emphasise that Nigeria compared poorly to other African countries. It is still not clear whether this comparison is valid. According to the UNESCO-UNICEF ‘Final report’ of the 1995 international conference on the MLA project, “its main perspective was not international comparability” (p.43) and the project adopted a country-specific approach in an attempt to promote national capacity building. However, according to other*

publications, “common tests were used in all countries.” (e.g. Chapter 11 in the volume ‘The challenge of learning’ from the 2003 ADEA conference, p.279). The same reference goes on to say that while MLA was designed as national assessment, results have been reported in a way that permits international comparisons. “However, to allow valid comparisons, instruments, target populations, sampling, and analyses would have to be identical in all countries. It is not clear that this always was the case” (p.281). The director of the MLA project, in his paper presented in the 2003 ADEA conference, did not include Nigeria in his list of comparable countries, which satisfied the ‘mastery learning’ approach. Further expert advice would be needed to clarify this point.]

- With respect to comparability over time ... *[Apparently the results are not comparable over time, although the rank in terms of average score for each State could be used for some conclusions about relative progress. To discuss this aspect in more detail, it is necessary to .access the 2003 study report, which describes processes of item generation.]*
- Valid comparisons were those between States, between boys and girls (whereby near gender parity was observed) and between types of schools (whereby private schools performed significantly better).

86. In addition to the MLA project, UBEC also carried out national assessments in 2001 and 2003. These were criterion referenced tests based on primary school curriculum items from four core subjects (English, mathematics, science and social studies). Tests were administered at Grades 4, 5, and 6. They also (...*Incomplete statement*)

87. **Implications for ESSPIN:** ESSPIN believes that Nigeria needs to establish the foundations for a sustainable programme to monitor learning achievement. The purpose of the programme will be to assess progress over time in the ability of students to master basic learning competencies. As with the MLA project, the programme should be based on a sample survey of schools, which would be representative at the State level. Given the need for comparability across States, the programme should be coordinated at the Federal level.

88. The following steps need to be taken:

- Discuss at the earliest opportunity with the Federal authorities their intention to support a learning assessment programme. Talks about establishing such a programme were ongoing in 2007 at FMOE but no firm decisions appear to have been made. Any new discussions need to acknowledge the interest previously shown and take over from the point where they stopped.
- Agree on the institutional setup that would take this programme forward. The contact institution for the MLA project was PPM&R but as mentioned above UBEC carried out its own set of surveys.

- Examine whether the work of the MLA project could be taken forward in terms of trying to use its methods to establish long-term trends.
- Assess the scope: when the programme should begin, how frequently students will be monitored, which grades will be included, which subjects will be tested, whether instruments should be in English only or also in other languages etc.
- Consider whether ESSPIN can provide additional support apart from technical assistance in helping to set up the programme, such as covering the costs of surveying a larger number of schools in the ESSPIN States, financing specific modules that are more resource intensive (such as reading tests) or advising on the dissemination and communication of results.

89. As per the technical proposal, this area of work will be taken forward by a technical expert on learning assessment.

Summary on household surveys and student surveys

90. Summarising the discussion of Chapter 0 so far, 0 shows that surveys which have households (sub-section 0) and students (sub-section 0) as units of measurement will cover all key performance indicators.

Table 9: Coverage of key performance indicators by type of survey

Survey	KPI 1-2	KPI 3-5	KPI 6	KPI 7	KPI 8-10	KPI 11-13	KPI 14
EdData	X	X			X	X	
Nigeria Living Standards Survey	X	X		X	X	X	
Core Welfare Indicators Questionnaire	X	X	X	...			
Multiple Indicator Cluster Survey	X	X	...	...	X	X	
Learning achievement survey							X

The symbol (...) is used to indicate that the relevant indicator(s) can be measured partly.

91. The table above shows that different household surveys have been spread over time and have been providing new evidence on a regular basis. Although it cannot be foreseen with accuracy what new surveys will take place from 2010 onwards, it can be safely assumed that a sufficient number of core surveys will continue as we move closer to 2015 and the need to report on MDG achievement will grow. The risk of the current stream of surveys drying out is therefore small and there is no need for ESSPIN to plan any specific survey.

Table 10: Timeline of completed and anticipated household and student surveys

	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
EdData		X					X					
Nigeria Living Standards Survey		X					X					
Core Welfare Indicators Questionnaire				X								
Multiple Indicator Cluster Survey					X							
Monitoring learning achievement survey	X						?		?		?	

The symbol (?) is used to indicate that the relevant date(s) are merely indicative.

School surveys

92. Surveys which have the school facility as a unit of measurement are better suited to provide information on quality indicators. They are presented below drawing an analogy with the administrative sources of information that were described in Section 0:

- A simple example of a school facility survey is the validation surveys of the annual school census, which were proposed in sub-section 0. These surveys add value because survey teams pay unannounced visits in order to verify the truthfulness of the data provided by head teachers, notably on issues such as classrooms and teachers, but cannot go into too much detail.
- Another example of a facility survey focuses on classrooms, teachers and the teaching process. Through observation of lesson management or school management conclusions can be drawn about the areas where school staff needs support. Such information can complement the inspection reports, which were mentioned in sub-section in sub-section 0. The possibility for a one-off survey of this type (such as the 2007 CUBE/SESP baseline survey) is examined in Section 0.
- A more complex example of a facility survey, which is addressed in this section, focuses on public expenditure records, which were discussed in sub-section 0, and more generally the issue of resource availability, utilisation and effectiveness: do public resources reach the service providers and how effectively do they deliver key social services? These surveys are known as public expenditure tracking surveys (PETS) and quantitative service delivery surveys (QSDS):
 - PETS try to answer the question: do public resources reach schools as intended? They track the flow and management of public money and other inputs from the top, through various levels of government, to their final destination: schools and students. They compare what had been allotted or recorded as spent by government with what was reported as received or spent by the recipient student, school or office. Their complexity depends on the range of questions for which an answer is sought.

- QSDS try to answer the question: what are the quantity and quality of services that these resources are able to deliver? As with PETS, their complexity depends on the scope of the questions and the definition of education quality. At the simplest level, QSDS play the role of an in-depth validation survey of the school census by confirming whether some resources are available. In addition to the issues that validation surveys routinely check, QSDS can also touch upon issues that require more complex survey design, such as student absenteeism, teacher lateness and absenteeism, school opening hours and additional information needed to estimate resources. At a more advanced level, QSDS can assess the factors behind the quality of service delivery, including public and private resources, human resources and the operation of management systems. Quality is frequently defined in terms of learning outcomes. In that sense, QSDS need to be combined with the results of a learning assessment survey to give an idea of what are the 'returns' to different types and levels of inputs across schools.

93. The possibility of a rigorous expenditure tracking survey depends on the availability of good public expenditure records. "However, a PETS can be used only minimally in Nigeria for the same reason that attempts to conduct a reliable education public expenditure review have foundered. ... Nigeria's funding flows are convoluted and variable between and within states. In addition, to measure discrepancies between intent and actuality, there have to be policies that specify how much should be allocated for some input to a beneficiary, whether student, school, household, or clinic. For many inputs – e.g., school maintenance, students' textbooks, textbooks and subject matter teaching guides for teachers, in-service training – it is not clear how much, if anything, is supposed to be allocated per school, student, or teacher" [Berryman and Gueorguieva (2007)]. As a result, there have not been any PETS in Nigeria so far despite the fact that there are serious concerns about leakage, which even prompted the Federal government to establish the Community Accountability and Transparency Initiative (CATI).

94. In contrast, the design of QSDS faces relatively fewer challenges. The World Bank conducted a QSDS survey in 2007 in Enugu and Kaduna, which covered 240 primary schools. There were three main conclusions. First, no input standards were in place, in other words it was not clear what each school should receive, especially in terms of facilities. Second, there was evidence of inefficient use of resources, such as variations in student-teacher ratios between local authorities indicating a lack of enforcement of staffing norms. Third, basic preconditions for accountability were not in place: accurate records, clear financing flows, and unambiguous powers to make decisions. According to the final report, "head teachers and LGEA directors have no shared understanding about who has the power to make and is therefore accountable for key decisions for primary education. ... No agreement about who is responsible equates to no accountability for actions" (p.12).

95. **Implications for ESSPIN:** In the case of PETS, irrespective of the serious problems that have dogged previous attempts at tracking resources, by virtue of its logframe ESSPIN is expected to raise issues of effectiveness and efficiency. In addition, communities served by schools and

the general public demand and deserve more information and transparency regarding the use of resources. ESSPIN will move in two directions:

- First, with the support of the expert(s) on public financial management and with reference to the State Education Public Expenditure Review, a small number of financing mechanisms of interest, at the Federal or the State level, will be mapped. On the basis of that information and following discussion with and approval of the Federal or State government, small-scale PETS will be designed to track these particular resource flows.
- Second, in cooperation with SPARC, which will lead efforts for transparency in the budget process, there will be emphasis on improving the budget and expenditure documentation in the education sector. Once concrete progress has been achieved and the knowledge of the ESSPIN team on public financial systems has grown, large-scale PETS across States, which will cover the majority of financial flows in the education system, will be considered. However, preparations for such a survey would begin in 2011 at the earliest.

96. In the case of QSDS, given the recent survey of the World Bank, there is no immediate rationale for ESSPIN to carry out a new survey of this kind. Instead, it is proposed that a smaller scale alternative is considered. ESSPIN could consider the option of funding the design and implementation of additional modules to the school census validation survey. For example, an additional module could focus on school contact hours.

3.3 Special studies

97. The information sources, which were addressed in Sections 0 and 0, are regular components of an education M&E framework that the Federal and State governments would be expected to sustain:

- Administrative records (school census, inspection, public expenditure) are a standard feature of the education system and ESSPIN will work to improve their quality and relevance (Section 0).
- A household survey that can give an indication of equity in access is a necessary part of education management and the national education authorities need to incorporate such evidence in their planning (Sub-section 0).
- It is essential that the in the case of introducing a regular system of assessing learning achievement and (Sub-section 0)
- School facility surveys are relevant in the context of Nigeria because currently the reliability of administrative records is weak; therefore short- to medium-term alternatives are needed to get the full picture of what works in the system (Sub-section 0).

98. In addition to these sources, targeted studies will be required for specific aspects of the M&E framework. A feature that is common for all sources of information discussed in this section is that the Federal and State governments would not be expected to sustain them. While the overall approach of the ESSPIN M&E framework is to fully complement what are (or should be) regular government M&E activities, the sources discussed in this section would be used to report on progress in ESSPIN logframe-specific issues.

Opinion surveys

99. As mentioned in Section 0, the use of information on public perceptions to push for reform in the education sector is a key mechanism underlying the ESSPIN approach. A specific set of instruments will be developed to measure the status and trends in public awareness and opinions. Both are challenging operations in a country characterised by relatively low levels of literacy, substantial levels of exclusion, remoteness, and low exposure to the media and polling techniques:

- In the case of measuring “awareness levels with respect to educational sector reform” among the population, “what standards of service to expect and what their rights, responsibilities and access to resources are”, the assumption is that ESSPIN States engage in reform with clear messages that is communicated across a variety of media.
 - In Kwara, such measures have been taken already and therefore the State could be used as a basis to pilot questions on the success of communications.
 - In other States, clear policies are only now emerging in the form of Education Sector Plans. These will first need to be reduced to a limited set of clear messages (in the form of standards and norms that every school should satisfy and targets that the State will try to achieve) and then actively communicated through campaigns led by the corresponding Communication Committees with support from ESSPIN. It is only after these steps have been completed that the diffusion of these messages can be measured. It will therefore probably take a considerable amount of time before these activities can begin.
- In the case of measuring user satisfaction, it should be noted that the 2006 CWIQ survey included questions on attitudes, for example whether the children “have any problems with the school” or whether the parent would “like (the school) improved in this community”. It is likely that once the issue of sampling respondents is addressed, extensive piloting will also be needed to identify the questions that can give meaningful information for politicians and policy makers. It is also likely that the first round of opinion surveying might not produce clear results (or might be dismissed by the intended recipients of these messages); there will be clear value in repeating the same questions over a period of time to establish trends (and therefore show that the results cannot be dismissed). The challenge of communicating the results of such opinion surveys

- ESSPIN may be unable to strive for representativeness in measuring public opinion given the circumstances. Instead, it can purposefully solicit views of people who can influence decision makers, for example LGEA directors or other local government officials, teachers (both independently and other professional bodies) and others.

[This sub-section is only an introduction. The topic will be further covered either in a separate document by the communications team or the paragraphs above will be expanded to explain further the approach based on specific input to be provided by the communications team.]

Other studies

100. A limited number of other special studies will also be necessary to address further areas of the ESSPIN M&E framework for which regular sources of information are unlikely to be suitable. A number of examples that are currently under consideration are listed below.

Teacher knowledge surveys

101. In 2008, a survey of teacher knowledge took place in Kwara following an initiative of the State government in agreement with the teacher union and with support from CUBE. The results of the survey were expected to guide reforms in teacher recruitment, deployment and training. [A summary of findings will feature here. Depending on whether the results have been well received, whether the experience is judged successful and whether the conditions in other States are conducive, ESSPIN could consider repeating this type of survey in other ESSPIN States.]

SBMC, PTA and school development plans

102. Although they are important components of the ESSPIN approach to education development, quality indicators on community involvement (factor 1a in the Craig-Heneveld model) and on school leadership and management skills (factor 2a in the Craig-Heneveld model) are very hard to measure. [A discussion with the community and social development lead specialists is needed to agree whether such a study should feature and, if not, how progress in these two aspects should be monitored.]

Teaching-learning process

103. In the same way, what happens in the classroom cannot be measured with standard sources. Inspection reports might need to be complemented through a specific study based on a classroom observation instrument that will focus on issues, such as time spent on learning activity, effective use of curriculum guides and core subject textbooks by teachers, homework assignment and feedback from teachers to students (factor 4 in the Craig-Heneveld model). [A discussion with the school quality lead specialist is needed to agree whether such a study should feature and, if not, how progress in these aspects should be monitored.]

Integrated schools

104. The integration of islamiyya with secular schools is a process that the ESSPIN framework tries to capture through both a quality indicator (teaching-learning process) and a system indicator (organisational development). *[A discussion with the IQTE lead specialist is needed to agree whether such a study should feature and, if not, how progress in these aspects should be monitored.]*

[The list is indicative: the general approach is that the number of special studies should be very limited and only if they are necessary to approach a quality or a system indicator that cannot be otherwise measured.]

4. Demand for information

105. The three previous chapters have stressed that the ESSPIN approach to M&E will be to strengthen what are (or should be) standard M&E operations of the government. This is done in order to help strengthen capacities and tackle the challenge of sustainability.
106. However, a common assumption in education development programmes is that there is an appreciative audience ready to absorb any supply of information and put it to good use for policy and planning purposes. Unfortunately, this is a fallacy that has frustrated a large number of previous attempts to introduced evidence-based policy making:
- It is usually taken for granted that the subtle skill of reading, interpreting and utilising statistical data is possessed by government officials. In reality, the difficulty of training government staff to analyse information is underestimated and as a result the approaches used tend to be inappropriate. Whether in-country or abroad, short training courses tend not to be directly linked to everyday management problems of the trainees. In order to be effective, training should be in the form of long-term on-the-job mentoring in the context of an explicit planning process so that the skills can be readily applicable.
 - It is commonly assumed that the civil servant counterparts of education development programmes are in a position to take the important decisions. In practice, planning processes are often dysfunctional and decisions are taken at the last moment by politicians without regard to the needs identified by various sources of information. Such incidents frustrate civil servants who have been trained to take informed decisions.
107. This chapter discusses a number of basic principles to be followed in the design of support to government to minimise the risk that any gains from training are dissipated. The issue of support to civil society as a user of information is covered in a separate document of the communications team.

4.1 Principles of capacity building on the use of information

108. The ESSPIN approach to build capacity in the use of information for planning and budgeting will be based on the following principles:
- Although ESSPIN accepts fact that decisions may continue to be taken in ad hoc way in the foreseeable future, the starting point of any training in the use of information must be the formal decision making process. In line with the other SLP, planning in education will be based on a public financial management cycle that begins with policy design and review; moves on to (medium-term) strategy and planning; proceeds to (annual) budget preparation; materialises in budget execution; accounts for and monitors results; and

concludes with reporting and auditing. Training will be attached to this cycle, highlighting the types of information needed at each stage.

- It is important to have the key decision makers identified and their key decisions mapped on the basis of the Education Sector Plan and the available evidence from the Education Sector Analysis in each State. Training will need to be developed around these specific decisions and the information needed to improve them. In other words, training will need to begin from the specific example before moving to general practice, which is contrary to the more usual format of training courses.
- These two principles suggest that there will be an ongoing process of identifying and mapping pending decisions and the corresponding information that is needed to support these decisions. Rigid, formal and technically advanced training programmes cannot cater for such constantly evolving needs, which tend to be simple in technical terms but also to emerge frequently. For this reason, it is proposed that members of the State teams will lead capacity building efforts in the form of short inputs over a long period of time. This will enable ESSPIN to be responsive and to closely monitor expressions of demand for information. *[Discuss with State teams.]*
- The process of decision making will need to be characterised by transparency and demonstrate clear lines of accountability. The following two ways are among those that ESSPIN considers will lead towards a more contestable decision making environment:
 - The introduction of an annual education sector review process will bring together stakeholders in each State to discuss openly the key available evidence. The review will need to be aligned with the planning and budgeting calendar, as well as with the availability of performance information. It is therefore expected that it will take place in June or July. ESSPIN will encourage the State governments to embrace this review as part of the overall planning process. ESSPIN will support government authorities (as well as non-government stakeholders) to prepare for the review and facilitate the review so that it leads to clear recommendations on priorities to be approved in the ESOP/MTSS of each State. Development partners would be encouraged to join this annual review process and not create a parallel structure.
 - State assemblies need to be more proactive in challenging government. This area of work will be led by SAVI but ESSPIN will support State governments to participate in the process and defend their policies.

4.2 Capacity building on the use of information

109. Based on these principles, the following capacity building initiatives are envisaged to help governments at all tiers increase the use of information in decision making.

At the Federal level

110. The main focus will be on the use of information for those policies which apply across the country, such as the UBE Intervention Fund or the Virtual Poverty Fund.

111. In order to develop capacities, ESSPIN will work with the key people who manage information in the FMOE, parastatals or other agencies (ideally bringing them together in some group), with the following objectives:
- Analyse the main challenges, scrutinise the key decisions taken on an annual basis (for example, in the case of the UBE Intervention Fund, in what ratios should resources be allocated across States, what are the intended uses, what are the main problems that delay absorption etc) and understand what information is needed to improve policy implementation.
 - Ensure that any planning and budgeting documents make explicit references to the information used to take specific resource allocation decisions.
 - Monitor the processes to improve planning and budgeting in the SLP States and identify the key lessons learned. On the basis of the experience, a manual on the use of statistical information for decision making will be considered towards the end of 2010. This will be shared with each ESSPIN State and subsequently across all States.
112. In the special case of the EMIS Unit at the PPM&R Department, as outlined in sub-section 0, ESSPIN will work to ensure that no piece of information requested in the school census forms is collected at random. PPM&R will be encouraged to guide further developments of the school census process on the basis of identified needs in planning and budgeting so that the process is demand- rather than supply-driven as it has been so far.

At the State and local government level

113. In order to develop the capacities of the staff in the PRS Department to manage information, ESSPIN will work across Divisions but with special focus on those members of staff who participate in the ESOP/MTSS process.
- Ensure that users and providers of data communicate throughout the planning process so that they are aware of the latest available (as well as any forthcoming) information, its quality and its gaps.
 - Analyse each one of the key decisions taken on an annual basis and focus on the information needed to improve on decisions taken in the past. For example, in the case of teacher training, how many teachers are trained, at what levels, in which institutions, at what ratio of trainee to trainer etc. Explain the potential uses of available information and orient counterparts to collect improved information if the current information basis is not sufficient to ensure well informed decisions.
 - Strengthen the management of these decision making processes to encourage it to be results-based.
 - Ensure that the ESOP/MTSS document makes explicit references to the information used to take specific resource allocation decisions.

- Lobby the State government to organise an annual education sector review. If this is approved, support the annual education sector performance report (a simpler version of the Education Sector Analysis), which will be the submission of the SMOE to the annual education sector review process.
 - Advise on the funding of information collection to ensure that these activities are sustainable and fully supported by the State. In addition, ensure that no parallel data collection efforts are publicly funded within the State.
114. To facilitate the process identified above, ESSPIN will support the timely preparation of statistics by EMIS units, as described in sub-section 0.
115. At the level of LGEA, the scope of decision making power is relatively limited. However, ESSPIN will:
- support the management and use of existing administrative information;
 - sensitise officers to the need to support the school census and other administrative data collection processes;
 - help improve budget requests put forward by LGEA to the State government with the use of relevant evidence;
 - help local authorities prioritise their actions on the basis of information collected by communities.

5. Reporting

116. Dissemination of information through diverse means for all target audiences is a central theme of ESSPIN. This document focuses on the main reports that ESSPIN will either support (in the case of government reports) or will directly produce (in the case of reports to DFID). Other reporting formats, including those directed at the general public, are covered by the communications and knowledge management team in a separate document.

5.1 Government

State

117. At the State level, as mentioned in the previous chapter, ESSPIN will promote the concept of an open forum, the annual education sector review, in order to strengthen accountability. The basis for discussion will be a document that will summarise sector performance at the State. The annual sector performance report will bring together the main pieces of information on the education system in formats that are accessible to the stakeholders and help identify the principal challenges in education service provision. These reports will not be as advanced as the Education Sector Analysis in order to ensure that they are driven by contributions of the staff of the SMOE and SUBEB and can be produced on an annual basis. They will have the following structure:

- Introduction: Purpose of the report and position within the planning/budgeting cycle
- Chapter 1: Education policy in the State and key expectations on results
- Chapter 2: Inputs (i.e. a summary of last year's expenditure against the budget)
- Chapter 3: Outputs and outcomes
- Chapter 4: Conclusions (with emphasis on whether the current policies work) and main implications for planning and resource reallocation
- Annex: Matrix of monitoring indicators (of which the ESSPIN indicators, which focus on basic education, will be a subset)

118. The document could be split in two parts, each dealing separately with basic and post-basic education.

119. ESSPIN will work towards encouraging each State to produce a basic report in 2009. However, it is likely that the first education sector performance reports will not be published before 2010. This is because the endorsement of an annual review process is likely to require a considerable amount of dialogue to bring all stakeholders on board.

120. At the State level a number of committees are likely candidates for involvement in the preparation of the annual sector performance report.

- ESP Implementation Committee / ESOP Committee *[I am not sure what is the status of these committees or whether there is any other body that links SMOE and SUBEB.]*
- Communications Committee *[Its involvement would help to make sure that the preparation process is sufficiently broad.]*

Federal

121. At the Federal level, moving towards an annual education sector review process faces a different set of challenges. On the one hand:

- It will be more complicated to ensure that FMOE, parastatals and agencies support such a process. It may be preferable if successful examples from the State can be presented.
- In addition, the Federal government produces regular reports, such as on EFA. It may therefore not be immediately clear what new a sector performance report might bring.
- The information base at the national level will be weaker compared to the situation in the ESSPIN States and this will make it more difficult to report useful information.

122. On the other hand, the existing process of policy development can be the natural focus for ESSPIN. The process originates in the PPM&R and policy ideas go through a process of reference groups, discussion at the Joint Consultative Council for Education (JCCE) and ratification by the annual National Council for Education (NCE). However, the process from the initial selection of ideas is haphazard and largely based on intuition. The list of NCE approved policies over the last few years has not represented a coherent body of policy.

123. In order to move towards a more systematic approach, an annual report of priorities based on the latest evidence is proposed. This should be scheduled at the beginning of the annual NCE process (which itself will be better aligned to the planning and budgeting calendar) to identify the areas on which specific studies will be commissioned. In other words, unlike the State-level sector performance reports, the focus of an annual document at the Federal level will be slightly different and will be aimed to strengthen the NCE process and assist FMOE in its role as coordinator of education policies across States.

5.2 DFID

124. As per the ESSPIN Programme Memorandum (Annex 7), there will be a progress report every six months, which will have a similar structure across the SLP.

- Every six months, the progress report will present information on progress against the annual work plan, spending against budget, achievement of milestones, issues of concern and proposed remedial action (implementation focus – standard progress report).

- Once a year, the standard progress report will have attached to it a detailed discussion on progress towards achieving the monitoring indicators identified in this document (results focus – extended progress report).

125. ESSPIN will report through the following channels:

- At the level of monitoring inputs and activities (implementation focus) [overseen by the *Technical Executive Committee*]: According to the ESSPIN Programme Memorandum, DFID will hold quarterly regional management team meetings attended by each SLP team leader to ensure that annual work plans, budgets and procurement plans are coordinated and that links between the programmes are established and maintained. The standard progress report will be submitted to the Programme Steering Committee to help it monitor the progress in delivering outputs.
- At the level of output-to-purpose monitoring [overseen by the Programme Steering Committee]: According to the ESSPIN Programme Memorandum, annual monitoring of progress towards the purpose of the programmes will be carried out by external independent M&E consultants. The emphasis will be on using State or Federal Government statistics where possible – and it is for this reason that this document proposes full alignment with and strengthening of government processes for the majority of the ESSPIN M&E activities. As requested by DFID, the indicators have been selected from existing Federal or State indicators to avoid additional information demands and help build government M&E capacity. The extended progress report, which will be submitted to the Programme Steering Committee for discussion and agreement, will address these issues. It will need to be read jointly with any State-level sector performance reports that have been produced.

[This section may need to be updated if the reporting arrangements have changed since the ESSPIN Programme Memorandum was drafted.]

126. In terms of coordination activities requested by DFID:

- Chapter 0 has shown that the SESP M&E framework has been fully accommodated within the ESSPIN M&E framework, which itself imposes no additional or unnecessary M&E requirements on the States. The only exception is SESP-specific procurement, technical and financial monitoring reports.
- *[Over the inception period there needs to be a meeting among the SLP M&E specialists to discuss the possibilities for coordination and exchange of experiences. There is particular scope for coordination with SPARC and SAVI on the proposed annual education sector review process and the use of its conclusions to inform the ESOP and budget process.]*

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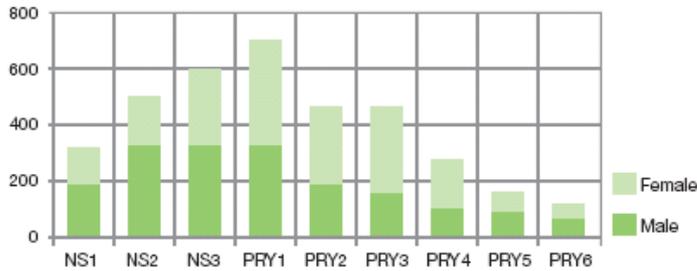
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Annex A School report card

School Characteristics			
School Code BN5555555	Type Public	Level Primary	Location Urban
Available Utilities	Water Available	No. of Toilets 3	Infrastructure
	Electricity Available		
Health Facility Available		Classrooms Total Available 16	Furniture Available Capacity 300
Refuse Disposal Facility Available		% Good Condition: 7	Shortfall 300

Enrolment, Class and Gender Profile

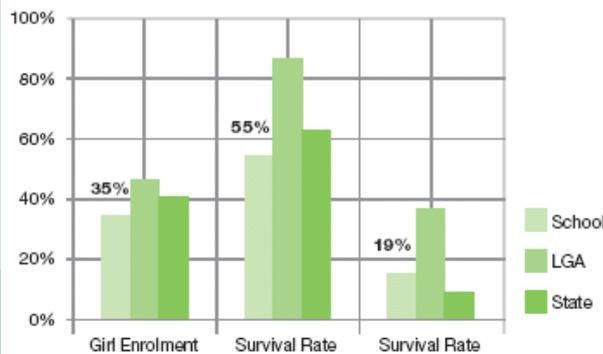
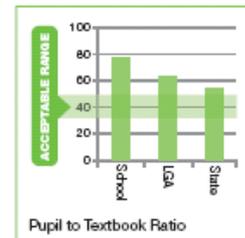
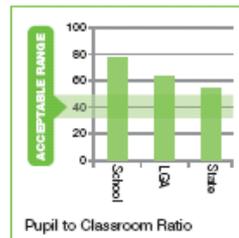
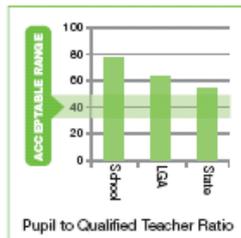
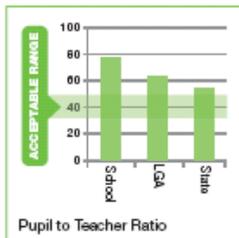


Item	2005	2006
Boys Enrolment	a	b
Girls Enrolment	c	d
% Girls	e	f
Average Class Size	g	g

Teacher and books

Teachers	Total	M	F
No. of Teachers	c	a	b
% Qualified	c	a	b
% Unqualified	d	e	f
Teachers In	d	e	f
Teachers Out	d	e	f

Pupil Textbooks and Teacher Guidebooks (Core Subjects)						
	PRY1	PRY2	PRY3	PRY4	PRY5	PRY6
No. of Pupil Textbooks						
Ratio of Pupils to Textbooks						
Textbooks Needed						
No. of Teacher Guidebooks						
Ratio of Teachers to Guidebooks						
Guidebooks Needed						



Key Results Compared with LGA and State

Summary Highlights

- Comment on Quality of provision based on availability of qualified teachers and books
- Comment on Quality of learning environment based on availability and condition of facilities and utilities
- Comment on Equitable Access based on pupil flow from grade to grade and over two years
- Comment on overall school performance in comparison with LGA and State based on key results

Annex B: Baseline

		Grade	Jigawa			Kaduna			Kano			Kwara			Lagos		
Key performance indicators			M	F	T	M	F	T	M	F	T	M	F	T	M	F	T
1	Gross intake rate in Grade 1																
2	Net intake rate in Grade 1																
3	Gross enrolment rate	1															
		2															
		3															
		4															
		5															
		6															
		PRY															
		7															
		8															
		9															
		JSS															
4	Net enrolment rate	1															
		2															
		3															
		4															
		5															
		6															
		PRY															
		7															

		8																	
		9																	
		JSS																	
5	Gender disparity index of enrolments	PRY																	
		JSS																	
6	Enrolment of children with special needs	PRY																	
		JSS																	
7	Enrolment of children of bottom quintile	PRY																	
		JSS																	
8	Survival rate to Grade 5																		
9	Transition rate, primary→junior secondary																		
10	Completion rate	PRY																	
		JSS																	
11	Repetition rate	PRY																	
		JSS																	
12	Dropout rate	1																	
		2																	
		3																	
		4																	
		5																	
		7																	
		8																	
13	Coefficient of efficiency	PRY																	
		JSS																	
14	Share of students who master learning competencies	4																	
		6																	
		8																	

			Jigawa	Kaduna	Kano	Kwara	Lagos
Quality indicators							
	Students per core textbook						
	Teachers per teacher guide						
	Teachers per workbook						
	Share of schools with basic health care provision						
	Share of schools with potable water supply						
	Share of schools with functional toilets						
	Students per functional toilet						
	Students per classroom						
	Share of classrooms with functional blackboards						
	Share of classrooms in good condition						
	Share of classrooms where students are seated						
	Share of teachers with (academic qualification)						
	Share of teachers with (professional qualification)						
	Share of teachers who complete (course of in-service training)						
	Students per teacher						
	Students per teacher, variance across LGEA						
	Students per qualified teacher						
	Student per qualified teacher, variance across LGEA						
	Share of schools with school development plans						
	Average instructional hours per day / per year						
	Student absenteeism						
	Teacher absenteeism						

		Jigawa	Kaduna	Kano	Kwara	Lagos	Federal
System indicators							
	States which develop ESOP						
	Measure of variation between ESOP and budget						
	Measure of variation between budget and expenditure						
	Absorption of Federal funds: UBEC intervention fund, MDG Office Virtual Poverty Fund						
	Number of commissioned targeted policy research papers approved by NCE process						
	Indicator of government overlapping responsibilities						
	Number of secondary schools disarticulated						
	Share of enrolled students in private schools, primary and junior secondary education						
	Indicator of public-private partnerships						
	Share of islamiyyah, qur'anic and tsangaya schools integrated						
	Indicator of integration of inspectorate service						
	Indicator of use of quality assurance framework						
	Indicator of evaluation of teachers against performance indicators						
	States which carry out school census						
	Share of schools responding to the school census						

Annex C Action plan for inception and early implementation phases

A.1 Pre-inception phase

127. Menu of discussions with Minister / Permanent Secretary / PPM&R Director at the FMOE:

- Monitoring survey of learning achievement: how far has FMOE gone in preparing the ground, what are the necessary steps to ensure a sustainable nationwide programme, what type of technical assistance would they like to receive from ESSPIN.
- Next steps on the coordination and simplification of the school census process to ensure that it is on track for the academic year 2008-09 and preparation of school census guidelines (but also discuss what type of assistance FMOE would like to receive from ESSPIN).
- Concept of annual document to guide the annual NCE process and the preparation of policy papers.

128. Menu of discussions with State commissioners of education:

- Discussion of monitoring indicators, targets (with reference to the ESP), and preferred method of reporting against them. In SESP States, reassure States that there is no additional reporting requirement.
- Concept of an open annual education sector review and annual sector performance report.
- Meeting of EMIS committee to ensure that the school census process is on track for the academic year 2008-09: ensure no duplication of school census-type activities and full cooperation between EMIS units at SMOE and SUBEB; discuss status of school list and the scope to improve its comprehensiveness; discuss possible measures to maximise response rates; propose validation survey.
- Exchange ideas on the introduction of a learning achievement monitoring survey.

A.2 Inception and early implementation

Activity	2009 Q1-2	2009 Q3-4	2010	Input	Responsibility	Deliverable
Supply of information						
Administrative sources						
School census						
Finalise concept note						
Agree support at the Federal level						
Assist preparation of school census at States						
Public expenditure records						
Study SEPER to identify indicators						
PFM consultant to propose scope of expenditure tracking						
Inspection reports						
FIS consultant to assess scope for incorporating self-assessment reports into M&E framework						
Household surveys						
EdData						
Finalise contract with RTI						
Provide recommendations on improving EdData questionnaire						
NLSS						
...						
CWIQ						
Understand plans for future rounds of the survey						
MICS						

Communicate with MICS headquarters to understand timeline for availability of results for analysis						
Analyse enrolment data to use in baseline						
Special studies						
Agree on key studies to take place and begin design						
Demand of information						
Capacity building						
Federal						
...						
State and local government						
Identify key decisions and information required						
Plan annual education review process						
Reporting						
Government						
Develop draft format of annual education sector report						
...						
DFID, SESP and SLP						
Develop draft format of quarterly and annual reports						
Discuss and agree structure of progress reports						
Assess scope for full coordination of M&E activities with SESP						
Compare M&E arrangements						