

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

**ESSPIN Annual Report 2011-2012**

**Report Number: ESSPIN 058**

**July 2012**

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## Acronyms

ABB	Activity Based Budgeting
AESPR	Annual Education Sector Performance Report
AESR	Annual Education Sector Review
ASC	Annual School Census
CCT	Conditional Cash Transfer
CGP	Civil Society - Government Partnership
CKM	Communications and Knowledge Management
CSO	Civil Society Organization
DE	Data Entry
DFID	Department for International Development
DWP	Departmental Work Plan
EENET CIC	Enabling Education Network – International Consultants
EMIS	Education Management Information System
ESSPIN	Education Sector Support Programme in Nigeria
FME	Federal Ministry of Education
GE	Girls Education
HC	Honourable Commissioner
HR	Human Resources
IQTE	Islamiyya Qur’anic and Tsangaya Education
ISD (P)	Integrated School Development (Planning)
LG	Local Government
LGEA	Local Government Education Authority
M&E	Monitoring and Evaluation
MDA	Ministries, Departments and Agencies
MDG	Millennium Development Goal
MLA	Monitoring Learning Achievement
MTR	Mid Term Review
MTSS	Medium Term Sector Strategy
NCCE	National Commission for Colleges of Education
NEDS	Nigeria Education Data Survey
NEMIS	National Education Management Information System
NMC	National Mathematical Centre
NTI	National Teachers Institute
PMC	Programme Management Committee
PMU	Project Management Unit
PRS	Planning Research and Statistics
QA	Quality Assurance
QAB	Quality Assurance Bureau
RMT	Result Monitoring Table
SBMC	School Based Management Committee
SDPs	School Development Plans
SLP	State Level Programme
SESP	State Education Sector Project
SFPs	State Forward Plans
SIP	School Improvement Package
SMO	Social Mobilisation Officer
SMoE	State Ministry of Education
SSIT	State School Improvement Team
SSO	School Support Officer

SUBEB	State Universal Basic Education Board
TA	Technical Assistance
TDNA	Teacher development Needs Assessment
TPD	Teacher Professional Development
TRCN	Teachers' Registration Council of Nigeria
UBE	Universal Basic Education
UBEC	Universal Basic Education Commission
UBEC-IF	Universal Basic Education Commission Intervention Fund
UK	United Kingdom
VfM	Value for Money

## Abstract

1. This report presents ESSPIN's self assessment of its performance in Year 4 of the Programme (July 2011 – June 2012). It has been produced as the key submission for the 2012 Annual Review.

## Executive summary

2. The report is organised into nine sections. All annexes referenced in the report are compiled separately and will be made available to the Annual Review team.
3. Section 1 reviews progress made in responding to the specific recommendations of the Mid Term Review in 2011. It shows that all recommendations have been addressed and that ESSPIN is broadly on track to achieve the changes outlined in its 2011 Programme Strategy. Current challenges relate to budget release in States and the worsening security situation in northern Nigeria.
4. Section 2 assesses performance against Programme outputs set out in the revised Logframe. Evidence from State based reporting systems indicate that ESSPIN is on track to achieve its targets.
5. Section 3 assesses progress made in rolling out the school improvement programme beyond the initial set of focus schools using resources leveraged from States. The outlook is positive in four of the six partner States and the number of focus schools has increased by 60% over the previous year.
6. Section 4 reviews progress in two major cross-cutting areas, Access & Equity and CKM. Evidence is presented to show how ESSPIN has responded to the MTR recommendation to make access & equity more explicit within the programme.
7. Section 5 provides evidence of impact through an assessment of Impact indicators in the Logframe, and a review of findings from a mini MLA study and a qualitative assessment of SBMC functionality in States. The two studies showed that teachers and pupils in a small number of schools were improving as a result of the school improvement programme, and that communities were contributing meaningfully to better education services. The SBMC study established that SBMCs were a positive force in the improvement of school services.
8. Sections 6-8 review how ESSPIN has deployed its resources in Year 4, how it is achieving VfM as a programme, and the risks it has faced in the course of its operations and its management of them. Security in the north and State budget release are the biggest challenges.
9. Section 9 concludes the report by indicating priorities for Year 5 based on achievements and challenges recorded in Year 4.

## Section 1: Introduction

10. This report presents ESSPIN's self assessment of its performance in Year 4 of the Programme (July 2011 – June 2012). It should be read in the context of the changes in strategic direction and the new results reporting framework developed in response to the findings and recommendations of the 2011 Mid Term Review (MTR).

## Programme Strategy

11. Following the MTR, ESSPIN management worked with DFID on the development of a revised Programme Strategy (Annual Review Paper 1). The revised Strategy attempted to take account of the main conclusions and recommendations of the MTR:

### MTR Conclusions and Recommendations

The MTR concludes that a number of considerations point to the need for a re-assessment and re-appraisal of ESSPIN. These are:

- The internal needs of the Programme in moving from a TA-led demonstration of good school improvement practice to wider roll out and replication
- The start of the new political cycle in Nigeria
- DFID's stated concerns over ESSPIN strategy and impact
- DFID's focus on demonstrable, attributable results, and VFM, allied to the initiation of its new operational plan that includes major new educational investments in girls' education.
- DFID's strong new interest in private schooling (where an early conversation is needed with ESSPIN to determine the place of the Programme in the Department's thinking on private provision within its new Operational Plan).
- The findings of this MTR (especially as these relate to Access and Equity).

It is recommended that a re-appraisal be conducted and completed within three months from acceptance of this Report. Its central purpose should be to:

- Re-assess and re-define ESSPIN's theory of change and the higher order results of the Programme.
- Re-assess the distribution of its remaining resources (by Output, by State, by expenditure item) to ensure VFM and maximum impact by 2014
- Prepare a costed roll out and replication strategy, drawing on a joined up SLP assessment of the political economy of education in each of the ESSPIN States and Federally
- Define ESSPIN's position, role and value added within DFID's overall education strategy for Nigeria
- Define clear reporting and oversight relationships with DFID.

12. The revised Strategy was summarised as follows:

'ESSPIN has put in place a **revised theory of change** which is the foundation of the new strategy. Based on current negotiations with state governments, it plans to scale up coverage to approximately **10,500 schools (an estimated 9200 public and 1300 non-state schools) and over 4m learners (3.9m in public schools and almost 100,000 in non-state**

**schools – of whom an estimated 60,000 attend IQT schools). By July 2012, coverage will rise to over 4500 schools – almost double the current number.** ESSPIN will **measure learning outcomes** to demonstrate that the school improvement model is working. There will be a focused **political engagement strategy, in conjunction with other SLPs** both to continue to achieve **leverage** (beyond the **£43.5m already achieved**) and respond to the **changing political context**. There will be a **reallocation of resources** to increase the proportion spent on **direct impact** (Outputs 3 and 4) and to **reflect differences across states**. There is now a clear **framework of 13 results** with a stronger emphasis on **service delivery** and **increased access and equity**. **Unit cost projections by result** (both at whole-programme and state level) have been developed to provide a clear basis on which to judge **value for money**. The **gender strategy** has been strengthened and embedded. There is a clear **monitoring and evaluation strategy** that will form the basis of a **framework and schedule for reporting** to DFID. The **management structure** has been revised in line with the new strategy and in particular to achieve **decentralisation** and **increased deployment of high quality Nigerian staff** in the interests both of sustainability and efficiency. A **management action plan** has been developed, outlining the **key steps to be taken over the next 3-6 months** to re-orient the programme in line with this strategy.’

13. ESSPIN believes that the revised Strategy takes account of almost all the considerations and purposes identified by the MTR. In respect of private schooling, while the Strategy has a clearer emphasis on, and quantifiable targets for, non-state provision, DFIDN has decided that the main thrust of work with private schools should be taken forward through a new Low Cost Private Schools project. DFID’s overall country objective for education is to support more children annually to enter and complete a good quality programme of basic education. To ensure that ESSPIN contributes directly to this objective and is able to report annually, relevant sub-indicators have been developed and included in the revised ESSPIN Logframe at Impact level (Indicators 2b and 3b). The Strategy was signed off by the Head of DFID Nigeria in October 2011 and formally approved at the inaugural meeting of the Programme Management Committee in December 2011.
14. A revised Logframe and Monitoring and Evaluation Framework have been developed to complement the new Strategy. This has been a very significant development for ESSPIN in the year since the MTR. The first step was the development of a radically revised Theory of Change (or Results Chain) with a clearer causal logic. The Logframe was then re-designed based on the Theory of Change. The new Logframe:
  - Elevates learning achievement to Impact level, alongside access and equity
  - Introduces a new Indicator on overall school quality at Outcome level
  - Introduces measures concerned with effective budget utilisation and leverage at Outcome level
  - Sharpens the focus of Output 1 (now concerned with budget disbursement and the development of key national systems which support school improvement)

- Defines the aims of Output 2 more clearly with four qualitative indicators of State and local government capacity, and
  - Provides clear quantitative milestones and targets for Output 3 and much of Output 4
15. The monitoring and evaluation framework (Annual Review Paper 4) has been revised to ensure that there are robust methods for gathering data both for Logframe reporting and management purposes. It is important to note that these ***new M&E approaches are being developed as integral parts of M&E systems within states to ensure sustainability***. The main developments are:
- A system of reporting by SUBEB School Support Officers (SSOs) covering school development planning, headteacher competence, teacher competence and inclusive education
  - A system of reporting by SUBEB Social Mobilisation Officers (SMOs) covering functionality of SBMCs, women and children’s participation and inclusive communities
  - Evidence-based state self assessments covering: quality of planning, budgeting and monitoring; quality of service delivery; quality of school support and QA; capacity of state for collaboration with civil society (all Output 2); effectiveness of civil society advocacy; and state policies for inclusive education (both Output 4)
  - Evidence-based Federal self assessment covering development of national systems for: monitoring learning achievement; assessment of teacher competence; annual school census; school quality assurance; accreditation of teacher education colleges; and nationwide SBMC implementation
  - A comprehensive composite survey measuring progress in learning achievement in literacy and numeracy in Grades 2 and 4 (Impact Indicator 1), measuring overall school quality (Outcome Indicator 1) and validating SMO and SSO reports on Output Indicators
  - A set of state public expenditure studies focusing on school improvement and improving understanding of the composition and deployment of state government expenditures on basic education
16. The other main aspect of strategic re-alignment, in response to findings in the MTR, was the strengthening of ESSPIN’s Access, Equity and Gender Strategy (Annual Review Paper 10). This is reported on in Section 4: Progress in Cross Cutting Areas. The implementation status of the management action plan is as follows.

### Management Action Plan

17. ESSPIN developed a management action plan to implement specific recommendations of the MTR and make it more fit for purpose to deliver the revised Strategy. The action plan

has been tracked to its completion through monthly meetings of a Programme Management Committee chaired by DFID.

Objective	Status
Reduce Senior Management Team from 4 posts to 3	Completed October 2011
Appoint Task Leader for Access and Equity/Gender Specialist	Appointment made November 2011
Implement staffing review in full	Completed December 2011. Abuja staffing reduced by six posts and staff re-assigned to vacant or new state or regional posts.
Move office	Move to smaller office accommodation completed in December 2011
Institute a Programme Management Committee for ESSPIN and hold first meeting	Achieved December 2011
Revise Logframe and have approved by DFID	Approved at December 2011 PMC meeting
Reduce Lead Specialist Posts from 5 to 3	50% achieved Target September 2012 for second post
Agree new reporting framework with DFID (format of Quarterly Reports improved)	Completed February 2012
Introduce 6 Month Costed Workplan to track actuals against plans	A fixture of monthly PMC meetings since March 2012
Develop proposals for Composite Impact Survey and have approved by DFID	M&E Framework, including Evaluation Strategy, approved by DFID; 2012 Composite Impact Survey now underway
Agree template for Annual Report	Agreed at March PMC meeting
Implement gender strategy and report on progress	Completed. Progress reports included in Quarterly Reports
Hold first Annual Stakeholders Forum	With DFID. DFID considering how to get best value out of this
Agree revised programme budget with DFID	Ongoing discussion with DFID

18. ESSPIN's Organogram has been updated (Annex 2). The total number of staff on the programme is 122, with 34% women. There has been a progressive shift from UK to Nigerian in the nationality of STLs – from 3 UK, 3 Nigerian in Year 3 to 2 UK, 4 Nigerian in Year 4. 2 of the 6 STLs are female. The ratio will become 1 UK, 5 Nigerian from the beginning of Year 5. Lead Specialist posts also moved from 3 UK, 3 Nigerian in Year 3 to 2 UK, 3 Nigerian in Year 4. All 3 Nigerian Lead Specialists are women.

### Operational Context

19. The operational context has changed significantly in the past year with the deterioration in security, especially since the events in Kano in January 2012. Recently, Kaduna has also become a cause of significant concern. While Jigawa has remained peaceful, operations in the state have been affected because Jigawa can be reached only via Kano or Kaduna. The first main implication of the security situation has been restrictions on the travel of expatriates to the three northern states. There have also been periods of office closure in both Kano and Kaduna. These problems have not had any very significant impact on

progress towards achievement of results, largely because ESSPIN is at a stage of development where international expertise is less necessary than at earlier stages of the programme. Some international TA inputs to the northern states have been made through Abuja-based workshops.

20. Management of security has become a central issue for ESSPIN management. Security updates are provided by the Operations Manager on a weekly basis and more frequently where circumstances dictate. Health and safety risk assessments have been updated to take full account of security threats. ESSPIN along with the other SLPs commissioned a Security Review and is now in the process of implementing its recommendations, including: recruitment of a Security Adviser; improvements in physical security measures for offices and residences, and withdrawal from premises considered to be medium-high risk; and a programme of staff training. Risk monitoring and management is addressed more fully in Section 8: Assessment and Management of Risk.
21. To date, ESSPIN would assess insecurity as being less of a risk to achievement of results than corruption and lack of budget release. However, as security problems show no signs of abating and indeed are probably worsening, this may change. As state governments in Kano and Kaduna become understandably more focused on security, they may devote less attention to areas such as education. Also, security problems have had a significant negative impact on economic activity with dire consequences for internally generated revenue in states and therefore potentially a reduction in education expenditure.
22. ESSPIN will continue to monitor risks to achievement of results, especially in Kano, where quite deliberately ambitious targets were set, based on initial optimism around a new government and Kano's overall importance to DFID, but which now faces the most severe challenges. The main risk mitigation strategies are political engagement (see paragraphs below) and opportunism, i.e. seeking new avenues when planned routes become blocked. These issues are discussed further in Section 3, Assessment of Rollout to Schools.

### Political Engagement

23. In the pre-election phase (the 7-8 months leading up to April 2011) opportunities for political engagement were constrained by the fact that politicians were already in electioneering mode and not focused on addressing issues. By the beginning of the post-election phase, however, ESSPIN was ready to conduct political engagement with new state administrations on the basis of a demonstrably effective school improvement model.
24. The main focus of political engagement was seeking buy-in to rollout targets using leveraged funding. As a key source of funding was UBEC money disbursed to SUBEBs, political engagement with UBEC was an essential complement to engagement at state level. Work with UBEC helped to make the rules surrounding disbursement more transparent and enabled the focus states to access higher levels of funding, much of which

is being (or will be) used to fund the rollout of school improvement to larger numbers of schools. More details on leveraged funding are provided in Section 3, Assessment of Rollout to Schools.

25. A related aim has been to try to build real understanding of, and commitment to, the integrated school improvement model by state partners, especially Honourable Commissioners (HCs) of Education and Chairs of SUBEBs. ESSPIN's relationship with these key players is now closer than ever before. In addition to the regular liaison in states, there is now a quarterly forum when HCs and SUBEB Chairs meet with the ESSPIN team to discuss issues of common interest, including monitoring and evaluation of the implementation of reforms.
26. ESSPIN has also been conducting political engagement at Federal level. The Programme provided support to the Minister of Education's Four Year Strategy, especially to promote the development of certain national systems (monitoring learning achievement; assessment of teacher competence; annual school census; school quality assurance; accreditation of teacher education colleges; and nationwide SBMC implementation).
27. The most successful engagement at Federal level has been with UBEC. In addition to the work on making funding more transparent, ESSPIN has convinced UBEC of the efficacy of its approach to SBMC development. UBEC is now leading on the replication of SBMC development across all states of Nigeria and in early 2012, with technical support from ESSPIN; a two year workplan was developed and a concept paper for implementation; set aside 150 million to support SBMC development, they revised the 2006 national SBMC guideline, adopted the ESSPIN SBMC trainers' manual and conducted a first level training of Master SBMC Trainers in four centres of the country for 150 participants. It has also been agreed that the State Universal Basic Education Boards should set aside funds (N5m or £20,000) for the next stages and levels of training.
28. Six non-ESSPIN-supported states (Osun, Katsina, Ogun, Akwa Ibom, Anambra and Oyo) have conducted the visioning process. A further eleven states are in line to follow suit early in Year 5 (Ekiti, Edo, Zamfara, Adamawa, Ebonyi, Nasarawa, Bayelsa, Sokoto, Benue, Delta and Kebbi). A review of this process is planned for end of September 2012 to facilitate the release of N1.5m or £6,000 to each state of the Federation to complete the domestication process and training of Master Trainers for SBMC development. In addition, UBEC is taking steps to review the 2004 UBE Act to incorporate establishment of SBMCs, a factor that will ensure sustainable funding of SBMC development in the future.

## Section 2: Assessment of Performance against Programme Outputs

29. This section summarises ESSPIN’s performance against the 2012 Milestones for the 13 Output Indicators. Detailed definitions and rationale for indicators are contained in the Logframe Handbook (Annual Review Paper 5). The evidence supporting the evaluations set out below is contained in **Annexes 3 - 10**. To reflect the order of emphasis within ESSPIN, the programme outputs are presented in the following sequence:

- Output 3 – School improvement
- Output 4 – Community engagement and learner participation
- Output 2 – State and local government institutional capacity
- Output 1 – National systems supporting school improvement

30. The main information sources for output indicators derive directly from the States’ own reporting systems. This is consistent with ESSPIN’s objective of integrating programme M&E into existing State systems for monitoring progress. The main information sources are, therefore:

- School Support Officer (SSO) reports – most of Output 3 indicators
- Social Mobilisation Officer (SMO) reports – most of Output 4 indicators
- Annual State Self Assessment reports – all qualitative indicators, including all Output 2 indicators

### Output 3 – School improvement

#### *Achievements against plans*

Output Indicator	Milestones 2012	
	Planned	Achieved
3.1 Number and proportion of public primary and junior secondary schools using a school development plan	Pry 829 (6%). <sup>1</sup> JSS 68 (3%)	Pry 1,660 (11%) JSS (no data)
3.2 Number and proportion of head teachers in public and non-state primary and junior secondary schools operating effectively	Public Pry 1,783 (12%) Public JSS 68 (3%) Non-state Pry 24	Public Pry 1,712 (12%) Public JSS (no data) Non-state Pry (no data)
3.3 Number and proportion of teachers in public and non-state primary and junior secondary schools who can deliver competent lessons in literacy and numeracy	Public Pry 7,126 (5%) Public JSS 351 (14%) Non-state Pry 247	Public Pry 7,877 (6%) Public JSS (no data) Non-state Pry 602
3.4 Number of learners, especially girls, benefitting from better infrastructure (public primary and JSS):	Toilets 122,000 (42% girls)	Toilets 122,000 (42% girls)

<sup>1</sup>Percentages in brackets indicate proportion of total available in the State

a. Number of learners with access to toilets	Water 165,000 (40% girls)	
b. Number of learners with access to clean water		Water 165,000 (40% girls)
c. Number of learners benefitting from new or renovated classrooms	Classrooms 14,200 (9% girls)	Classrooms 14,200 (9% girls)

### Comments

31. The planned milestone for 3.1 is based on 80% of the total number of Phase 1 schools in all States (except Kwara where only a subset of schools which received school grants is used). The achieved result (primary) is much higher than planned as the total reported includes Phase 2 schools in Kaduna and Lagos where roll out started early and additional schools are sufficiently advanced in the training cycle to be counted.
32. Only Kano and Jigawa have Phase 1 JSS schools and these are included in all planned milestones disaggregated by primary and JSS. No data was available to report actuals at JSS level as the State based reporting system which collects the information is new (Annex 3) and has been implemented at primary level only.
33. The planned milestone for 3.2 is based on 80% of the total number of Phase 1 schools in all States. The achieved result is lower than planned as only three States (Kaduna, Lagos and Kwara) are reported in the actuals. In Kano, Jigawa and Enugu, some criteria of head teacher effectiveness are yet to be fully covered in all schools (see criteria in Logframe Handbook). The training cycle was delayed in Kano and Jigawa by slow budget release while Enugu started a year later than the other States.
34. The planned milestone for 3.3 is based on 70% of all teachers trained in Phase 1 schools in all States. The achieved result is higher than planned as the total reported includes Phase 2 roll out schools in Kaduna and Lagos. Non-state teacher figures refer to teachers in the IQTE programme. The result achieved for these is also higher than planned as there has been a rapid expansion of Tsangaya schools based on increased state government support. Teacher competence in the IQTE programme is determined by support teacher observations and assessment of learning outcomes carried out on completion of each learning module.
35. The milestones for 3.4, both planned and achieved, are based on total enrolment figures in beneficiary schools, i.e. the total number of children in all schools that have received new water, toilet and classroom facilities directly funded by DFID. The result achieved would be much higher if facilities provided with State government funding can be clearly attributed, e.g. Lagos would see an additional 35,000 children benefitting. Criteria for attribution are being clarified and State funded facilities will be included in the next reporting round (Annex 4).

36. Optimal utilisation of infrastructural facilities is estimated at 350 children per water point, 40 children per toilet cubicle and 40 children per classroom. On this basis, assuming only what DFID-ESSPIN has provided in focus schools, current utilisation stands at 510 children per water point, 97 children per toilet cubicle and 106 children per classroom. More equitable provision will be achieved through increased State government provision that will be clearly attributed in future reporting rounds.

## Output 4 – Community engagement and learner participation

### Achievements against plans

Output Indicator	Milestones 2012											
	Planned						Achieved					
4.1a Number of public primary schools with functioning SBMCs	Public 829 (6%) Non-state 80						Public 962 (7%) Non-state (no data)					
4.1b Number of communities where SBMCs reflect concerns of women and children	Public 749 (5%)						Public 716 (5%)					
4.2 Quality of civil society advocacy and mobilisation for school improvement and marginalised groups at community and LGA level (qualitative assessment)	En	Jg	Kd	Kn	Kw	Lg	En	Jg	Kd	Kn	Kw	Lg
	C	C	B	C	C	C	D	B	C	C	B	B
4.3 Inclusive policies and practices at State and school/community levels												
a. Inclusive policies (qualitative assessment)	En	Jg	Kd	Kn	Kw	Lg	En	Jg	Kd	Kn	Kw	Lg
	D	D	B	C	D	C	D	C	B	D	C	C
b. Number of inclusive schools	Primary 829 (6%) JSS 68 (3%)						Primary (no data) JSS (no data)					
c. Number of communities supporting inclusive education (primary only)	Public 829 (6%) Non-state 56						Public 891 (6%) Non-state (no data)					

### Comments

37. The planned milestone for 4.1a (Functional SBMCs) is based on 80% of Phase 1 school communities in all States supported to establish SBMCs. The result achieved is higher than planned with regards to the number of fully functioning SBMCs following a cycle of training and mentoring. Phase 1 SBMC development has been at primary level only. Phase 2 roll out will include JSS in Kwara, Kano and Jigawa and some non-state school communities (Mission schools in Enugu and nomadic community schools in Jigawa).
38. The planned milestone for 4.1b (Women and Children in SBMCs) is based on 65% of Phase 1 school communities in all States supported to establish SBMCs. The achieved result falls

just short of the plan. However, it must be pointed out that this is a particularly challenging aspect of SBMC development, especially in northern States. Getting women and men to sit together in training situations, getting male dominated SBMCs to recognise and respect women committees and seriously consider their views in decision making, and improving and increasing women's voice through the Safe Spaces committees are all positive developments that did not happen before.

39. Civil society organisations engaged by ESSPIN in Enugu to support communities and drive advocacy campaigns (4.2) were rated D (against the planned C level). This is due to the fact that Enugu came into the programme a year later than the other States and its CSOs have, therefore, had less support. Three States – Jigawa, Lagos and Kwara – were rated B, reflecting the positive assessments by the CSOs of their relationship with State governments in rolling out SBMC development, engagement with local communities, particularly women and children, and their growing capacity to undertake focused advocacy. They all recognised, however, that the advocacy dimension of their work needed strengthening.
40. ESSPIN's approach to inclusive education was developed in Kaduna and roll out to other States commenced in 2011/12. The rating of B for 4.3a (Inclusive Policies) against the planned B level in Kaduna is, therefore, consistent with this early start. A State wide census of out-of-school children has been completed and a report is being finalised, a multi-stakeholder committee on inclusive education has been established and is being coordinated by SUBEB, and extensive training in inclusive education practices for LGEA desk officers and teachers has taken place. These dimensions have been initiated in Kwara, Enugu and Lagos. Kano and Jigawa were prioritised last for this work stream as they already had specific inclusive education projects – a CCTs pilot in Kano and a girls education initiative in Jigawa.
41. Indicator 4.3b (Inclusive Schools) and 4.3c (Inclusive Communities) were previously defined as qualitative indicators to be measured on an A – D scale based on annual self assessment. However, it was discovered that quantitative results could be analysed for these two sub-indicators from the emerging SSO and SMO reporting systems if the right questions were included in the questionnaires (see Logframe Handbook). The SMO reports showed actual exceeding target for 4.3c, indicating that local communities were actively monitoring the situation of out-of-school children and ensuring that those in school remain there. The appropriate forms have now been developed for 4.3b and the sub-indicator will be monitored in the next SSO reporting round (November 2012).

## Output 2 - State and local government institutional capacity

### Achievements against plans

Output Indicator	Milestones 2012						
		En	Jg	Kd	Kn	Kw	Lg
2.1 Quality of strategic and operational planning and budgeting, budget execution, performance monitoring and reporting at state and LGEA level							
	<b>Planned</b>	C	B	B	C	C	C
	<b>Achieved</b>	C	B	C	C	B	B
2.2 Quality of service delivery systems and processes at state and LGEA level		En	Jg	Kd	Kn	Kw	Lg
	<b>Planned</b>	C	C	B	C	C	C
	<b>Achieved</b>	D	C	C	B	C	B
2.3 Quality of school support and quality assurance services at state and LGEA level		En	Jg	Kd	Kn	Kw	Lg
	<b>Planned</b>	C	C	B	C	C	C
	<b>Achieved</b>	C	C	C	C	B	C
2.4 Level and quality of state/LGEA engagement with local communities on school improvement		En	Jg	Kd	Kn	Kw	Lg
	<b>Planned</b>	C	C	B	C	D	C
	<b>Achieved</b>	D	C	C	C	C	B

### Comments

42. Each of the indicators above has been defined in terms of a number of dimensions (Annex 8). Assessment of each was carried out in a participatory manner by a group of key state informants using verifiable evidence to quantify qualitative developments. The self assessment exercises were facilitated by external consultants.
43. The assessment of institutional capacity has a strong State focus although some dimensions measured relate to LGEA capacity (by the UBE Law, LGEAs are part of SUBEB's organisational structure). This first round of the self assessment does not attempt to differentiate between state and LGEA performance. This is a task that SUBEBs will be trained to conduct by themselves in the future.
44. **Enugu** differs from the other five States in that its baseline is 2010 rather than 2009. With one year less support than the other States, its self assessment ratings in two indicators (2.2 Service Delivery and 2.4 Community Involvement) remain at the D level. It has progressed to the planned C level on the other two indicators. The questions raised in relation to Enugu, therefore, are whether additional efforts and resources will be deployed in order for Logframe targets for 2014 to be achieved, or those Logframe targets need to be reviewed downwards with respect to Enugu.
45. In **Jigawa**, three of the four indicators were rated at the planned C level while one indicator (2.1 Planning & Budgeting) was rated as B. This is due to progress in developing planning systems at State level and increasingly at LGEA level. The MTSS processes are well established and link to strategic plans in SUBEB and the Ministry, although further work is

needed to improve those links. Further work is also needed in linking budgets and departmental work planning through DWPs, closer integration of EMIS and quality assurance, and the use of M&E outputs as essential inputs into planning and budgeting systems. For indicators 2.2 – 2.4, the next stage of support will focus on embedding procurement reforms with standard designs and contract systems, strengthening institutional capacity for QA, and linking school level planning with State plans and budgets.

46. In **Kaduna**, current performance was rated at C for all indicators. The next stage of development, to move towards a B rating, will focus on the extension of State level reforms to LGEAs. LGEA action plans need to draw on the aggregation and analysis of school level planning and contribute to SUBEB planning, DWPs need to be further supported so that they influence budget releases and focus on expenditure by activity. Closer integration of EMIS and QA is needed, and current reforms in human resource management, financial management and procurement should continue with targeted capacity building to enhance SUBEB's internal controls.
47. In **Kano**, each of the indicators was rated at the planned C level with the exception of 2.2 (Service Delivery), rated B, where ESSPIN's work in supporting OD systems was demonstrated through SUBEB adopting the recommendations of its functional review, conducting HR systems and process reviews, and reforming systems for recruitment and postings. Financial management reform has also begun with a centralised payment system recently introduced. A State Procurement Bill is currently being fast tracked. Progress in the other three indicators will focus on financial management, including budget tracking, closer linkages between budgeting and DWPs, and payroll auditing. More effective use of M&E outputs will be made in planning and budgeting, school development planning will be strengthened to impact on LGEA and State planning systems, and social mobilisation units will be supported to make full use of civil society initiatives for accountability purposes.
48. In **Kwara**, two of the four indicators were rated as B against the planned C level (2.1 and 2.3). In Planning and Budgeting (2.1), the MTSS processes are well established and link to strategic plans in SUBEB and the Ministry, although further work is needed to improve those links and the plans reviewed to reflect the policies of the present government administration. Planning systems have been developed at State level and increasingly at LGEA level. M&E units are in place in the Ministry, SUBEB and TSC and they support the preparation of the AESPR, the MTSS and the ASC, although the capacity of the officers to lead in these initiatives is still a big challenge. In indicator 2.3, the strong performance is on the basis of a framework of clear targets and benchmarks for school improvement and a system of SSIT and SSOs to support achievement of these targets. Staff of the Quality Assurance Bureau (QAB) have been trained and have clear job descriptions. However, linkages between the QA system and the planning/budgeting system need to be built so that school development plans are systematically aggregated and analysed and the results used as basic elements of school improvement programme design.

49. In **Lagos**, three of the four indicators were rated as B and only one indicator (2.3) rated as the planned C level. MTSS reports are well prepared using ASC and other data, although LGEAs are yet to be fully integrated into MTSS preparation. The next stage in these reforms would be for SUBEB to move towards management of an integrated planning and budgeting system in which LGEA plans based on school level information are extensively used. A more robust M&E system utilising information from bottom-up sources and taking full responsibility for key reports, including the AESPR, is also needed. The B level rating for indicator 2.2 is largely on the basis of substantial progress made in developing human resource management, financial management and procurement systems in SUBEB. The Ministry is now emulating this progress. However, in the dimensions of 2.3 (Quality Assurance, rated C), the evidence indicates that while components of a QA system are in place, these are not yet integrated into a coordinated QA system. Community Involvement (2.4) was rated as B on the basis of the establishment of Social Mobilisation Units in each LGEA. This is a significant move towards more effective community involvement in basic education. Now that they are in place, they need to focus on effective communication with schools and local communities.

## Output 1–National systems supporting school improvement

### *Achievements against plans*

Output Indicator	Milestones 2012	
	Planned	Achieved
1.1 Disbursement rates of UBE intervention funds for basic education (3 year rolling)	ESSPIN States 80% Non-ESSPIN States 70%	ESSPIN States 88% Non-ESSPIN States 66%
1.2 National systems established (qualitative assessment)		
a) MLA	D	D
b) Assessment of Teacher Competence	D	D
c) Annual School Census	C	C
d) Quality Assurance	C	C
e) Accreditation of Teacher Education Colleges	B	B
f) SBMC implementation	D	C

### *Comments*

50. Indicator 1.1 is calculated as total disbursement of Matching Grants from the Universal Basic Education Intervention Funds (UBE-IF) as a proportion of total Matching Grants released by UBEC to States over a three-year period (2009 – 2011). The average disbursement for ESSPIN partner States (88%) exceeds the planned target of 80% and the disbursement average for non-partner States (66%). This performance is based on ESSPIN's

efforts at clarifying the composition of the Intervention Funds to partner States, working with UBEC to revise guidelines for accessing the Funds, improving communication between UBEC and States, and supporting partner SUBEBs to develop annual Action Plans for accessing the TPD component of the IF based on the ESSPIN school improvement programme.

51. A rating of D for a **national learning assessment system** (1.2a) accurately reflects the challenges in this area. There is no policy or legislation in place to guide the conduct of a national assessment, there are role overlaps between key agencies, namely UBEC and the FME, and there is a lack of coherence about mandates leading to a waste of resources. A Ministerial committee on MLA has been inaugurated by the HME as part of a National Four-Year Strategy on Education. ESSPIN is a member of the committee and is ensuring that the challenges above are adequately addressed.
52. There is currently no framework for a **national teacher assessment system** at primary level, hence the rating of D for indicator 1.2b. Although the NTI, NMC and STEP-B collaborated on a 2012 assessment of teachers at secondary level and the TRCN has published Professional Standards for Nigerian Teachers, there is as yet no coherent system with predictable funding in place. ESSPIN is providing technical advice to the Ministerial committee on TDNA (part of the Four-Year Strategy) and is advocating a model based on the 2010 TDNA exercises conducted in ESSPIN partner States.
53. The **annual school census** was rated C against the planned C level. This assessment was based on evidence reviewed around the support provided to States to improve ASC processes, the number of States providing funding for ASC, the number of States producing complete sets of ASC data, and the existence of a serviceable data management and reporting software. While some progress had been made in improving State ASC processes, there was insufficient evidence to indicate whether States had completed the 2011/12 ASC, will publish their ASC reports this year, or that NEMIS had the operational capacity to aggregate national data this year. ESSPIN has shared the processes and tools used in its six partner States through a CD toolkit, including a software model for DE, an operational manual and ASC procedure, circulated to all States, a State study tour for NEMIS officials, and technical advice for interested non-ESSPIN States. It promotes focus on EMIS policy issues by supporting annual meetings of a national EMIS committee and advising a data task force set up by the Minister in 2011 to resolve the national data crisis. USAID has lead responsibility for supporting NEMIS in the development its national software and works collaboratively with ESSPIN on design.
54. **Quality assurance** was rated C against a planned C level. This was a fair assessment of the efforts of the FIS to reform QA services in Nigeria with ESSPIN's support. A consistent QA methodology based on the Whole School approach has been agreed and a National QA Handbook and Instruments have been developed, although the documents are yet to be

sufficiently disseminated. Available funding remains limited and, although staff have been trained by ESSPIN, the FIS lacks the capacity to fully support States to conduct Whole School QA evaluation. This makes it impossible for the FIS to produce its annual report on the state of education in Nigeria. Improved coordination with UBEC, which has its own annual QA budget, may help resolve some of these issues. Through its membership of a Ministerial committee on QA, under the Four-Year Education Strategy, ESSPIN is currently facilitating dialogue between the FIS and UBEC.

55. **Accreditation of teacher education colleges** received a rating of B against a planned B level. ESSPIN's main output of supporting the NCCE to develop clear accreditation guidelines as the foundation for radical reform of the NCE teacher training programme in Nigerian Colleges of Education has been achieved. The guidelines and QA Toolkit developed with ESSPIN's support have undergone two pilot tests and will be operationalised by the NCCE in the 2013/14 academic year. Challenges still to be dealt with include resistance to the proposed reforms by Teaching Staff Unions which would require a clear communication and advocacy strategy, training and re-certification of QA Assessors in the new QA methods, and the perennial problem of inadequate budgets.
56. The extent of **national support to SBMC implementation across States** was rated as C against the planned D level. This accurately reflects the momentum built over the last year by a formal partnership between UBEC and ESSPIN to promote the delivery of functional SBMCs nationwide based on the successful model used in ESSPIN's six partner States. Implementation guidelines and training manuals have been printed with UBEC funds, Master Trainers identified by UBEC have been trained by ESSPIN and mentored through State specific SBMC domestication exercises in six non-ESSPIN States, and UBEC has issued a standing directive to all States to set aside some of their annual IF allocations for SBMC development. The biggest challenge remains, however, namely the commitment and capacity of States to implement the approved guidelines at local/school levels, and to provide the additional funds needed to roll out at scale.

### Section 3: Assessment of Rollout to Schools

57. The Output Indicators evaluate progress against targets that take about a year to achieve (a working assumption). Therefore, the preceding section mainly measures the impact of work in the 2,314 Phase 1 schools in the six States –direct beneficiaries of ESSPIN’s demonstration period.
58. ESSPIN set itself roll out targets for Years 5 and 6 of the Programme. Achievement of these results (Phase 2) would be based on the level of resources that ESSPIN managed to leverage from State governments. In order to stay on track to meet Logframe milestones for July 2013, the required number of schools needs to have joined the Programme by September 2012 based on the working assumption that it takes one year to record meaningful improvement. September is used as the entry point as this is the start of the school year. Similarly, to achieve final Logframe targets (July 2014), the required number of schools needs to have joined the Programme by September 2013. As roll out targets were deliberately ambitious, Logframe milestones and targets were based on achieving 85% of targeted roll out.
59. The 2011 Programme Strategy set Phase 2 roll out targets for July 2012, i.e. the projected number of schools expected to have been in the programme to be reported as improved by July 2013. Therefore, in addition to consolidating work in Phase 1 schools, over the course of Year 4, considerable efforts went into trying to free up State resources to ensure that the July 2012 roll out targets from the Strategy were achieved.
60. The table below shows progress on rollout of public schools as at June 2012. Figures in columns 2 – 5 are cumulative totals of Phase 1 and 2 schools. The table includes the following columns:
- Number of Phase 1 focus schools
  - Original projection of Phase 2 schools
  - Actual number of schools by end of Year 4, June 2012
  - Number of schools expected to be in the programme by Sept 2012 based on current agreements with State governments

State	Phase 1 schools	Original projection of roll out	Actuals by end Year 4, June 2012	Projected for Sept 2012
Enugu	91	346	91	91
Jigawa	198	1199	198	501
Kaduna	165	700	482	482
Kano	312	942	312	576
Kwara	1448	1584	1448	1448
Lagos	100	1001	600	600
<b>Total</b>	<b>2314</b>	<b>5772</b>	<b>3131</b>	<b>3698</b>

61. The original projection for rollout set out in the 2011 Strategy was 7242 schools. This was based on Kano achieving 2412 schools, 33% of the programme total. However, political developments in Kano over the last year have quelled the initial optimism around reform that came with the then new Kano state government, and on the basis of which ESSPIN's ambitious roll out target was set. The reduced target of 942 schools in Kano is based on a realistic assessment of funding likely to be made available by Kano state in 2012. This setback notwithstanding, ESSPIN will still achieve a 60% increase overall in the number of schools benefitting from the school improvement programme over the previous year.
62. Actual numbers to date fall short of what is required to meet Logframe targets for improved schools by July 2013. However, political engagement with State governments is ongoing and there is strong indication that additional schools will come into the Programme before the end of 2012. Lagos State has committed to utilising its 2012 UBEC TPD funds to roll out to its remaining 401 primary schools, bringing its total in line with the original projection of 1001 schools. The Kano State government is currently considering a memo for funding an additional 330 schools from its 2012 annual budget, which would bring the Kano total to 906 schools.
63. Actual roll out has been unpredictable as it depends on when and how much a State government has available. The main sources of funding that have been explored to date are the States' annual education budgets (prone to poor releases), UBEC IF disbursed to SUBEBs (the most reliable funding source so far), and MDG Conditional Grants to LGAs (centrally controlled and not transparent). 2012 has been a particularly poor year for budget releases in States with most States not getting their annual budgets approved until March 2012. The following table presents an analysis of State education budget utilisation (all sub-sectors) in the first two quarters of 2012 (January – June) to illustrate the context in which ESSPIN is working to achieve roll out.

State	2012 Budget Allocation (N/£)	1 <sup>st</sup> Quarter Release	2 <sup>nd</sup> Quarter Release	Utilisation to date
Enugu	No data	No data	No data	No data
Jigawa	N7,348m £29.4m	1%	16%	16%
Kaduna	N11,356m £45.4m	3.5%	16%	14.5%
Kano	N12,617m £50.5m	12%	7.4%	19%
Kwara	N11,895m £47.6m	11.6%	38.2%	31.2%
Lagos (MoE & SUBEB only)	N10,727m £42.9m	-	23.9%	19%

64. UBEC's annual Teacher Development funds, a non-matching grant element of the IF, has proved to be an important source of funding for roll out in most of the States. UBEC was brought into the SIP picture through Output 1 work. It has responded positively by directing the six States to utilise part of their 2012 TPD funds to implement SIP roll out. Finalised State commitments with respect to 2012 UBEC TPD funds are as follows:

State	2012 UBEC TPD Allocation (N/£)	Commitment to Roll out	% Committed
Enugu	N140m £560,000	Discussion ongoing	0
Jigawa	N140m £560,000	N115m £460,000	82%
Kaduna	N140m £560,000	N100m £400,000	71%
Kano	N140m £560,000	N27m £108,000	19%
Kwara	N140m £560,000	Discussion ongoing	0
Lagos	N140m £560,000	N140m £560,000	100%
<b>Aggregate</b>	<b>N840m</b> <b>£3.34m</b>	<b>N382m</b> <b>£1.53m</b>	<b>46%</b>

65. The third funding source explored to date is the MDG Conditional Grants Scheme to support three LGAs per State in the areas of education, health and water with an estimated N200m (£800,000) per LGA. However, approved plans recently released by the MDG Office have not incorporated SIP components as agreed. Clarification for this is being sought.

## Section 4: Progress in Cross-Cutting Areas

66. This section reports on progress in two cross-cutting areas: Gender, Access and Equity; and Communications & Knowledge Management.

### Gender, Access and Equity

67. In line with the MTR recommendation that gender, access and equity be more visible in the programme, ESSPIN is promoting inclusive education in all six States, targeting girl education in the North (the most vulnerable group of out-of-school children), and emphasizing gender in its institutional and technical assistance to States.

68. The table below summarises ESSPIN's responses to specific MTR recommendations over the course of 2011/12.

Issue raised in MTR	Action Taken/Progress
1. Insufficient attention is being paid to access and equity	Barriers to access were mapped and options for addressing them generated & assessed. A results chain with risks and assumptions was articulated, including methods to track and measure changes. This analysis informed the development of an Access & Equity Strategy and the recruitment of a specialist to coordinate its implementation.
2. It is difficult to understand the A&E targets that have been set and the assumptions on which they are based in the Logframe and results table	There is a revised Result Monitoring Table with clear A & E targets. See A & E strategy for details.
3. Clearer articulation of demand and supply barriers is needed and an assessment of possible programming options	See (1) above. Demand and supply barriers critically assessed and options provided. CSOs & SBMCs are helping to create demand and address demand side issues, while supply side issues are being addressed through the MTSS and the State planning cycle.
4. Access and equity will need to be situated more centrally in proposed work on ESSPIN's Theory of Change, results and performance management	A&E mainstreamed into the school improvement programme and different options provided to fit into the socio-cultural situation, priorities and needs in each of the six states. A clear logic built into ESSPIN's results chain linking changes at output and outcome levels to the long term impact of getting more children into school regardless of status or disadvantage.
5. Clarity on access targets and strategies is required	Activities have been reassessed and mapped onto objectives that address A&E barriers in the States. Targets and rationale are set out in the A&E strategy.
6. A more comprehensive tracking of enrolment, attendance and retention within pilot schools is needed	Mix of methods being applied as the ASC is not yet robust enough to capture the breadth of information required. Disaggregated data available through school records and captured through the new SSO, SMO & CSO report systems. A C-EMIS initiative has also been introduced to develop the capacity of SBMCs and local communities to track enrolment, attendance and retention. Analysis of emerging data will be incorporated into the next SMO reporting round.
7. Given DFID's thrust on the MDGs and girls enrolment,	The A&E Strategy sets out the approach to improving and expanding girl education in the North. Results will continue to be delivered through the

especially in the North, ESSPIN will need to revisit the scale of need and scope for a more substantive response	girl education initiative, IQTE and nomadic education in Jigawa, through IQTE and CCTs in Kano, and through IQTE and the inclusive education initiative in Kaduna. Like the rest of the ESSPIN school improvement programme, the degree of scale up of these initiatives will depend on the level of additional resources invested by State governments.
8. Work needs to be done to ensure that the new GAE Strategy focuses on gender equality and results are central, integrated and supported by clear indicators, targets and resources, including a budget	<p>Strategies for girl education and gender are components of the comprehensive A&amp;E Strategy and have targets and indicators articulated. Resource needs have been analysed and resources dedicated within the Programme PSA budget. There is a work plan with clear roles and responsibilities for delivering gender and girl education elements.</p> <p>Gender training has been conducted for ESSPIN staff and partners (state specialists and SSITs, SSOs) and a gender ‘audit’ of ESSPIN undertaken for work streams.</p>
9. There is scope for increasing the number of women teachers and to deployment and career development of women in the education sector	A teacher deployment study conducted in Kwara revealed the need for accommodation, transportation, health, protection and incentives to encourage deployment of teachers, particularly women. An implementation plan was developed addressing the challenges of female teachers posted to Kwara rural schools. Due to resource constraints, ESSPIN cannot intervene directly in this area. However, lessons will be learned from GEP3 (just commenced) and State partners encouraged to consider GEP’s scholarship scheme for female trainee teachers. Teacher deployment issues are expected to be taken up within DFID’s proposed Teacher Development Programme.
10. It is unclear what targets ESSPIN has set for inclusive education activities and how far it wants to progress beyond awareness raising	ESSPIN’s revised Logframe now includes a specific output indicator on inclusive education with three sub-indicators: a) inclusive policies at State level, b) no. of inclusive schools (from SSO reports) and c) no. of communities supporting inclusive education (from SMO reports). These will be tracked annually through ESSPIN annual reviews and States’ Annual Sector Performance Reviews. All inclusive education activities currently undertaken map onto these three sub-indicators.
11. Channels for input of Access and Equity expertise are needed at senior management level in terms of guiding decision making	Gender & Equity Specialist appointed to lead the process with additional technical support from consortium partners Social Development Direct (SDD) and Save the Children. The senior management team is advised by the Gender & Equity Specialist.
12. There is a need for ongoing development of the competencies, skills and strategies of A and E Officers at state level	The Output 4 leadership (the A&E specialist, the CSO Task Leader and the CELP Team Leader) supports ongoing capacity building and mentoring of State A&E Specialists. A quarterly review meeting of the CELP team is used to share lessons and build capacity in identified areas for improvement.
13. Pilots are a drop in the ocean – it will be important to revisit the issue of scale and ESSPIN’s role in delivering DFID’s Operational Plan targets	<p>Girl education, IQTE, nomadic and inclusive education initiatives are now being expanded within each State and adapted for other States. There has been variable success in attracting additional State funds but this remains the most critical platform for successful scale up.</p> <p>Regarding DFID’s Operational Plan targets, two sub-indicators relating to enrolment and completion rates have been included in ESSPIN’s revised Logframe (Impact Indicator 2b and 3b) to ensure that ESSPIN’s annual contribution to DFID’s targets can be measured.</p>

69. These responses have been brought together for coherence of programming through an Access & Equity Strategy (Annual Review Paper 10) covering the period 2012-2014. In line with the Strategy, the results below were achieved in 2011/12.
70. In collaboration with SUBEB, a total of 3,140 girls were supported to stay in school in Jigawa while a CCTs project in Kano provided access to primary and junior secondary education for 13,500 girls. The MTSS process now includes measures for addressing supply side constraints to the needs of girls in the two States.
71. While the girl education and CCTs initiatives are running in Jigawa and Kano, a comprehensive inclusive education programme has been introduced in the other four States and is producing early results.
- a) States have been supported to establish State Committees on Inclusive Education (SCOIE) at SUBEB level to lead analyses of the status of out-of-school children, plan interventions and mobilise resources. The Kaduna SCOIE has led the conduct of the first ever survey of out-of-school children and other SCOIEs are being encouraged to do the same. Data evidence is critical to effective planning and monitoring, and data from the OSC surveys will improve the overall quality of the MTSS and AESR.
  - b) In Enugu, a unique partnership with Christian mission schools is supporting 1,200 indigent children (657 girls, 543 boys) to receive primary education.
  - c) In Jigawa, 4,508 children (2,359 boys, 2,149 girls) in disadvantaged nomadic communities now benefit from better quality primary education.
  - d) Within the SBMC development programme, an estimated 86% of SBMCs established are actively supporting measures to improve school enrolment and attendance of children in their communities.
72. The IQTE initiative expanded in 2011/12 with increased State government investment. Kano State released a total of N50m (£200,000) to scale up its Tsangaya education pilot. A total of 2,883 children (1,352 girls, 1,541 boys) were supported in Jigawa, 4,650 children (1,163 girls, 3,488 boys) in Kaduna, and over 5,000 children in Kano. A learning assessment instrument was introduced in the pilot schools that showed achievement levels to be comparable to that of children in equivalent grades in conventional schools.
73. To mainstream gender more effectively within the Programme, a full time Gender & Equity Specialist was engaged in 2011/12 to implement the GAE Strategy. The capacity of all ESSPIN state specialists and State School Improvement Teams (SSITs) to undertake gender analysis was improved through a programme of gender training. A research activity to identify and improve the capacities of gender champions and women role models in local communities is currently underway.

74. Priorities for Year 5 will include consolidation and expansion of girl education initiatives in the North (Kano, Jigawa and Kaduna) and continuing political engagement to increase the levels of State government investment. The IQTE programme will be scaled up, again based on the degree of State funding. Each State will be supported to finalise its State Inclusive Education Policy and SCOIEs will be more firmly embedded into the institutional structure of SUBEBs. States will be encouraged to improve the quality of data evidence by funding surveys of out-of-school children. The outcome of the gender champions and women role model research will lead to interventions to strengthen Safe Spaces in local communities and improve responses to child protection issues.

### **Communications & Knowledge Management**

75. ESSPIN's CKM products have been developed to directly support the delivery of the various programme outputs. The following table summarises progress in 2011/12 and specifies the Logframe output indicators to which each product contributes.

Activity	Product	Logframe Output / Sub Output addressed	Outcome	Comment
Film production	6 state 'Nigerian Futures' documentaries on TV and DVD showing ESSPIN / SMOE interventions and providing evidence of impact	2.2 - Quality of service delivery systems and processes at state and LGEA levels (ref political engagement, strengthened MDAs) 3.2 - Number and proportion of head teachers in public and non-state primary schools operating effectively (ref inclusive education practices) 4.2 - Quality of civil society advocacy and community mobilisation for school improvement and marginalised groups 4.3 - Inclusive policies and practices at State, school and community levels	5.5 million TV viewers* across Nigeria, plus DVD and web audience, informed / sensitised to education issues and developments	Follow-up to original 5 state 'Better School Better Nigeria' documentaries from 2009-10 and <b>TV spots (30') for April 2011 elections???</b>  Ref: DVD and website "Nigerian Futures"  ESSPIN 531 - Communications Impact Study
Radio production	24 episodes of 'Gbagan Gbagan' weekly drama carrying basic education themes and story lines (including 2 community discussion programmes), 72 broadcasts.	3.2 - Number and proportion of head teachers in public and non-state primary schools operating effectively (ref inclusive education practices) 4.2 - Quality of civil society advocacy and community mobilisation for school improvement and marginalised groups (ref CGPs) 4.3 - Inclusive policies and practices at State, school and community levels	10.5 million radio listeners* across Nigeria, plus web audience, informed / sensitised to education issues and developments	3 <sup>rd</sup> and 4 <sup>th</sup> series, broadcast nationally in English (pidgin) on state and independent radio and across the north in Hausa  Ref: CD and website Gbagan Gbagan audio files ESSPIN 532 - Radio Drama Production: 'GBAGAN-GBAGAN' - Series 2 and 3 ESSPIN 531 - Communications Impact Study
Community Theatre	130 community performances in 1 northern and 3 southern states	3.2 - Number and proportion of head teachers in public and non-state primary schools operating effectively (ref inclusive education practices) 4.2 - Quality of civil society advocacy and community mobilisation for school improvement and marginalised groups 4.3 - Inclusive policies and practices at State, school and community levels	Estimated 40,000 audience directly sensitised to community education issues and engaged in immediate debate.	Ref: ESSPIN 534 - Community Theatre for the Northern States ESSPIN 531 - Communications Impact Study
Education journalism development	130 journalists (press / radio / TV) informed and trained.  38 basic education stories in press from participants	2.2 - Quality of service delivery systems and processes at state and LGEA levels (ref political engagement, strengthened MDAs) 3.2 - Number and proportion of head teachers in public and non-state primary schools operating effectively (ref inclusive education practices) 4.2 - Quality of civil society advocacy and community mobilisation for school improvement and marginalised groups (ref CGPs) 4.3 - Inclusive policies and practices at State, school and community levels	Newspapers carrying authoritative articles, features and news stories to daily readership of 6 million*	Better quality investigative journalism on education issues and developments from informed / mobilised media supporting political engagement. Journalists willingly engaged with CSOs and challenging 'brown envelope' culture  Ref: CD ESSPIN in the Press ESSPIN 533 - Journalists Development Programme ESSPIN 531 - Communications Impact Study

CSO / Media engagement	6 state forums – 75 CSO representatives / 75 journalists	2.2 - Quality of service delivery systems and processes at state and LGEA levels (ref political engagement, strengthened MDAs) 3.2 - Number and proportion of head teachers in public and non-state primary schools operating effectively (ref inclusive education practices) 4.2 - Quality of civil society advocacy and community mobilisation for school improvement and marginalised 4.3 - Inclusive policies and practices at State, school and community levels	CSO / media partnerships formed, greater media exposure of grass roots education challenges and developments.	Space created for CSOs to directly instigate quality investigative journalism on community education issues and developments from informed / mobilised media providing support to government and <b>NG</b> political engagement. Journalists willingly engaged with CSOs
IEC printed materials	4 ESSPIN Experience Papers 12 Evidence of Impact documents updated 8 ESSPIN Briefing Notes revised, 1 new added 22 ESSPIN Case Studies added 3 ESSPIN Express 225,000 SBMC leaflets 24,000 SBMC posters	2.2 - Quality of service delivery systems and processes at state and LGEA levels (ref political engagement, strengthened MDAs) 3.2 - Number and proportion of head teachers in public and non-state primary schools operating effectively (ref inclusive education practices) 4.2 - Quality of civil society advocacy and community mobilisation for school improvement and marginalised groups 4.3 - Inclusive policies and practices at State, school and community levels	3,500 education sector and programme stakeholders informed / sensitised / mobilised on ESSPIN approach to school improvement and developments with lessons shared and evidence of impact provided 2,500 communities provided with basic info on SBMCs	Ref documents (website) See ESSPIN Documents and Publications (Catalogue and Definitions – Annex 15) ESSPIN 531 - Communications Impact Study
SUBEB SMD (+CSO) C&KM capacity development – 3 x 6 state workshops	90 SMOs trained, 6 SUBEB SMD C&KM situation analyses, 6 SUBEB SMD communications strategy documents and workplans, 6 SUBEB SMDs with enhanced capacity to handle info and graphic design	2.2 - Quality of service delivery systems and processes at state and LGEA levels (ref political engagement, strengthened MDAs) 2.4 - Capability of education agencies to engage and collaborate with local communities and CSOs at state and LGEA level (ref SUBEB SMD) 4.2 - Quality of civil society advocacy and community mobilisation for school improvement and marginalised groups 4.3 - Inclusive policies and practices at State, school and community levels (ref SUBEB SMD)	More strategic and better quality communications for social mobilisation, including for SBMC development and promotion of inclusive education. More effective and accessible use of field data for reporting / providing evidence of impact, and SUBEB communications.	<b>Ref: ESSPIN En/Jig/Kad/Kan/Kw501/Lag502???</b> C&KM Situation Analysis and Communication Strategy Development for SMD SUBEB
*(TV, radio, press coverage based on ENABLE media audience surveys, 2009 - 2010). Website Resources (documents / IEC materials / Audio / Visual) at <a href="http://www.esspin.org/index.php/resources">http://www.esspin.org/index.php/resources</a>				

## Section 5: Evidence of Impact

76. This section reports on evidence of ESSPIN's impact by a) reviewing actuals against targets achieved for Logframe indicators at Impact and Outcome levels, and b) summarising findings from different pieces of research undertaken by ESSPIN in 2011/12 to assess impact of the school improvement programme on learning achievement and the degree of functionality of SBMCs.

### Logframe Impact and Outcome Indicators

#### *Achievements against plans*

Impact Indicator	Milestones 2012						
<b>Impact Indicators</b>							
1. Proportion of Primary 4 and Primary 2 pupils in public and non-state primary schools in focus states who: a) demonstrate ability to read with comprehension b) demonstrate understanding of numbers and ability to do basic arithmetic calculations	2012 comparative data not yet available. A Composite Impact Survey with an MLA component has been conducted in all six states with a preliminary report due at the end of September 2012.						
2. Public primary and junior secondary education net enrolment rate (NER) in focus states (%)	<b>Primary</b>	<b>En</b>	<b>Jg</b>	<b>Kd</b>	<b>Kn</b>	<b>Kw</b>	<b>Lg</b>
	<b>Planned</b>	53	54	100	100	80	80
	<b>Achieved</b>	66	58	100	100	58	82
	<b>JSS</b>						
	<b>Planned</b>	48	29	63	43	63	83
3. Public primary education completion rate in focus states (%)	<b>Achieved</b>	54	26	59	32	52	85
		<b>En</b>	<b>Jg</b>	<b>Kd</b>	<b>Kn</b>	<b>Kw</b>	<b>Lg</b>
4. Gender parity index (gross enrolment) in public primary and junior secondary education in focus states	<b>Planned</b>	45	45	64	76	51	86
	<b>Achieved</b>	63	41	65	70	50	52
4. Gender parity index (gross enrolment) in public primary and junior secondary education in focus states	<b>Primary</b>	<b>En</b>	<b>Jg</b>	<b>Kd</b>	<b>Kn</b>	<b>Kw</b>	<b>Lg</b>
	<b>Planned</b>	0.98	0.73	0.87	0.92	0.93	1.03
	<b>Achieved</b>	0.92	0.55	0.86	0.86	0.90	1.04
	<b>JSS</b>						
	<b>Planned</b>	1.27	0.71	0.79	0.56	0.91	1.03
<b>Achieved</b>	1.26	0.57	0.80	0.69	0.84	1.05	
<b>Outcome Indicators</b>							
1. Number of public primary and junior secondary schools in focus states that meet the benchmarks for a good quality school	Actual data to assess progress not yet available. This indicator is to be measured through the findings of the ongoing Composite Impact Survey with results expected later in the year.						
2. Public primary and junior secondary education net attendance ratio (NAR) of the lowest economic status quintiles in focus states (%)	This poverty indicator is measured through a household survey (NEDS) conducted every four years. Comparative data will, therefore, only be available after the next NEDS survey scheduled for 2014.						

<p>3. Level of resources available for school improvement in focus states:</p> <p>a. State government education budget utilisation rate</p> <p>b. State government expenditure on school improvement</p> <p>c. Ratio of state government expenditure on school improvement to DFID-ESSPIN funding</p>	<p>Comparative data on state expenditure is not available from routine administrative sources. ESSPIN has commissioned a public expenditure study to report on this indicator with a report due in September 2012.</p>
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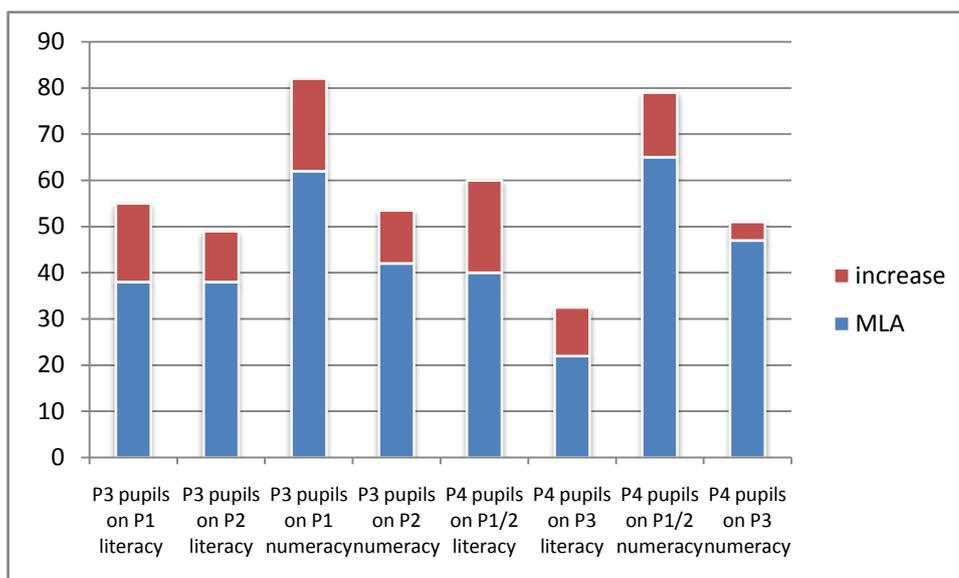
### *Comments*

77. Lack of predictable and reliable data sources is a major obstacle to effectively tracking impact and outcome indicators in Nigeria. While ESSPIN states have made good progress in routinising reporting systems for school improvement outputs, much remains to be done to capture evidence of medium to long term changes, e.g. in learning outcomes and the overall quality of schools. ESSPIN has had to rely on special studies (indicated in the table above) to monitor one of its Impact indicators (learning achievement) and its three Outcome indicators (overall school quality, school attendance rate of children from poor households, and state budget utilisation). The public expenditure study has been largely constrained by the general lack of transparency in the public sector when it comes to disclosing expenditure information.
78. The demographic indicators (Impact 2-4) are based on analyses that combine 2010/11 ASC data and population data projected from the 2006 national census. The results reveal fundamental flaws in the population data. For example, Kaduna and Kano returned NERs of over 100 for primary education, implying that there are more 6-11 year olds in school than the total population of the same age group. Primary NER has, therefore, been set at 100 for the two states. Actuals reported for these indicators are based on 2010/11 ASC data as 2011/12 reports were yet to be published at the time of this report.
79. The pattern of enrolment changes in the three northern states provides important information to help focus DFID's efforts on increasing the number of children, especially girls, participating in basic education in the North. While primary enrolments increased in each of the northern states, except Kwara, there were significant drops at junior secondary level in all the states in question, pointing at low transition from primary to JSS and high dropout rates in JSS. Further evidence on dropouts will be available when 2011/12 ASC reports are published and flow rates can be calculated.
80. Female enrolment remains particularly low in Jigawa at both primary and JSS levels. This is being addressed through a girl education initiative introduced by ESSPIN in three LGAs, with plans to scale up through SUBEB.

## Early Evidence of Learning Achievement

81. A small-scale interim evaluation of aspects of ESSPIN’s support to teaching and learning was conducted in October 2011 in Kwara State (Annex 11). The evaluation was in two parts:
- A classroom observation study to assess whether there has been any change in teaching methodology against baseline data provided by the Teaching and Learning Survey (conducted in May-July 2009)
  - A small scale assessment of learning outcomes for literacy and numeracy to assess whether there was any evidence of improvement in foundational knowledge and skills in lower primary pupils, compared with those of the Monitoring of Learning Achievement (MLA) assessment of June 2010.
82. The findings suggested that ESSPIN’s approach was working. Although learning outcomes in the schools surveyed remain low in terms of attainment of the NERDC curriculum, after two years of support there were clear signs of improvement in both literacy in English and numeracy, and in the grades assessed, as illustrated in the graph below.

Chart 1: % point increases in 2011 over baseline scores – learning outcomes



83. The 2010 MLA report found that there were considerable problems with the essential foundations of literacy and numeracy. Both the conceptualising of number and basic reading skills were identified as being “below expectation”. There was evidence of a dramatic improvement in pupils’ ability to conceptualise number. Correct scores from the newly promoted P3 pupils (P2 assessment) on the sequencing number test item has improved by 28 percentage points on the P1 level question and 12 percentage points on the P2 level (correct for stage) question. The correct scores by newly promoted P4 (P3

assessment) on a P1/2 level question on sequencing has improved by a remarkable 65 percentage points from 23 to 93%, and by 20 percentage points on the P3 level question (correct for stage).

84. There has been a corresponding improvement in the basic building blocks of literacy. The correct score for newly promoted P3 pupils for identifying initial letter sounds has improved from 13% to 56%.
85. Although there has been an across the board improvement in pupil attainment, including improvement in the foundations of both subjects in both grades since 2010, pupils are still struggling with many test items at their own grade level. Reading skills at P3 level remain undeveloped.
86. Pupils and teachers had only participated in the Literacy and Numeracy Programme for about 15 months. Teachers had not yet had time to completely assimilate the new teaching approaches. None of the pupils assessed were exposed to the new approaches in P1, and the lack of a sound foundation is more problematic for the newly promoted P4 pupils than the P3 pupils. It seems reasonable that levels of achievement will continue to rise as teachers become more competent over time, and as pupils have been taught well from their important first year in school.
87. The classroom observation study showed that classrooms are beginning to change: in the way that they are organised; in the way that teachers and pupils interact; in the way that activities take place. The changes may appear to be small but they are significant, given the low competency levels of Kwara teachers as illustrated in the Kwara Teacher Development Needs Assessment (TDNA 2008).

### **Evidence of Functionality of School Based Management Committees**

88. Research was conducted by consulting agency EENET CIC into experiences of SBMC development in ESSPIN up to October 2011 (Annex 12). Two rounds of independent qualitative research, involving approximately 1180 participants, were conducted to capture how newly activated and trained SBMCs were performing in their communities. Interviews and focus group discussions were held in 53 schools or school clusters.
89. The research took a qualitative and participatory approach to capture the views of parents, community members, teachers, SBMC members, CSOs and government staff on the quality, effectiveness and sustainability of their SBMCs. These SBMCs had been activated, trained and supported by ESSPIN to improve children's experiences of education in five states of Nigeria. This research primarily involved participatory, qualitative approaches to information collection, supplemented by a rapid desk review of existing project reports. The research design did not include a quantitative element, as the key focus was on capturing in-depth learning from stakeholders' perceptions of processes around SBMC activation and development.

90. The research sought the views of education stakeholders around six key areas of inquiry relating to the establishment, operation, activities and results of SBMCs, specifically their role in:
- Mobilising and managing resources for school improvement according to community concerns
  - Bringing more children from excluded groups into school
  - Contributing to community empowerment and participation in education
  - Enabling women, children and other excluded groups to have a voice
  - Holding duty-bearers to account regarding improving schools and education for children
  - Improving the capacity of civil society and government to stimulate demand, support and monitor SBMC development.
91. The information provided by stakeholders under these six main topic areas indicated that the majority of SBMCs were working well. Most SBMCs were taking ambitious action in response to a range of issues they had identified with communities, from enrolment to school infrastructure to teacher management, and were increasingly focusing on more complex child protection and exclusion issues.
92. SBMCs were mobilising substantial community contributions to improve education and were identifying issues that communities were not able to tackle on their own. To an extent, activated SBMCs were getting responses from government to address some of these issues. Local government's own funding shortages are a major limiting factor. Securing some government response has been extremely encouraging, particularly so soon into the initiative.
93. Stakeholders also confirmed that opportunities are arising through which SBMCs and communities can define and analyse problems, to enable better planning and resourcing of education. Ultimately, however, the SBMC process does not negate the need for greater and more regular flow of government funds and resources to schools in response to need. That will require state level and local level policy and political commitment.
94. The report concluded that SBMCs had made significant progress, and on the current evidence it would appear that – even after the ESSPIN support period ends – they will continue to operate, expand and improve. It was not so certain that the participatory elements of SBMC work (especially women's and children's participation and voice in mainstream activities) were well established or sustainable at the time of the research. The report recommended that more support should be given to strengthen this vital area of SBMCs' function.
95. These findings are now nine months old. The report itself includes a postscript with information on subsequent developments.
96. An assessment of quantitative evidence of SBMC functionality has also been conducted (Annex 13).

## Section 6: Deployment of Resources

97. This section provides information on the deployment of ESSPIN resources by type of expenditure, by state, and by Output. It also provides information on expenditure on monitoring and evaluation and management share of total budget. An analysis of expenditure by Result (Output Indicator) is presented in the next section, Value for Money.

### Year 4 – Total High Level Figures in line with Contract with DFID (£)

Area of Spend	Forecast	Actuals	% Spent
PSA	9,903k	9,751k	98%
STTA	2,062k	2,189k	106%
LTTA	2,773k	2,536k	91%
Overheads	5,537k	5,785k	104%
<b>Total</b>	<b>20,274k</b>	<b>20,261k</b>	<b>100%</b>

98. At the total level, the ESSPIN Year 4 spend almost exactly matched forecast – a significant achievement considering some of the external issues faced, particularly the challenging security situation in the northern states of Kaduna, Kano and Jigawa.
99. The Project Support Activities (PSA) line was 98% spent – a small underspend where activity could not take place due to the security situation in northern states. These activities will now take place in Year 5.
100. The overspend on Short Term TA (127k) was entirely covered by the underspend on Long Term TA (237k) – an approach flagged up to DFID through the monthly meetings of the Programme Management Committee.
101. Overheads were overspent – largely due to additional security costs, the increase in fuel prices (N65 to N97) and the strain on Abuja accommodation prices. The Overheads category includes Management Staff Costs, Support Staff Costs and Reimbursable spend.
102. Overall, for Year 4, the final spend to forecast accurately reflects a good year’s activity where deliberate efforts have been made to tighten forecasting and spending practices across all States.

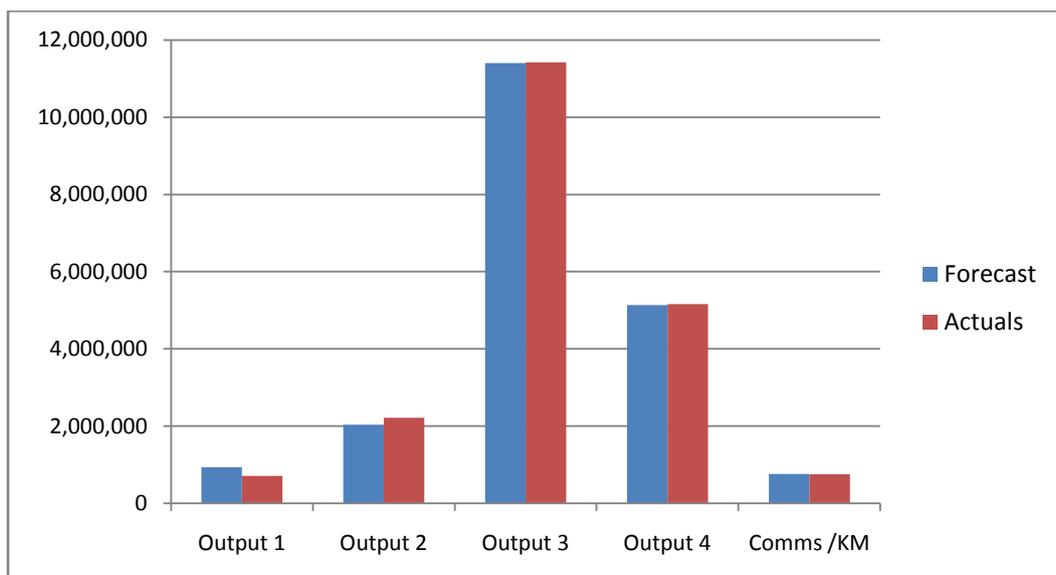
### Year 4 – Total Forecast and Spend By Output (£)

Output	Forecast	Spend	% Spent
1	934k	709k	76%
2	2,036k	2,215k	109%
3	11,403k	11,424k	100%
4	5,137k	5,163k	101%
Comms/KM	764k	749k	98%
<b>Total</b>	<b>20,274k</b>	<b>20,261k</b>	<b>100%</b>

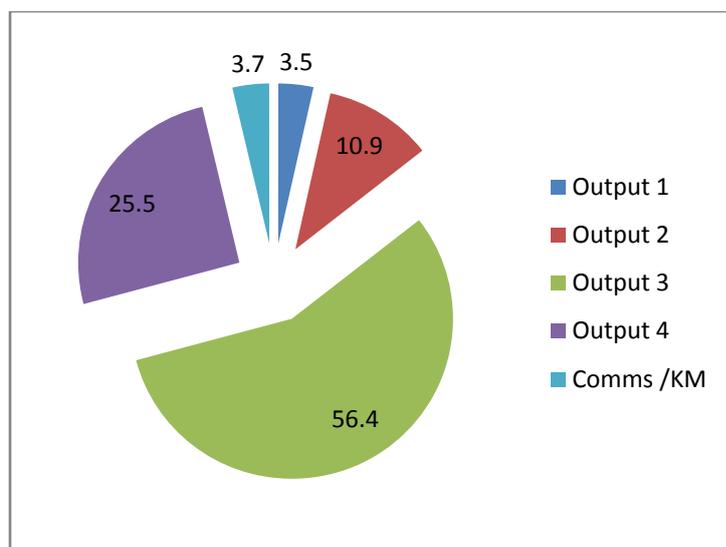
103. All spend by Output is largely in line with Forecast – except around Output 1. The underspend on Output 1 is due to two factors:

- a) A reduction in the level of LTTA used to deliver Output 1 with no negative impact on results.
- b) Activity for delivering a core Output 1 sub-output (development of national systems) did not commence until the second half of the year as the FME (principal partner) delayed inauguration of committees on national systems to which ESSPIN had committed to providing technical assistance.

### Year 4 – Comparison of Total Forecast and Spend By Output (£)



### Year 4 – Comparison Year 4 Spend By Output (£)

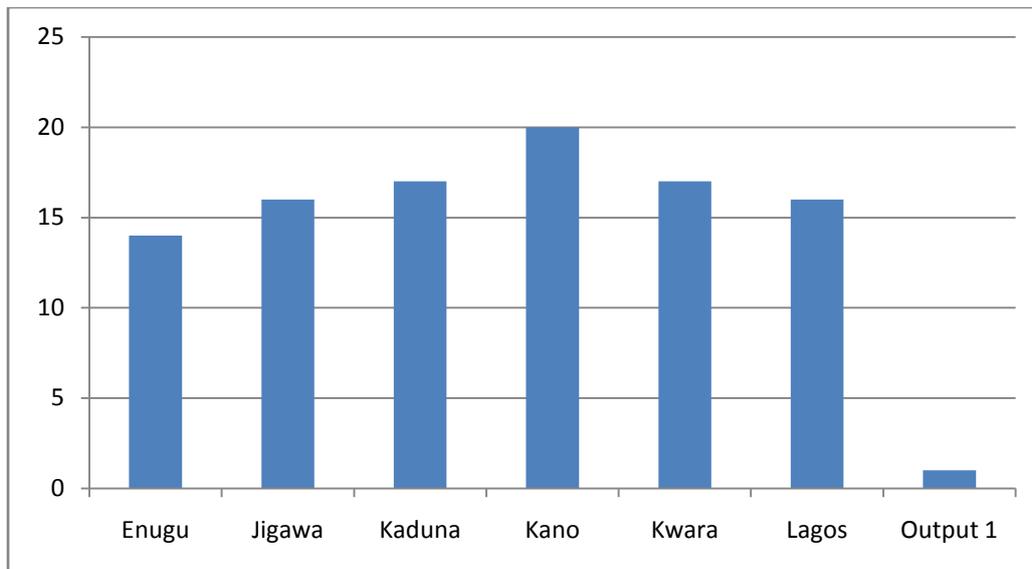


104. Outputs were relatively on track with spend against forecasts. There were no major or significant variances in spend. The Outputs where spend was greatest were Output 3 and Output 4 – these two Outputs accounted for over 80% of ESSPIN Year 4 spend – in line with the approach agreed with DFID to focus more on school level results post-MTR.

### Year 4 – Total Forecast and Spend By State (£)

State	Year 4 Forecast	Year 4 Spend	% of Total Spend	% Spent by State (of total Year 4 Spend)
Enugu	2,473k	2,789k	114%	14%
Jigawa	3,685k	3,312k	90%	16%
Kaduna	3,194k	3,367k	105%	17%
Kano	4,671k	4,069k	87%	20%
Kwara	3,120k	3,423k	110%	17%
Lagos	2,856k	3,143k	111%	16%
Output 1	274k	156k	57%	1%
<b>Total</b>	<b>20,274k</b>	<b>20,261k</b>	<b>n/a</b>	<b>100%</b>

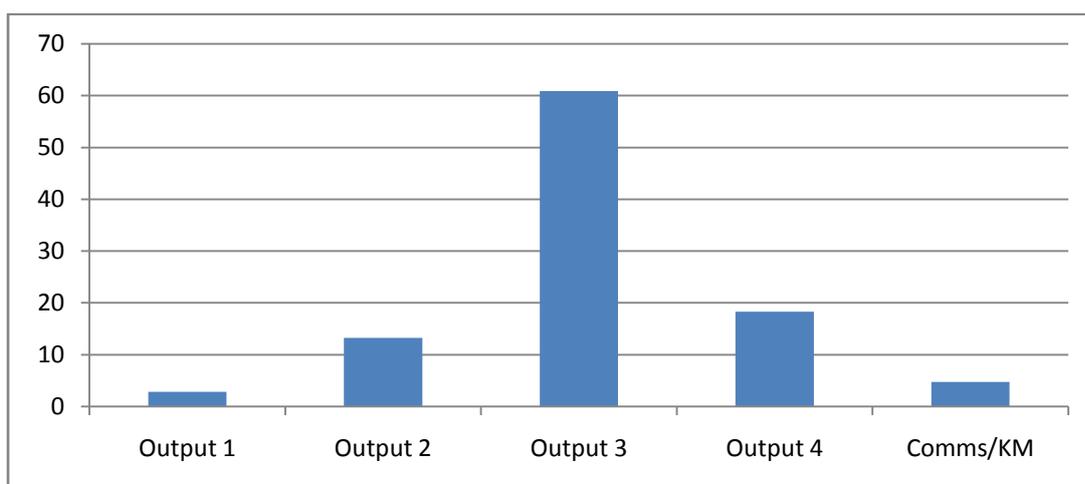
### Year 4 – Comparison of Spend By State (Percentage) (£)



105. This outline of spend with the greatest emphasis on Kano is in line with the workplan agreed with DFID. Spend in Kano was less than expected (short against forecast) due in part to the security situation, but also in delays around budget release from the State Government.

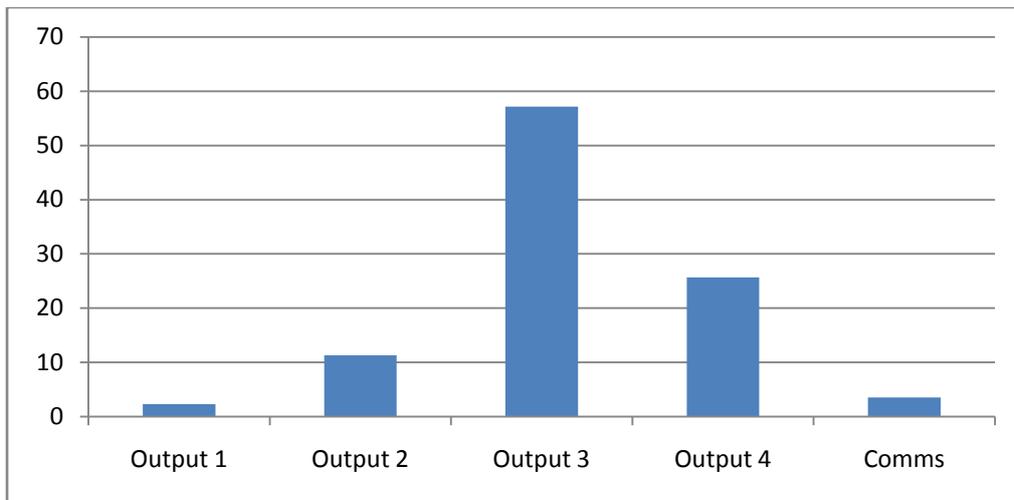
106. The Spend pattern in Jigawa, Kaduna, Kwara and Lagos is similar – something that ESSPIN was aiming for. Enugu is slightly lower than other States – this is expected as Enugu has the smallest number of focus schools.

### Year 4 Spend By State By Output – Enugu (%)



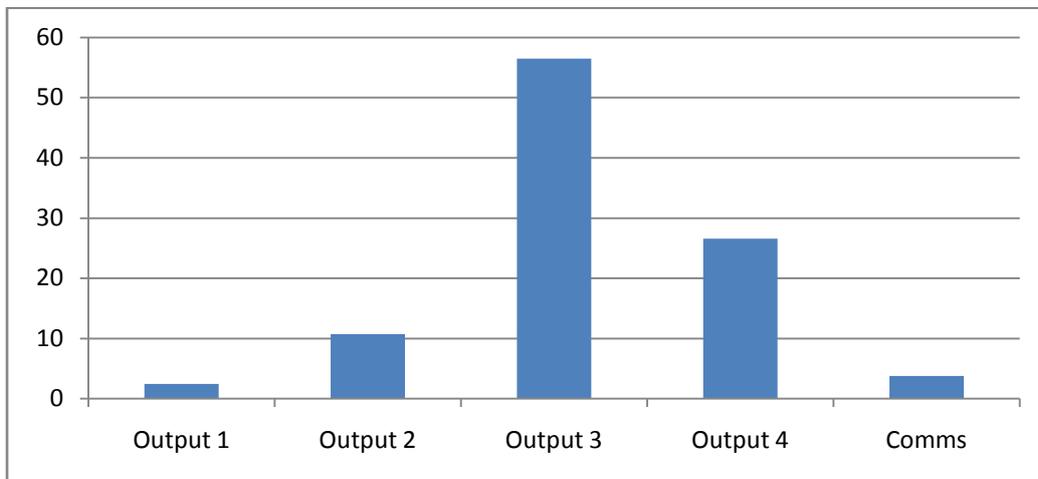
107. Spend in Year 4 in Enugu is in line with the agreed spending pattern for all ESSPIN activity in terms of emphasis across Outputs.

### Year 4 Spend By State By Output – Jigawa (%)



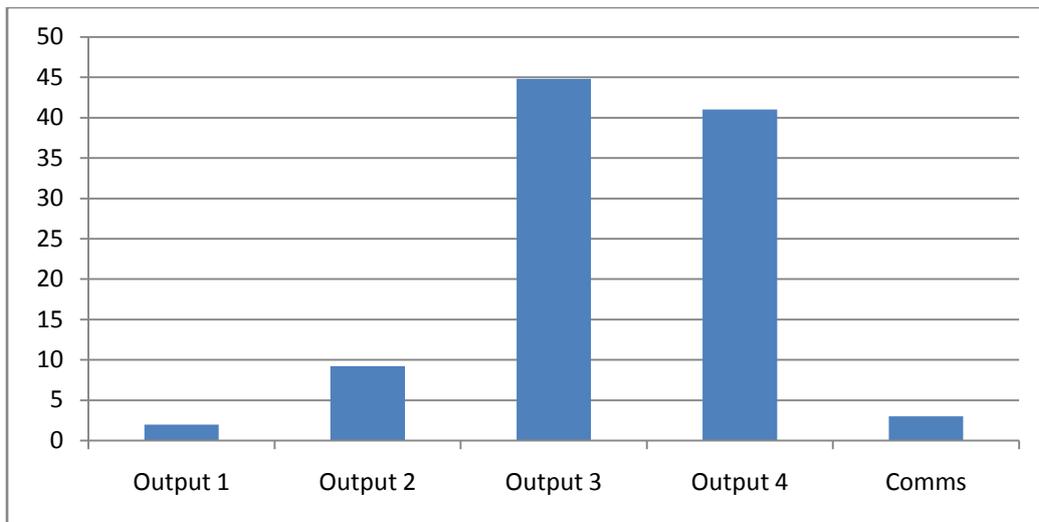
108. Spend in Year 4 in Jigawa is in line with the agreed spending pattern for all ESSPIN activity in terms of emphasis across Outputs. Security related delays in carrying out activities account for a slight shortfall against forecast overall.

### Year 4 Spend By State By Output – Kaduna (%)



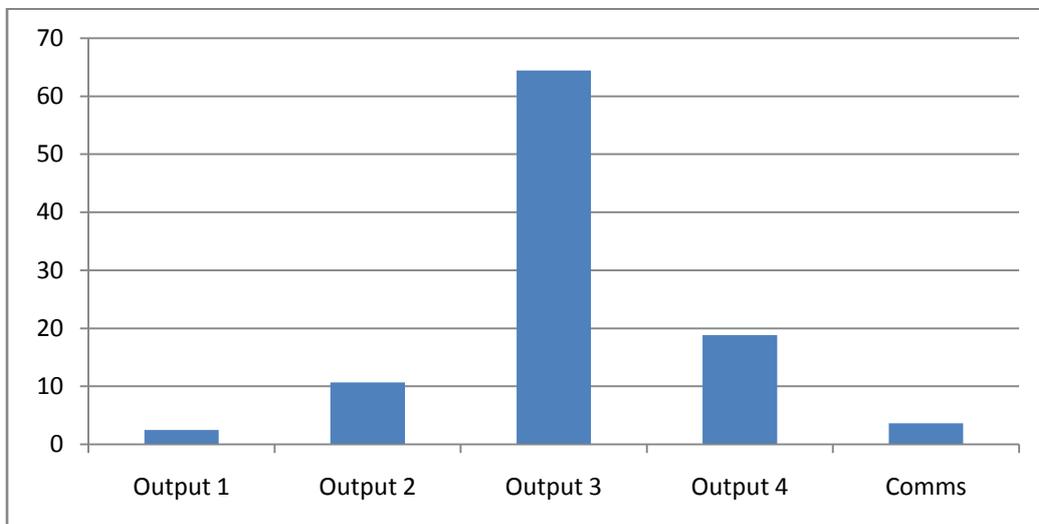
109. Spend in Year 4 in Kaduna is in line with the agreed spending pattern for all ESSPIN activity in terms of emphasis across Outputs.

### Year 4 Spend By State By Output – Kano (%)



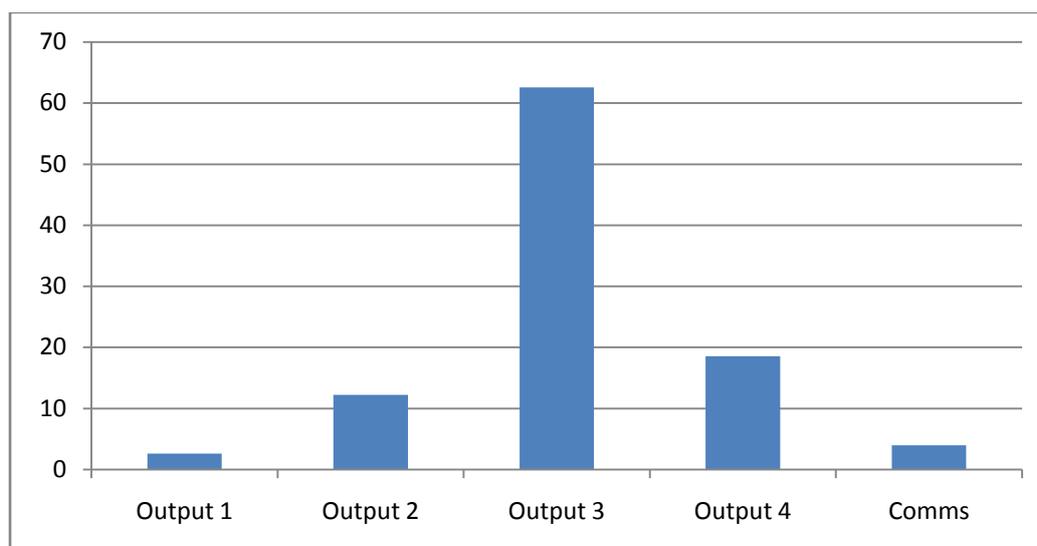
110. Spend in Kano is slightly different to the other States in that far more has been spent on Output 4 – this is predominantly due to the Conditional Cash Transfers project (CCT), a Kano specific initiative, which, in Year 4, was in excess of £500k.

### Year 4 Spend By State By Output – Kwara (%)



111. Spend in Year 4 in Kwara is in line with the agreed spending pattern for all ESSPIN activity in terms of emphasis across Outputs.

### Year 4 Spend By State By Output – Lagos (%)



112. Spend in Year 4 in Kwara is in line with the agreed spending pattern for all ESSPIN activity in terms of emphasis across Outputs.

### Management Costs as a Share of Total Spend

113. The following tables present ESSPIN’s management costs as a proportion of total programme spend projected for Years 1-6, and as a proportion of total programme spend to date. Year 4 actual spend against forecast is then outlined. While there does not appear to be a universal benchmark for management costs as a share of total spend, discussions around the MTR suggested the region of 20-22%.

114. The composition of ESSPIN’s management costs is as follows:

- a) 100% Abuja Management Team (NPM, DNPM and Operations Manager)
- b) 100% UK Programme Director costs
- c) 50% State Team Leader costs
- d) 100% Support staff costs
- e) 40% Reimbursable costs

### Total projected programme spend – Years 1-6

<b>Area of Spend</b>	
Management Staff (Abuja, UK and 50% STL)	4.4m
Support Staff Costs	7.9m
40% Reimbursables	5.9m
<b>Total Management Costs</b>	<b>18.2m</b>
<b>Total Spend</b>	<b>83.5m</b>
<b>Percentage Spent – Management Costs</b>	<b>22%</b>

*Total programme spend to date – Year 1 to July 2012 Invoice*

<b>Area of Spend</b>	
Management Staff (Abuja, UK and 50% STL)	2.6m
Support Staff Costs	5.1m
40% Reimbursables	5.0m
Total Management Costs	12.7m
Total Spend	60.4m
<b>Percentage Spent – Management Costs</b>	<b>21%</b>

*Year 4 Management Costs – Forecast and Actual*

<b>Area of Spend</b>	<b>Forecast</b>	<b>Actuals</b>
Management Staff (Abuja, UK and 50% STL)	0.8m	0.7m
Support Staff Costs	1.6m	1.5m
40% Reimbursables	1.1m	1.3m
Total Management Costs	3.5m	3.5m
Total Spend	20.3m	20.3m
<b>Percentage Spent – Management Costs</b>	<b>17%</b>	<b>17%</b>

**Relative Share of Spend on International and National TA**

115. ESSPIN is committed to shifting the balance of its TA from International to National without compromising the quality of outputs or delivery. The table below outlines the trend for the programme and shows the commitment to be on track.

*International/National Split in Short Term TA: Years 1-4 and Forecast for Years 5-6*

<b>Years</b>	<b>International</b>	<b>National</b>
1	71%	29%
2	75%	25%
3	62%	38%
4	59%	41%
5	45%	55%
6	38%	62%

**Monitoring & Evaluation as a Share of Total Spend**

116. There are no benchmarks for M&E spend as a proportion of total spend as programmes vary in size, complexity and context. There is, therefore, some value in presenting the information as a guide to other programmes similar to ESSPIN. The M&E allocation is composed of proportions of staff time, all PSA lines under ‘Studies’, EMIS and Audience Polling under CKM.

*M&E Spend – Years 1 to 4*

M&E Spend Years 1-4	4,143,121
Total Spend 1-4	60,387,664
% M&E	6.9%

#### *M&E Spend Year 4*

M&E Spend Year 4	1,205,453
Total Spend Year 4	20,260,083
% M&E	5.9%

#### *M&E Total Spend Years 1 to 6*

M&E Total Spend 1-6	6,244,486
Total Spend 1-6	83,500,000
% M&E	7.5%

### **Abuja Technical Costs as % of Total Technical Costs**

117. This is an indicator of decentralisation showing progressive shift of technical resources from the Abuja centre of operations to State programmes.

<b>Year</b>	<b>% Technical Costs in Abuja</b>
1	46%
2	38%
3	35%
4	30%
5	24%

The Year 4 actual of 30% shows year-on-year decrease in Abuja technical costs over the course of the programme. The target for Year 5 is in line with this with a 24% target.

## Section 7: Assessment of Value for Money

118. ESSPIN's VFM strategy is set out in full in a separate document. In summary, ESSPIN seeks to achieve real value for money across all of its activities by having clear approaches for maximising VFM and using indicators of economy, efficiency and effectiveness to monitor the way money is spent, reporting on spending in a transparent way, and making changes in working practice as required.

### Economy

119. ESSPIN's VFM approach at the level of economy is to procure inputs of the appropriate quality at the right price. The strategy for procuring inputs of acceptable value at the lowest possible cost is as follows.

120. The key indicators of economy are:

- a) Average cost per hotel overnight
- b) Average km per litre for ESSPIN vehicle
- c) Average cost of UK-Nigeria flight
- d) Ratio of international/national TA expenditure
- e) Average cost per workshop participant

These indicators are tracked regularly even though it is recognised that, in a number of cases, results are beyond the control of ESSPIN.

#### *Average cost per hotel overnight*

121. This expenditure has been reduced where possible, although there are constraints due to issues like security and quality. In Abuja, though, ESSPIN has moved away from using The Sheraton (N28k/£110 a night) to using either The Rockview or The Valencia (both costing N20k/£78 a night). At the same time in Abuja, a permanent Guest House within the new office compound has been opened at an estimated N8k/£31 per night at full capacity. Utilisation in Year 4 was 54% of capacity, with plans to increase to 70+% in Year 5.

#### *Average km per litre for ESSPIN vehicle*

122. Control over vehicle usage has been a key area of economy within ESSPIN, most notably because it is still seen as the most high risk activity within Nigeria. ESSPIN's annual travel tally is estimated at over one million km. As a result, key measures are implemented including: tracking kilometres driven against fuel used, keeping drivers trained, following vehicle service schedules, and carrying out daily vehicle checks (POWER).

Based on these measures, an office-by-office summary of performance is as follows:

State	Average Km Per Litre
Jigawa	10.08km
Abuja	9.58km

Kano	8.66km
Kaduna	8.48km
Kwara	7.85km
Enugu	7.12km
Lagos	6.46km
<b>ESSPIN Overall</b>	<b>8.52km</b>

The ESSPIN overall average is within the Industry best practice range of 7km to 9km per litre. Some of the reasons for the lower levels of performance include:

- Traffic congestion in Lagos and Enugu – more driving in lower gears and go-slows
- Shorter trips for cars from Lagos, Enugu and Kwara – flights the preferred option
- High congestion in Kaduna and Kano, but compensated by longer Inter-State trips
- Least amount of congestion in Jigawa and Abuja as well as longer Inter-State trips

#### *Average cost of UK-Nigeria flight*

123. This has been significantly reduced through reviewing ESSPIN’s travel policy and purchasing only Economy Class tickets rather than Economy Plus from Year 2 onwards. Cost per ticket has, as a result, been reduced from £1,400 to £750. The other measure that has proved effective for reducing spend on UK-Nigeria flights is the deliberate shift from International TA to National TA in the second half of the programme.

#### *Ratio of international/national TA expenditure*

124. The table below demonstrates the progressive shift within ESSPIN from International TA to National TA. The shift is implemented with care taken not to compromise the quality of programme delivery.

<b>Year</b>	<b>International</b>	<b>National</b>
1	71%	29%
2	75%	25%
3	62%	38%
4	59%	41%
5	45%	55%
6	38%	62%

#### *Average cost per workshop participant*

125. This has proved harder to control than expected as ESSPIN is reliant on a certain type of hotel (quality and security considerations) in all States and has no control over the prices charged by those hotels. In addition, a number of workshops that would normally have been held in Kaduna, Kano and Jigawa from January 2012 onwards have had to be held in Abuja due to the worsening security situation in the North of Nigeria and the consequent travel restrictions on the Northern routes.

## Efficiency

126. ESSPIN's VFM approach at the level of efficiency is measuring how well inputs are converted into outputs with a view to improving input to output ratios, i.e. cost per output result.
127. The strategy allocates programme expenditure (Year 4 actuals and programme total projected for 2014) across 13 key results derived from Logframe outputs. Programme Support Activities (e.g. infrastructure, school grants, and direct training costs) are allocated directly to the results they support. TA time is allocated across the range of results to which their work contributes. The % of combined PSA/TA spend per result is then calculated. Management, support staff and reimbursable costs are then allocated, using the same percentages. For example, if 8% of PSA and TA combined budget was spent on Result 1, then 8% of management, support and reimbursables costs would also be allocated to Result 1.
128. The two tables below show a) allocation of total Year 4 spend to key output results, indicating cost per output result and b) allocation of total Programme spend (projected for 2014) by key output results, indicating cost per output result.

### Year 4 Expenditure and Results

	Output 3	Year 4 Spend (£)	Year 4 Results	Year 4 Cost per Result (£)	
1	No of schools using a school development plan (O3.1)	874222	1121	779.86	Per school
2	No. of headteachers operating effectively (O3.2)				
	a) Public Schools	1164967	2314	503.44	per headteacher
	b) Non-state schools	109145	179	609.75	per headteacher
3	No. of teachers who can deliver competent lessons in literacy (English) and numeracy (O3.3)				
	a) Public Schools	1116079	13884	80.39	per teacher
	b) Non-state schools	722550	1167	619.15	per teacher
4	Number of learners benefiting from infrastructural improvements:				
	a) No. of learners with access to toilets (O3.4)	3561692	172639	20.63	per learner
	b) No. of learners with access to clean water (O3.4)	3590925	230520	15.58	per learner
	c) No. of learners benefiting from new or renovated classrooms (O3.4)	263479	15475	17.03	per learner

	<b>Output 4</b>	<b>Year 4 Spend</b>	<b>Year 4 Results</b>	<b>Year 4 Cost per Result (£)</b>	
5	a) No of schools with functioning SBMCs (O4.1)				
	i) Public Schools	1636503	1121	1459.86	per school
	ii) Non-state schools	119712	100	1197.12	per school
	b) No of communities where SBMCs reflect women and children's concerns 4.1	765450	1121	682.83	per community
6	Quality of civil society advocacy and community mobilisation for school improvement and marginalized groups 4.2	625175	1121	557.69	per community
7	Inclusive policies at State level (O4.3.1)	127127	16875	7.53	per school and for State to achieve level B (2014), level C (2012)
	Inclusive practices at School level (O4.3.2)	334208	2314	144.43	per school
	Inclusive practices at Community level (O4.3.3)	1554759	1121	1386.94	per community
	<b>Output 2</b>	<b>Year 4 Spend</b>	<b>Year 4 Results</b>	<b>Year 4 Cost per Result (£)</b>	
8	Quality of strategic and operational planning and budgeting, budget execution, performance monitoring and reporting at state and LGEA level (O2.1)	709116	16875	42.02	per school and for State to achieve level B (2014), level C (2012)
9	Quality of procurement, infrastructure development/maintenance and supplies management at state and LGEA level (O2.2)	476657	16875	28.25	per school and for State to achieve level B (2014), level C (2012)
10	Quality of school support and QA services at state and LGEA level (O2.3)	709116	16875	42.02	per school and for State to achieve level B (2014), level C (2012)
11	Capability of education agencies at state and LGEA level to engage and collaborate with local communities (O2.4)	321684	16875	19.06	per school and for State to achieve level B (2014), level C (2012)

	<b>Output 1</b>	<b>Year 4 Spend</b>	<b>Year 4 Results</b>	<b>Year 4 Cost per Result (£)</b>	
12	Disbursement rate of UBE-IF funds for basic education in focus and states (O1.1)	237258	16875	14.06	per school and for State to achieve 95% disbursement by 2014 and 80% in 2012
13	National systems established for MLA(O1.2)	59791	No result	n/a	
	National systems established for Assessment of Teacher Competence (O1.2)	60773	No result	n/a	
	National systems established for Annual School Census (O1.2)	159575	No result	n/a	
	National systems established for Quality Assurance (O1.2)	68646	No result	n/a	
	National systems established for Accreditation of Teacher Education Colleges (O1.2)	56970	No result	n/a	
	National systems established for SBMC implementation (O1.2)	85818	No result	n/a	
	Cross-Cutting - Communications	749169	n/a	n/a	
	<b>Total</b>	<b>20,260,569</b>			

*Programme Total Expenditure and Results – 2014 Projected*

	<b>Output 3</b>	<b>Total Programme Spend (£)</b>	<b>Target Result for Programme</b>	<b>Cost Per Result (£)</b>	
1	No of schools using a school development plan (O3.1)	3,294,467	7,929	415.50	Per school
2	No. of headteachers operating effectively (O3.2)				
	a) Public Schools	6,254,842	8,793	711.34	per headteacher
	b) Non-state schools	495,644	611	811.20	per headteacher
3	No. of teachers who can deliver competent lessons in literacy (English) and numeracy (O3.3)				
	a) Public Schools	7,362,580	52,758	139.55	per teacher
	b) Non-state schools	2,822,334	3,483	810.32	Per teacher
4	Number of learners benefiting from infrastructural improvements:				

	a) No. of learners with access to toilets (girls)	8,463,988	350,594	24.14	per learner
	b) No. of learners with access to clean water (O3.4)	8,536,281	387,912	22.01	per learner
	c) No. of learners benefiting from new or renovated classrooms (O3.4)	2,400,325	198,125	12.12	per learner
	<b>Output 4</b>	<b>Total Programme Spend (£)</b>	<b>Target Result for Programme</b>	<b>Cost per Result (£)</b>	
5	a) No of schools with functioning SBMCs (O4.1)				
	i) Public Schools	6,036,832	7,929	761.36	per school
	ii) Non-state schools	497,925	611	814.93	per school
	b) No. of communities where SBMCs reflect women and children's concerns (O4.1)	3,712,167	7,929	468.18	per community
6	Quality of civil society advocacy and community mobilisation for school improvement and marginalized groups	3,146,534	7,929	396.84	per community
7	Inclusive policies at State level (O4.3.1)	954,070	16,875	56.54	per school
	Inclusive practices at School level (O4.3.2)	1,654,337	8,793	188.14	per school
	Inclusive practices at Community level (O4.3.3)	5,951,192	7,929	750.56	per community
	<b>Output 2</b>	<b>Total Programme Spend (£)</b>	<b>Target Result for Programme</b>	<b>Cost per Result (£)</b>	
8	Quality of strategic and operational planning and budgeting, budget execution, performance monitoring and reporting at state and LGEA level (O2.1)	4,455,322	16,875	264.02	per school
9	Quality of procurement, infrastructure development/maintenance and supplies management at state and LGEA level (O2.2)	3,141,455	16,875	186.16	per school
10	Quality of school support and QA services at state and LGEA level (O2.3)	4,453,391	16,875	263.90	per school
11	Capability of education agencies at state and LGEA level to engage and collaborate with local communities (O2.4)	2,266,831	16,875	134.33	per school
	<b>Output 1</b>	<b>Total Programme Spend (£)</b>	<b>Target Result for Programme</b>	<b>Cost per Result (£)</b>	
12	Disbursement rate of UBE-IF funds for basic education in focus states (O1.1)	3,330,258	16,875	197.35	per school and for State to achieve 95%

					disbursement rate
13	National systems established for MLA(O1.2)	687,149	1	687,149.31	per system
	National systems established for Assessment of Teacher Competence (O1.2)	776,011	1	776,011.41	per system
	National systems established for Annual School Census (O1.2)	994,488	1	994,487.58	per system
	National systems established for Quality Assurance (O1.2)	625,468	1	625,467.82	per system
	National systems established for Accreditation of Teacher Education Colleges (O1.2)	613,503	1	613,503.32	per system
	National systems established for SBMC implementation (O1.2)	591,189	1	591,188.66	per system

129. There are two important points to understand about these unit costs. Firstly, they include all programme costs (e.g. management, support staff, travel, accommodation etc.) and not just the direct costs. Secondly, they are related to results not inputs e.g. not the cost of training a teacher but the cost per teacher that actually teaches competently as a result of training. The unit costs therefore show us the true cost of achieving each of the results that ESSPIN has set out to achieve.

130. The head teacher support and teacher training programmes are intensive and include considerable in-school support. The cost of this intensive programme of support is just over £700 for every headteacher who then manages his/her school effectively and around £140 for every teacher who now teaches English and Mathematics competently. Each of these teachers may teach about 1000 learners over the next 20 years, making the cost per learner, therefore, only about 1.5p.

131. The early impact of SBMC development has been impressive. For an approximate investment of £760 per functioning SBMC, the following range of actions are being taken by local communities in support of school improvement:

- Monitoring of teacher attendance resulting in reduced absenteeism
- Provision of some school furniture, learning materials, school uniforms, or food
- Support for minor repairs and school maintenance and security
- Organising open days for parents to visit schools and interact with teaching staff on pupils' learning achievements
- SBMC/community members rotating responsibility for making sure children cross busy roads safely at the end of the school day
- Negotiating reductions in transport fares
- Setting up welfare committees to support vulnerable children

132. ESSPIN has been conducting intensive to support Islamic, community and nomadic schools to provide a better quality of education. However, although the unit costs of these programmes are relatively high, the running costs of providing education through such schools are lower than for the public education system because of the extent of voluntary contribution. These pilots, therefore, potentially show a way of providing decent education to thousands of children currently deprived of it. The main activity within the IQTE pilots is teacher training. Development costs are necessarily high as these are volunteer teachers with no pre-service training and often needing to be incentivised, e.g. through a farming scheme.

### Effectiveness

133. ESSPIN’s approach at the level of effectiveness is assessing the overall costs of achieving programme impact through a set of cost effectiveness measures. The following measures have been selected to reflect ESSPIN’s theory of change (improving access and the quality of education) and to track leverage of State resources, an important success factor for school improvement to occur. They are also in line with DFIDN’s corporate human development indicators.

Impact	Year 4 Result	DFID Investment (Year 4)	Effectiveness measure
1. Children benefitting from school improvement	717,145 children	£16.5m	£23 per child
2. Additional children in primary schools	12,208 girls 6,285 boys	£1.6m	£86.5 per child
3. Schools improved	1,274	£1.6m	£1,300 per school
4. State resources leveraged for basic education	£20.8m	£0.73m	£28.5 leveraged per DFID £

134. Cost per child benefitting from school improvement is based on allocation of total spend on Outputs 3 and 4 (the service delivery outputs) to the total number of children enrolled in focus schools. The cost per child is expected to reduce as the number of focus schools (and the number of children) increases with state funding.

135. Cost per additional child in primary school is based on allocation of total spend on relevant elements of the school improvement programme, i.e. headteacher support, teacher training, SBMC development and Inclusive education, to year-on-year increase in total enrolments in focus schools. 2009/10 and 2010/11 ASC data have been used here pending the publication of 2011/12 data.

136. The cost of improving a school takes the total Year 4 spend on core elements of the school improvement programme - headteacher support, teacher training, SBMC development and Inclusive education – and divides this by the number of schools defined in the

logframe (Outcome 1) as meeting benchmarks for a good quality school. This number of schools will be updated when the report of the Composite Impact Survey becomes available.

137. State resources leveraged for basic education is currently a proxy indicator for actual expenditure on school improvement in States. Up-to-date expenditure data at State level is not yet fully available. It is hoped that an ongoing public expenditure study will produce sufficient information to enable calculation of ESSPIN's PFM indicators. In the interim, this indicator analyses actual disbursements from three government funding sources and divides up the sum by total Year 4 spend on Output 1. The three government sources are: a) UBEC-IF 2011 Matching Grants to the 6 focus states (£16.5m), b) UBEC Non-Matching TPD Grant 2011 to the 6 focus states (£3.6m), and c) UBEC Non-Matching SBMC Grant 2011 to 37 states (£0.74m). A key Output 1 workstream is collaboration with UBEC to clarify and make more transparent the National Guidelines for States to access annual Intervention Funds. Access rates will improve still further with the imminent official publication of the Guidelines.

### *Attribution*

138. ESSPIN is conducting studies and gathering data to provide evidence of achievement of Output, Outcome and Impact indicators. Some of these studies will also seek to provide counterfactual data from non-focus states or LGEAs in which ESSPIN is not active. This is not methodologically straightforward, firstly because of the risk of 'contamination' arising from non-focus LGEAs or states starting ESSPIN-style reforms on their own initiative (actually a positive) or, in the case of non-focus LGEAs, benefitting from State level reforms supported by ESSPIN. A second issue is establishing a fair basis of comparison with non-focus states that may have very different socio-economic, political and educational conditions.

### *Education System Costs*

139. VFM is intended to apply not only to DFID programmes but also to the education and health systems that these programmes support. Thus, DFID would wish to monitor key education system unit costs, e.g. annual cost of educating a child, average teacher salaries, unit costs of textbooks and classroom construction, cost of completing primary education with at least minimum learning achievement, etc. Unfortunately, much of this data is unavailable on a national basis because of the failure of the majority of Nigerian states to complete an annual school census and because of the absence of reliable data on state expenditure.

### *Key Drivers of VFM – Efficiency and Effectiveness*

140. The key drivers for high levels of efficiency and effectiveness are: quality assurance of consultants and staff; evidence-based planning, budgeting and M&E at state level; and political engagement to maximise contributions from state and LGEA partners.
141. All staff are subject to Mott MacDonald's Performance Development Review system, which involves an annual review of performance and identification of professional development needs. This leads to the development and implementation of a Programme-wide training plan. All consultants are assessed under Mott MacDonald's Integrated Management System, designed to ensure quality, environmental awareness, safety and avoidance of corrupt practices. Unsatisfactory consultants are not retained.
142. Promotion of evidence-based planning, budgeting and M&E is designed to institutionalise effective and efficient practices so as to put school improvement on a sustainable footing. There are serious problems in the governance of education in Nigeria that simply have to be addressed. Funding allocated in education budgets was often not spent for the purposes intended. State agencies did not understand what needed to be done to improve schools and lacked the planning and organisational skills to implement programmes of school improvement. Procurement practices and supervision of school building programmes were weak, resulting in work being shoddy or simply not carried out. Millions of pounds were being wasted. Classrooms that should have lasted 20 years started showing defects after only one or two years. Working with State Ministries of Education and State Universal Basic Education Boards (SUBEBs), ESSPIN has developed the capacity of states to plan and budget effectively and is starting to build their capacity to conduct effective monitoring and evaluation, including financial tracking.
143. However, addressing weaknesses in education governance is not simply a matter of capacity building. Political engagement, especially with Governors, Commissioners of Education and Chairs of SUBEBs, is required in order to ensure that budget is actually released and used for the purposes intended. An equally significant goal of ESSPIN's political engagement is to leverage Nigerian funding, both at Federal and state level, to support the roll out of school improvement to increasing numbers of schools.

### *Lack of Benchmarks*

144. Gathering and presenting the data is an important first step. However, interpretation of the data presents challenges, mainly because of the absence of counterfactual data from other programmes in developing countries let alone Nigeria or West Africa. Judgements of efficiency or cost effectiveness are therefore somewhat subjective. Does expenditure of £820 for each functioning school based management committee established represent good VFM? Could the same result have been achieved more cheaply? Are the benefits (outcomes) of a functioning SBMC worth the investment? Some of these issues are reviewed in a separate document – the VFM Strategy.

## Section 8: Assessment and Management of Risk

### *Security Risk Assessment, Management and Mitigation*

145. ESSPIN has prepared an all-Country Risk Assessment that is reviewed regularly by the Abuja Management Team and is signed off by the UK Programme Director. That Risk Assessment (which contains mitigation measures) is then signed off by all staff working in Nigeria on ESSPIN as well as all visitors to Nigeria. In addition, a set of 'Essential Safety and Security Guidelines' is sent to every visitor to Nigeria. These help to ensure that:

- a) All risks are known and a set of actions is in place that will reduce the risk
- b) All long term staff working for ESSPIN are aware of the risks that they might face
- c) All visitors to Nigeria are aware of the risks that they might face during their visit to Nigeria

146. ESSPIN runs a firmly established system for day-to-day management of the ever-changing security situation in Nigeria. This involves a weekly emailed update to all staff and visitors, ad hoc updates to all staff and visitors as and when necessary, and a bulk SMS facility as and when required. The view from DFID is that ESSPIN's approach to security is

*'Calm, systematic and balanced... [The] approach to collecting and sharing security information has been a great asset to not just ESSPIN, but also other partners and the British High Commission. [ESSPIN's] systematic approach has been an incredibly useful source of information about the situation in various states across the country, and has helped provide better information for the BHC to assess the situation outside the capital. [ESSPIN's] approach has been a model of good practice which is now being copied by others'.*

ESSPIN relies on information being provided by any/all available means (Internet, Media, Staff, Contacts, etc.) and has a well-practiced system for sharing both routine and security-related information.

147. Due to the changing situation in Nigeria and the fact that this security situation is likely to remain in all probability for the rest of the programme, ESSPIN has worked predominantly with DFID and SPARC to:

- a) January-February (2012): Commission a Control Risks visit (6-week programme of visits to every ESSPIN office and residence resulting in a long list of recommendations)
- b) August-December (2012): Jointly with SPARC, a Nigeria-based Security Adviser recruited to build on the first visit and further tighten systems and processes

148. To enable ESSPIN to continue to operate in the way that it does and to continue to push to meet agreed targets, a change in approach to meet the volatile challenges of working in the different States of Nigeria is required. ESSPIN has bid for extra funding from DFID with a view to strengthening:

- a) Communications
- b) Vehicle management processes

- c) Physical security at all locations
- d) Security networks

149. Nigeria, sadly, is in a very uncertain and unpredictable security situation with multiple issues currently on-going and showing little sign of resolution. The ESSPIN aim is to consistently ensure that everyone (Staff, Visitors, Partners, Client) is aware of the risks and can see that ESSPIN is continually adapting its approach to dealing with the changing situation.

### **Programme Risk Assessment, Management and Mitigation**

150. The ESSPIN Logframe identifies critical conditions that must hold if programme targets are to be achieved. These conditions are expressed as risks in a Risk Register and rated according to probability of occurrence and potential impact on programme targets. The most important of these are outlined in the following table with a brief assessment of each and a risk management plan.

<b>Risk</b>	<b>Assessment</b>	<b>Management</b>
Lack of transparency in UBEC funding regulations	Improved rating based on UBEC's willingness to accept ESSPIN support in revising/updating national guidelines for accessing UBE-IF	<ul style="list-style-type: none"> <li>• Updated guidelines completed with ESSPIN support. Currently in printing and UBEC to launch before year end</li> <li>• Involvement of UBEC in State meetings organised by ESSPIN to clarify non-matching funds that could be accessed directly by states, e.g. TPD and inclusive education grants</li> </ul>
FME lacks vision and commitment to national systems	Improvement of rating based on national launch of the Minister's 4-Year Strategy in 2012. The launch included inauguration of committees on national systems recommended by ESSPIN.	<ul style="list-style-type: none"> <li>• ESSPIN providing technical support to the committees on MLA, TDNA and QA, including ToRs, issues papers, and facilitation of specific meetings</li> <li>• ESSPIN supporting DFID to pull IDPs together in support of the national system committees</li> </ul>
Lack of state government commitment to ASC	The risk of lack of funding is currently at medium probability and high impact. Medium rating is based on the good progress being made in leveraging state resources, in 4 out of 6 states (a good %). It is also based on the fact that funding opportunities from federal sources appear to be growing.	<ul style="list-style-type: none"> <li>• This risk is slowly being internalised through a dedicated programme of political engagement within ESSPIN, with a small PSA budget</li> <li>• Targeted political engagement to secure commitment of senior government officials, including Governors in recent times</li> <li>• Quarterly meetings of Commissioners and SUBEB Chairs from focus states hosted by ESSPIN</li> <li>• Periodic meetings of State Education Steering Committees at state level</li> <li>• Planned engagement in Year 5 with State Houses of Assembly and LG Chairs</li> <li>• Involvement of civil society (CSOs and the media) in school improvement advocacy issues to improve</li> </ul>
Lack of state government commitment to planning, budgeting & organisational reform		
Insufficient state resources and persistence of financial malpractice		
Failure of state governments to sustain commitment to school improvement		
Insufficient resources to accommodate additional children in schools		

		<p>accountability and transparency in delivery of services</p> <ul style="list-style-type: none"> <li>• Proactive investigation of federal funding sources, e.g. MDGs &amp; TETF (former ETF)</li> <li>• Encouragement of non-government / private sector funding sources, e.g. Oando Foundation, CIFF in Kano</li> <li>• Collaboration with other SLPs and IDPs where possible</li> </ul>
Failure of states to respond to severe school quality problems identified in assessments	Improved rating as all states are showing, through acceptance of the school improvement programme, strong awareness of the need for urgent interventions to address issues thrown up by assessments, e.g. poor teacher competencies and learning outcomes	<ul style="list-style-type: none"> <li>• ESSPIN continues to demonstrate effectiveness of the school improvement model through consolidation work in phase 1 schools and roll out to new schools</li> <li>• A mini-MLA impact study in Kwara early in 2012 and a Composite Impact Survey in all states planned for Year 5 should provide further evidence to convince states of the way to go</li> </ul>
Infrastructure programmes continue to side-step sound procurement and supervision practices	This remains medium risk given weak procurement management systems in many states which may undermine the quality of infrastructure works and engender financial leakage	<ul style="list-style-type: none"> <li>• ESSPIN supporting use of standard prototypes for classroom construction and W&amp;S facilities</li> <li>• Supervision of infrastructure projects now supported by independent consultants contracted by SUBEB in states</li> <li>• SBMC Chairs are signatories to all payment certificates ensuring that communities get to sign off construction work</li> <li>• Dedicated project bank accounts set up for infrastructural projects to protect funds</li> <li>• ESSPIN supporting review of financial systems and practices within the functional review of SUBEBs (Output 2)</li> </ul>
Failure to recognise the role of women and children in school governance	Improved rating as every SBMC established through the school improvement programme has willingly supported the idea of Safe Spaces (women and children committees) where views can be expressed freely and channelled into decision making	<ul style="list-style-type: none"> <li>• This risk is being internalised into the programme through ongoing mentoring of SBMCs by CSOs</li> <li>• Documentation and dissemination of examples of women contributing effectively to school improvement is also proving a good advocacy tool</li> </ul>
Marginalised groups in states continue to be sidelined due to overriding cultural factors	Improved rating based on roll out of an inclusive education programme in all states in 2012 focused on improving information on out-of-school children, introducing the appropriate state policies, and improving school and community level practices	<ul style="list-style-type: none"> <li>• Expansion of the inclusive education programme from Kaduna to other states</li> <li>• Pilot survey of out-of-school children in Kaduna can become a model for other states</li> <li>• Ongoing CSO advocacy work including regular interaction with traditional / religious leaders</li> </ul>

Lack of state government recognition of CSOs	Improved rating as states are increasingly aware of the important role of CSOs within the school improvement programme. As part of its roll out commitment, the Kaduna state government officially contracted CSOs, using its own funds, to help expand the SBMC support programme.	<ul style="list-style-type: none"> <li>• ESSPIN consistently encourages states to engage CSOs directly to help train, mentor and monitor SBMCs</li> <li>• ESSPIN's SBMC model now includes the concept of Civil Society/Government Partnerships (CGPs) which brings CSOs and LGEA Desk Officers together as SBMC training &amp; support teams.</li> </ul>
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151. All risks rated medium to high impact are monitored through a range of meetings. Risks to programme targets are monitored monthly in Technical Team Meetings and quarterly through Quarterly Reports. Security risks are monitored weekly in security meetings and security updates, monthly in Technical Team Meetings, bimonthly through the All-Nigeria Risk Assessment (MMF100), and quarterly in Quarterly Reports. Financial risks and risks to facilities are monitored monthly through monthly finance and operations meetings.

## Section 9: Conclusions

152. The year 2011/12 presented unprecedented security challenges that have changed the way ESSPIN works in northern Nigeria. The programme has introduced and is implementing a robust security risk management strategy to ensure that achievement of programme targets in northern States remains on course.
153. The year 2011/12 marked the true test of ESSPIN's primary sustainability measure, namely the release of State funds to implement school improvement roll out. Variable success was achieved across partner States, with four out of six having committed some level of resources to date. ESSPIN has intensified its political engagement efforts and, with strong support from DFID, is tackling the difficult issue of State budget release and targeted expenditure.
154. The Year 4 projection for number of additional schools benefitting from the school improvement programme in States was reduced due to a mid-year downturn in political commitment in Kano (the largest partner State accounting for one-third of ESSPIN's targets). However, ESSPIN still managed to increase the number of additional schools overall by 60% over the previous year.
155. The school improvement programme is firmly established in all States and the main delivery mechanisms for school level reforms – the States' own State School Improvement Teams (SSITs) and School Support Officers (SSOs) – are being strengthened. This is a vital basis for long term sustainability. In Year 5, this strengthening work will continue with the introduction of two support packages to further improve the quality of support to schools:
- a) A Leadership package of training and support to headteachers covering school development and academic leadership, and aimed at raising levels of pupil achievement. It will be finalised with State funds, implemented by SSITs, and managed by Directorates of School Services. It will also be made available to national training institutions, e.g. NIEPA, and interested non-focus States.
  - b) A package for Literacy & Numeracy Teaching comprising training and support for head teachers and P1-P3 class teachers to enable them to use sets of high quality lesson plans for literacy and numeracy. This package will guarantee two hours of quality lessons per day for all P1-P3 children in focus schools, raise the literacy and numeracy levels of participating teachers, and prepare pupils throughout the school to access the wider curriculum.

These two support packages will be complemented by a costed package outlining to States how to select, recruit, train, support and assess SSIT members (based on a competency framework). Guidebooks for SSOs and headteachers will also be produced.

156. Community voice and accountability will be further strengthened in Year 5 through direct engagement of CSOs by States to mentor newly established SBMCs and facilitate advocacy

campaigns on critical issues. The planning capacity of Social Mobilisation Departments of SUBEBs will be strengthened and support will be provided to SBMC Forums at LGEA level as a platform for raising community voice. At community level, Safe Spaces will be strengthened to enhance the participation of women and children in school based management.

157. In terms of school improvement roll out, the Year 5 workplan will be driven largely by the level of commitment shown by individual States, demonstrated through provision of funding. ESSPIN resources will be deployed to support roll out on a case-by-case basis depending on need but on evidence of State commitment.
158. In Lagos, 2011 UBEC TPD funds are already being used to expand head teacher and teacher development to an additional 500 schools, bringing the total of beneficiary schools to 600. 2012 UBEC TPD funds and allocations from the 2013 State budget have been earmarked to extend coverage to the remaining 401 primary schools in the State as well as implement the SBMC development component of the school improvement package. The prospect of further State funding for consolidation is very positive.
159. In Kaduna, 2011 UBEC TPD funds are already being used to expand head teacher, teacher and SBMC development to an additional 314 schools, bringing the total of beneficiary schools to 482. 2012 UBEC TPD funds will consolidate the programme in these schools. Kaduna is the first State to formally contract CSOs to support SBMC training and mentoring. The disposition of the State government is favourable and the prospect of further State funding for roll out is positive.
160. In Jigawa, 2012 UBEC TPD funds have been released for expansion of head teacher, teacher and SBMC development to an additional 303 schools, bringing the total of beneficiary schools to 501. The State has also committed to supporting expansion of a small-scale nomadic community education initiative that incorporates elements of the school improvement programme (this is an area of special interest to the Governor). The outlook for further State funding of roll out is very positive.
161. In Kano, SUBEB has committed a proportion of its 2012 UBEC TPD funds to roll out head teacher and teacher development in an additional 264 schools, bringing the total of beneficiary schools to 576. Discussions are at an advanced stage regarding funding of a further 330 schools from the 2012 State budget. Approximately £200,000 has also been released to date to fund expansion of the Tsangaya and Islamiyya education pilot. So, in spite of the level of resource allocation failing to match the ambition of targets set for Kano, there is evidence of commitment and every chance that funding opportunities will increase in Year 5. In the interim, ESSPIN will cover immediate funding gaps in relation to SBMC development and SSO capacity support.

162. In Kwara, all primary schools continue to be supported through State funding of head teacher and teacher development. Of the 1,448 schools in the programme, 255 are being supported to establish functional SBMCs. This number is expected to increase in Year 5 through additional State funding, including 2012 UBEC TPD funds. Frequent changes in the leadership of SUBEB and the Ministry over the last year have stalled discussions on leverage. However, it is hoped that high level political engagement, including with the Governor, will produce results in Year 5.
163. Enugu introduced the school improvement programme a year later than other States. As such, its Phase 1 focus schools (91 public and 30 non-State) are still fully supported by ESSPIN. Roll out to additional schools will be dependent on the level of seriousness shown by the State towards committing its own resources. 2011 UBEC TPD funds were not applied to roll out, and discussions are ongoing to ensure that some proportion of the 2012 TPD allocation is released. The State's expressed ambition is to cover all LGEAs and ESSPIN has supported planning of low cost options. However, ESSPIN cannot commit its limited resources to expansion into new LGEAs unless the State demonstrates its commitment by releasing funds.
164. A Composite Impact Survey has been planned for Year 5 to build on the small scale MLA assessment in Kwara. The findings will enable assessment of improvements in children's learning outcomes, and provide an empirical measure of how school improvement outputs (competent head teachers and teachers, use of school development plans, and functioning SBMCs) integrate to produce good quality schools. In addition, the newly introduced SSO and SMO State reporting systems will be strengthened and linked to annual education sector reviews to provide States with more comprehensive M&E systems.
165. ESSPIN will continue to put Value for Money considerations at the forefront of its programming. The emerging VfM framework and reporting system will be extended to State programmes in Year 5.