Education In Nigeria

Evaluation of the Effectiveness and Impact of SDG4

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Foreword

The Federal Government of Nigeria is fully committed to achieving the global agenda of universal prosperity for all Nigerian citizens in accordance with the SDGs Equity Principle of "Leaving No One Behind". Consequently, the government has made adequate institutional framework for the SDGs to ensure strong leadership and coordination for the development agenda. This institutional framework, which has its anchor in the Presidency, is called the Office of the Special Assistant to the President on Sustainable Goals (OSSAP-SDGs). This Office is decentralized to all 36 States and to key ministries. The Global Agenda has been fully domesticated in the country through the development of SDGs Implementation Plan 2020–2021 and is well aligned with the National Development Plan and the Sectors Strategic Plans. Nigeria has also successfully completed the 2017 and 2020 Voluntary National Reviews (VNR).

Nigeria is the first countries in the Global South to have undergone independent evaluations of SDG3-Health and SDG4-Education. With these evaluations, both the Government of Nigeria and the development partners join forces to reshape evidence-based policies, strategies and investments that will help Nigeria accelerate its progress towards achieving these SDGs.

The independent SDG4-Education Evaluation is a systematic and rigorous policy analysis of the effectiveness, impact and underlying driving factors influencing the Education Sector Strategic Plan 2016–2019's progress towards SDG4 in Nigeria. The findings of this strategic evaluation furnish further evidence for improving the rights of children to education in Nigeria and how the Government of Nigeria, along with development partners and civil society, can best address systemic gaps and challenges, including the negative effects of the ongoing COVID-19 pandemic, to progress on our shared commitment to the 2030 sustainable development agenda.

This report documents the evidence of how Nigeria is progressing in its implementation of its National Strategic Education Plan, a roadmap for bringing learning skills to all Nigerian children. The report includes findings, conclusions, and key recommendations for the Government of Nigeria to consider to strengthen policy and improve education financing and learning systems to meet the ambitious goals and targets of the SDG4. We are positive that the recommendations from the evaluation will enable the Government of Nigeria to make further progress on achieving SDG4 targets by 2030.

We would like to recognize the leadership role played by OSSAP-SDGs, the Federal Ministry of Finance, Budget and National Planning, and the Federal Ministry of Education, and we are grateful for the technical and financial support provided by UNICEF Nigeria Country Office. We thank UNICEF's Evaluation Manager and Education Section for shepherding this strategic evaluation in close collaboration with OSSAP-SDGs and we appreciate all key players from the academia, civil society and development partners (UNDP, UNESCO, UN RCO, FCDO, USAID, the World Bank) that contributed to the assessment.

On behalf of the Government of Nigeria and UNICEF Nigeria Country Office, we take this opportunity to reiterate our commitment to continue working together to achieve the ambitious targets of the 2030 Agenda, including SDG4, which is to improve universal access to inclusive quality basic education in Nigeria.

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Federal Minister of Finance, Budget and National Planning

Honourable Dr Adamu Adamu
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Senior Special Assistant to the President on Sustainable Development Goals

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This evaluation report for SDG4 Evaluation in Nigeria was developed by the Evaluation Team of the Consortium Alegre Associates (the contractor) and EdIntersect (subcontractor) based in the USA, which includes Dr Mary Faith Mount-Cors, President of EdIntersect, Dr Karla Giuliano Sarr, International Team Lead Consultant, Dr Adeboye Adeyemo, Co-Principal Investigator, Ms. Alice Michelazzi, Education Advisor, and Dr Michel Rousseau, Expert Statistician. We are very grateful to the SDG4 Evaluation Team for this comprehensive SDG4 Evaluation Final Report.

This SDG4 Evaluation Report on Nigeria was developed by the Evaluation Team of the Consortium Alegre Associates (the contractor) and EdIntersect (subcontractor) based in the USA, which includes Dr Mary Faith Mount-Cors, President of EdIntersect; Dr Karla Giuliano Sarr, International Team Lead Consultant; Dr Adeboye Adeyemo, Co-Principal Investigator; Ms Alice Michelazzi, Education Advisor; and Dr Michel Rousseau, Expert Statistician. We are very grateful to the SDG4 Evaluation Team for this comprehensive SDG4 Evaluation Final Report.

We express our gratitude to the country-led coordination role played by the Technical Working Group of SDGs Evaluation in Nigeria established by OSSAP-SDGs at the Presidency. This comprises Dr Zakari Lawal, Director of Monitoring & Evaluation at the FMFBNP; Dr Robert Ndamobissi, Evaluation Manager at UNICEF; Engr Ahmad Kawu, Director, Monitoring and Evaluation, OSSAP-SDGs; Dr Bala Yussuf, Senior Technical Advisor at OSSAP-SDGs; Dr Ify Ukaegbu, Education Special Assistant on Programmes at OSSAP- SDGs; Rose Keffas, Special Assistant MDAs at OSSAP-SDGs; Mr Simon B. Harry, Expert at National Bureau of Statistics; Anne Ibrahim, Expert at National Bureau of Statistics; Dr Uzodinma Adirijee, Evaluation Consultant and National President Nigerian Association of Evaluators; Dr Yahaya, Expert at OSSAP-SDGs; and Francis Akor, M&E at OSSAP-SDGs.

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Mr Peter Hawkins, UNICEF Country Representative in Nigeria; Mrs Rushnan, UNICEF Deputy Representative in Nigeria; Dr Robert Ndamobissi, Evaluation Manager; Dr Euphrates Efosi Wose, Chief of Education; and Dr Murtala Adogi Mohammed, Education Specialist (Policy, Planning and System Strengthening). We also wish to thank the colleagues from the FCDO, UNESCO, USAID and the World Bank who contributed to this report.

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Most importantly, we would like to express our gratitude to the children, head teachers and school staff who participated in the school-level data collection in the six case-study states. We similarly would like to thank officials from the State Universal Basic Education Boards (SUBEBs) and the Ministries of Education, the Civil Society Action Coalition on Education for All (CSACEFA), and various development partners for their support and collaboration, including taking part in interviews.

Acronyms & Abbreviations

AESPR	Annual Education Sector Performance Review
AY	academic year
BESDA	Better Education Service Delivery for All
CSACEFA	Civil Society Action Coalition on Education for All
CI	Confidence interval
COVID	Coronavirus disease
CSO	Civil society organization
DAC	Development Assistance Cooperation
DHS	Demographic and Health Survey
DP	Development partner
ECCD	Early Childhood Care and Development
ECCDE	Early Childhood Care, Development, and Education
ECDI	Early Childhood Development Index
ECOWAS	Economic Community of West African States
EFA	Education for All
EMIS	Education Management Information System
ERGP	Economic Recovery and Growth Plan
ESSP	Education Sector Strategic Plan
ESSPIN	Education Sector Support Programme in Nigeria
EQ	Evaluation question
FAO	Food and Agriculture Organization
FCDO	Foreign, Commonwealth and Development Office
FCT	Federal Capital Territory
FMWASD	Federal Ministry for Women's Affairs and Social Development
FMOE	Federal Ministry of Education
FRN	Federal Republic of Nigeria
GDP	Gross domestic product
GEP	Girls Education Project
GER	Gross enrolment rates
GPE	Global Partnership for Education
GPI	Gender Parity Index
HGSFP	Home-Grown School Feeding Programme
HGSFHP	Home-Grown School Feeding and Health Programme
IDP	Internally Displaced Person
IQTE	Islamiyya Quaranic and Tsangaya Education
IRT	Item Response Theory
JSS	Junior secondary school
KADBEAM	Kaduna Basic Education Accountability Mechanism

KII	Key informant interview
LGA	Local Government Area
LOE	Level of effort
M4P	Making Markets Work for the Poor
MDA	Ministries, Departments and Agencies
MDG	Millennium Development Goal
MICS	Multiple Indicator Cluster Survey
MSP	Ministerial Strategic Plan
NAE	Nigerian Association of Evaluators
NCTP	National Cash Transfer Programme
NDES	Nigeria Digest of Educational Statistics
NDHS	Nigeria Demographic and Health Survey
NEDS	Nigeria Education Data Survey
NEMIS	National Education Management Information System
NER	Net enrolment rate
NFE	Non-formal education
NHGSFP	National Home-Grown School Feeding Programme
NPA	National Personnel Audit
NSIP	National Social Investment Programme
OOSC	out-of-school children
OPM	Oxford Policy Management
OR	Odds ratio
OSSAP	Office of the Senior Special Assistant to the President
PISA	Programme for International Student Assessment
SBMC	School-Based Management Committee
SDG	Sustainable Development Goal
SES	Socioeconomic status
SIP	School Improvement Programme
SMOE	State Ministry of Education
SMS	Short message service
SSA	Sub-Saharan Africa
SUBEB	State Universal Basic Education Board
TEGINT	Transforming Education for Girls in Nigeria and Tanzania
TIMMS	Trends in International Mathematics and Science Study
TDP	Teacher Development Programme
ToC	Theory of change
ToR	Terms of reference
TV	Television
TVET	Technical Vocational Education and Training
UBE	Universal Basic Education
UBEC	Universal Basic Education Commission
UIS	UNESCO Institute for Statistics
UN	United Nations
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
USA	United States of America
USAID	United States Agency for International Development
VNR	Voluntary National Report

Executive Summary

Introduction

In conformity with the protocols and recommendations of the Sustainable Development Goals (SDGs) and the 2030 Agenda for Sustainable Development, countries of the world committed themselves to ending poverty and hunger everywhere; combating inequalities within and among countries; building peaceful, just and inclusive societies; protecting human rights and promoting gender equality and the empowerment of women and girls; as well as ensuring the lasting protection of the planet and its natural resources. A review of the implementation of the precursor Millennium Development Goals (MDGs) in Nigeria reveals that the country registered mixed results across the goals, geographic areas and gender groups. Nonetheless, Nigeria provided leadership on the MDGs within Africa and globally as institutions, innovations and policies introduced in Nigeria were partly replicated by other countries. However, showing the same leadership on the SDGs and, in addition, delivering results across all the goals requires not only proactive planning and implementation, but also proper monitoring and evaluation[1].

The Nigerian Government, through the Office of the Senior Special Assistant to the President on SDGs (OSSAP-SDGs), and UNICEF commissioned this independent evaluation which was implemented by Alegre Associates and EdIntersect. The evaluation assesses the merit of results achieved in Nigeria within the context of the country's Education Sector Strategic Plan (ESSP) 2016–2019 toward the attainment of SDG4, which intends to ensure "inclusive and equitable quality education and promote lifelong learning opportunities for all".

Evaluation Purpose, Objective and Scope

The purpose of the Independent Evaluation of SDG4 is to foster learning and accountability to citizens, and it aims to serve as high-level evidence-based policy advocacy to reshape national policies, strategies and investments such as the evolving National Development Plan 2021–2025, the new Education Sector Strategic Plan 2023–2027 and additional innovative measures to accelerate SDGs Actions 2020–2030. Evaluation users are the Presidency, including the Office of the Senior Special Assistant to the President of SDGs, the Federal Ministry of Education (FMOE), the Ministry of Budget and National Planning, the Ministry of Finance, Parliament, other relevant Ministries, Departments and Agencies, State Ministries of Education (SMOE), development partners, the Nigerian Association of Evaluations, civil society organizations and the private sector.

This independent evaluation seeks to fulfil the following objectives:

- Measure the extent to which the Education Sector Strategic Plan (2016–2019) has been effectively implemented;
- Assess the level of basic education[2] enrolment and completion for girls and boys (Access);Determine the extent to which effective learning outcomes have been achieved (Quality);
- Understand the driving factors (explanations), strengths and weaknesses (bottlenecks) in the implementation of selected strategic education programmes; and
- Provide strategic policy recommendations that will help decision makers and stakeholders of education development at all levels accelerate progress and

achieve SDG4 in Nigeria within the last decade of SDGs Action 2020–2030.[3]

The SDG4 evaluation focused specifically on target 1 of SDG4: "ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes" (UNESCO, n.d.) by 2030. Six OECD Development Assistance Cooperation (DAC) criteria as well as two SDG principles provide an analytical structure for questions and guide the evaluation.

This SDG4.1 Evaluation in Nigeria focus on Target 1 (SDG4.1) related to access and quality of basic education as strategic priority of Nigeria to address out-of-school children and improved learning outcomes, decided in large participatory Evaluative Thinking Workshops driven by Government/OSSAP-SDGs during the SDGs Evaluation Capacity Building Workshop held in February 2019 in Lagos and during the SDG4 Evaluation Inception Workshop organized in January 2020. This strategic prioritization of the scope of the SDG4.1 Evaluation was endorsed by the Education Sector Development Partners Group co-chaired by the Permanent Secretary and Donor's Lead. Therefore, the SDG4.1 Evaluation in Nigeria assesses the Education Strategic Plan 2016-2019's effective contribution to ensuring that all boys and girls complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes in fulfilment of the SD4.1 global agenda in 2030.

Methodology

The SDG4 evaluation followed two main approaches: a realist evaluation approach, and systems thinking. The evaluation team used multiple analytical techniques and a combination of qualitative and quantitative data from multiple sources to triangulate information needed to answer the evaluation questions. The process followed a mixed-methods convergent design in which data from both analytical streams were collected simultaneously. During the analysis, the evaluation team sought to use qualitative data to extend and explain quantitative findings and to explore points of divergence between data collected when relevant.

The evaluation questions required policy content evaluation, implementation evaluation, and impact evaluation strategies. In line with the evaluation methodology, the evaluation team employed a variety of quantitative and qualitative instruments, which included head teacher questionnaires, end-of-Grade-2 and end-of-Grade-4 literacy and numeracy assessments for students, key informant interview guides, a school-closures record form, and a state cost-effectiveness data form. Two main sources of primary data collection informed findings of the SDG4 Evaluation.

The first field primary data collection was the school-level survey conducted within six case-study states, targeting primary school pupils and head teachers. This strategy focused on assessing pupils' learning outcomes. Data collection took place between 9 February and 7 April 2021. The six case-study states were Enugu, Kaduna, Kano, Katsina, Kwara and Zamfara. In total, 5,159 pupils and 479 head teachers participated in the evaluation, covering 480 primary schools. For comparison across time, notably to coincide with the beginning of the SDG period in 2016, two previous studies served as baseline proxy measures for Grade 2 and Grade 4 literacy and numeracy competency levels: The Education Sector Support Programme in Nigeria (ESSPIN) 2015 composite survey, and the Girls Education Project (GEP) Phase 3 2015 evaluation.

The second main source of primary data is semi-structured key informant interviews with 67 stakeholders (23 women, 44 men). In total, the evaluation team conducted 41 key informant interviews, which yielded qualitative information.

Multiple secondary data sources also figure prominently in the analysis, notably the Education Management Information System (EMIS), Multiple Indicator Cluster Survey (MICS), the Nigeria Education Data Survey (NEDS) and Nigeria Digest of Educational Statistics (NDES) data.[4]

Several analytical strategies guided data analysis efforts: (1) descriptive analysis of key indicators; (2) multivariate regression analysis for quantitative data; (3) education financing and cost-effectiveness analysis; (4) policy process development analysis; (5) document and evidence review; and (6) analysis of interview data. Finally, the evaluation team mitigated several limitations throughout the process. The baseline proxy studies did not provide complete data sets for comparison and, in addition, financial data were not available to the evaluation team, which affected the comprehensiveness of the cost-effectiveness analysis.

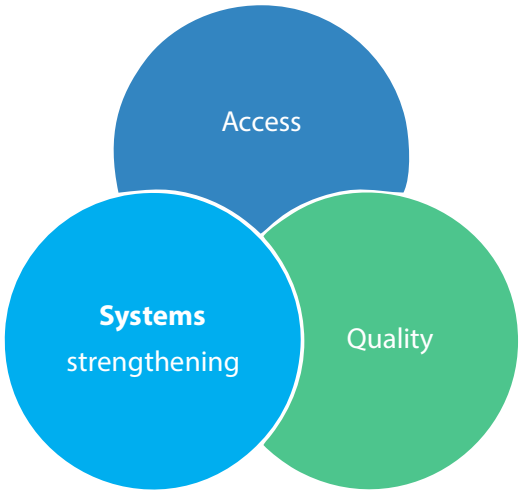
COVID-19 restrictions as well as security concerns also posed challenges for the study, including limiting international and in-country travel. The evaluation team addressed these limitations through close collaboration with Nigeria-based team members, including a local data collection firm.

Background

Nigeria is the most populous country in Africa with approximately 180 million people and also has the largest economy in Africa, with the 2018 gross domestic product (GDP) estimated at 136 trillion Nigerian naira (approximately US$356 million). Nigeria's National Policy on Education (2004) was a major step in increasing access to basic education. In the same year, Nigeria passed the Universal Basic Education (UBE) Act that made basic education 'free and compulsory'. Nevertheless, at least 12.7 million[5] children are reported to be 'out of school' in Nigeria and gender disparities in basic education continue to constitute a problem. With approximately 20 million out-of-school children globally, Nigeria has the highest number of out-of-school children in the world. Only 61 per cent of 6 to 11-year-olds regularly attend primary school and only 36 per cent of children between three and five attend organized early childhood education programmes (MICS, 2016). Regarding the quality of education, about 50 per cent of in-school children are not learning as expected, and therefore cannot read or write. Approximately 63 per cent of children who live in rural areas cannot read at all and, similarly, around 84 per cent of children in the lowest economic quartile also cannot read at all.

The Federal Government collaborates with subnational governments and the private sector in implementing the Education Sector Strategic Plan (ESSP) (2016–2019) and the Ministerial Strategic Plan (MSP) (2018-2022) entitled Education for Change.[6] The MSP is built on the strategic intent of the UBE Act and SDG4 is integrated into the ESSP to ensure that all girls and boys complete free,

Es1: MSP Strategic Results



SUMMARY CONCLUSIONS (Relevance)

SDG4 is interconnected with other SDGs, most notably poverty (SDG1), health (SDG3), gender equality (SDG5) and sanitation (SDG6).
The federal government recognizes key barriers to achieving SDG4 and addresses them within its strategy priorities. All states also show evidence of initiatives aimed at addressing barriers, improving school enrolment and fostering improved quality. Poverty, insecurity and a lack of political will are the most worrying barriers.

equitable and quality primary and secondary education leading to relevant and effective learning outcomes by 2030. The MSP recognizes that education is at the heart of all national development efforts. It acknowledges the human capacity needs to achieve sustainable development goals and increase national prosperity, and the needs of Nigeria's youth to develop 21st-century skills to competitively participate in the national and global economies. The plan aims to achieve the three strategic results of access, quality, and systems strengthening (see Figure ES1),[7] and identifies 10 pillars necessary to obtaining the strategic results.

Findings and Conclusions

Relevance of the Education Sector Strategic Plan 2016–2019

Overall Finding: The ESSP 2016–2020 is highly relevant in linking to other SDGs and addressing barriers

Quality of the Evidence: Strong

The evaluation team has concluded that the MSP 2016–2019 is highly relevant to the global agenda and is fully interconnected with other SDGs, most notably poverty (SDG1), health (SDG3), gender equality (SDG5) and sanitation (SDG6). The federal government recognizes key barriers to achieving SDG4 and addresses them within its strategy priorities. All states also show evidence of initiatives aimed at addressing barriers, improving school enrolment and fostering improved quality. Poverty, insecurity and a lack of political will are the most worrying barriers. Stakeholders generally described the opportunity cost to families and how a child attending school results in loss of revenue for the family, which may be critical to daily survival. Similarly, over a quarter of interviews also identified insecurity as a major barrier to equitable access to quality education. The government addresses these barriers through strategies aimed at promoting community engagement, addressing sociocultural barriers, developing state-level basic education strategies, and collaborating with development partners.

Coherence of the Education Sector Strategic Plan 2016–2019

Overall Finding: The ESSP 2016–2019 is only partially coherent due to the absence of a ToC and results framework

Quality of the Evidence: Medium

The evaluation team concludes that the Education Strategic Plan 2016–2019 is partially coherent with SDG4 and established management practices. Policy review indicates coherence between SDG4 and key education sector policies, namely the ESSP, MSP, UBE Act, and the strategic plans of all six case-study states. All interviewees at the federal level, including FMOE officials, SMOE officials, development partners and CSO actors, indicated they believe the SDG4-supportive strategies to be well mainstreamed into federal- and state-level education sector policies and strategies. SMOE and SUBEB officials interviewed from all six case-study states also indicated that strategies were aligned. The FMOE has made concerted efforts to encourage and support states in adapting their plans to reflect federal plans. Strategies indicated within the MSP support both a reduction in the number of out-of-school children and an improvement in access and quality of basic education offerings, thereby demonstrating coherence with SDG4. Most notable among strategies are the 2004 UBE Act and the National Home-Grown School Feeding Programme (NHGSFP).

At the same time, the evaluation team has also concluded that this sector strategic plan does not comply with the Standard of Results Based Planning and Management (RBM approach) due to the absence of a theory of change and a results framework as well as a comprehensive monitoring and evaluation system for accountability. There is a need for capacity development for the Education Ministry Planning & Management Staff on RBM practices in order to ensure a drastic shift from action-oriented strategic planning (10 pillars of action) to results-oriented strategic planning (e.g., logic model of impact, outcomes and outputs, risks and assumptions) and the institutionalization of a culture of accountability for results.

SUMMARY CONCLUSIONS (Coherence)

Policy review indicates and interviewees unanimously confirm that education sector policies and strategies both at the federal and state levels align with the SDG4.1 target particularly in the formulation of the plans. Most notable is the 2004 Compulsory, free, Universal Basic Education (UBE) Act. Alignment is deliberate and the product of government and development partner efforts.

Efficiency of the Education Sector Strategic Plan 2016–2019

Overall Finding: Low Efficiency – Education Financing is insufficient in Nigeria and accountability is lacking

Quality of the Evidence: Medium

Based on evidence available, the evaluation has concluded that education financing is much lower than in other African countries, as indicated in Figure 3.9, and that transparency about budgeting and spending is very poor. The Education 2030 Framework for Action recommends that countries allocate at least 4–6 per cent of their GDP and/or at least 15–20 per cent of public expenditure to education (UNESCO, 2015, p. 67). With public expenditures for education well below 1 per cent of its GDP, Nigeria fails to meet the UNESCO recommendation. Findings also indicate that coordination around budget allocation, release, and spending is lacking. These weaknesses also constitute major barriers for the education system.

At the state level, actual expenditure regularly falls below planned expenditure due to the non-release of capital funds budgeted. The inability of some states to access UBE counterpart funding is a lost opportunity to enhance basic education at the state level. In addition, out-of-pocket costs to parents for schooling represent a major barrier in demand for education and limit the total enforcement of the Education Act 2004 related to compulsory and free primary education in Nigeria. Moreover, conclusions on cost-effectiveness are limited by inaccessibility of budget information in three of the six case-study states, and it is not possible to determine a complete calculation for cost-effectiveness. Findings do affirm that the cost per pupil decreases as enrolment increases. In addition, Kaduna State demonstrates a compelling approach to enforcing the universal basic education policy, in designating EduMarshals, for instance, to identify school-age children in the street and enrol them.

Gaps between strategy and implementation have also hindered Nigeria's progress at multiple levels. A governance challenge resides at the heart of the issue. Federal, state, and local governments share responsibility for education in Nigeria. In addition, SUBEBs and SMOEs have overlapping responsibilities, and coordination between them was found to be weak. The UBE Act and Universal Basic Education Commission (UBEC) lack the mandate to influence major investments in basic education at the state level. Moreover, while the FMOE provides useful guidance to states, by design, states remain autonomous and apply FMOE suggestions at their discretion. Accountability is lacking between federal and state governments in terms of implementation of key programmes. Similarly, a gap exists between the SDG offices and SDG implementing agencies as coordination is weak.

Effectiveness of the Education Sector Strategic Plan 2016–2019

Overall Finding: Weak Effectiveness of Expected Results of Education MSP 2016–2019

Quality of the Evidence: Medium

Given the available evidence from the Nigeria Digest of Educational Statistics (NDES), FMOE National Education Indicators (2016), the 2018 UBEC National Personnel Audit (NPA), the National Nigeria Education Data Survey (NEDS), the National Demographic Health Survey (NDHS) and the National Home-Grown School Feeding Programme (NHGSFP) Performance Review, the SDG4 evaluation team concluded that the effectiveness of the MSP 2016–2019 is low vis-à-vis the intended impacts,

SUMMARY CONCLUSIONS (Efficiency)

Based on evidence available, the evaluation has concluded that education financing is much lower than in other African countries, and that transparency about budgeting and spending is very poor.

Conclusions on cost-effectiveness are limited by inaccessibility of budget information in three of the six case-study states, and it is not possible to determine a complete calculation for cost-effectiveness.

Gaps between strategy and implementation have hindered Nigeria's progress at multiple levels. A governance challenge resides at the heart of the issue. Federal, state and local governments share responsibility for education in Nigeria. In addition, SUBEBs and SMOEs have overlapping responsibilities, and coordination between them was found to be weak.

Accountability is lacking between federal and state governments in terms of implementation of key programmes. Similarly, a gap exists between the SDG offices and SDG implementing agencies as coordination is weak.

SUMMARY CONCLUSIONS (Effectiveness)

The effectiveness of the MSP 2016–2019 is low vis-à-vis the intended impacts, outcomes and outputs indicated in the reconstructed MSP results framework. Government-anticipated results of achieving universal access (100per cent) to basic education and to enrol 100 per cent of 10 million out-of-school children by 2020 are not likely to be achieved.

Monitoring and evaluation systems focusing on basic education, and SDG4.1 in particular, are weak and, in some cases, nonexistent. Results frameworks for SDG4.1 and the FMOE do not exist.

Nigeria's overall education financing is far below that of other African countries and transparency in financing data is extremely weak. At the state level, actual expenditure regularly falls below planned expenditure due to the non-release of capital funds budgeted.

Funding for basic education is inherently shared between multiple actors, including the federal government, state governments, development partners, private actors and parents, among others. Even with basic education declared as free, parents still bear a considerable burden in getting their children to school.

outcomes and outputs indicated in the reconstructed MSP results framework. Government-anticipated results of achieving universal access (100 per cent) to basic education and to enrol 100 per cent of 10 million out-of-school children by 2020 have not yet been achieved.

Assessment of achievement of MSP outcomes is limited due to the absence of a results framework, weak monitoring and inadequate statistical data. The evaluation team reconstituted a results framework based on projections within the ESSP and by drawing updated results from existing data sets and reports. Based on this reconstituted results framework, with the exception of net enrolment, indicators show improvement between 2016 and 2018, but none of the results were reliably consistent as progress did not continue into 2019.

In addition, monitoring and evaluation systems focusing on basic education in Nigeria, and SDG4.1 in particular, require reinforcement and, in some cases, are nonexistent. For illustration, monitoring efforts within the FMOE, while improved since the launch of the SDGs, remain focused at the activity and output levels. Despite espoused plans and strategies to update monitoring and reporting systems, notably within the 2021 Nigeria SDGs Implementation Plan, the SDG4 evaluation team saw no indications of progress. No tracking or monitoring reports were available for review. In addition, the 2020 Voluntary National Review as well as the 2017 SDG baseline evaluation report omitted data on SDG4.1[8] entirely. Moreover, a theory of change and results frameworks for SDG4.1 and the FMOE do not exist.

Nonetheless, findings from the SDG4 evaluation provide insights into the ESSP outcome areas. The absence of national benchmarks, however, prevents meaningful comparisons of pupils' proficiency over time and between states:

- Access: Enrolment numbers continue to increase though attendance rates indicate that less than two thirds of pupils attend school nationally while rates vary significantly between states. Similarly, NEMIS 2019 data indicate a net enrolment rate of 69.9 per cent. Children in urban areas are nearly 30 percentage points more likely to attend school than rural peers, suggesting major gaps according to location.
- Quality: The absence of national benchmarks prevents meaningful comparisons of pupils' proficiency over time and between states. In the full report, Table 3.1 collates benchmark criteria from various assessments and may serve as a starting point for an inclusive consultative process. Among the case-study states, results from pupils in Enugu and Kwara States are consistently better and demonstrate that completion rate groupings used for this evaluation are misleading. Using NEDS benchmarking, results are very worrying as across the sample, nearly half of pupils complete Grade 4 without being able to read one word from a flashcard or perform a single-digit addition problem. Pupils in urban areas outperform pupils in rural areas. Overall, the gender gap is small with girls generally trailing behind, and more so in rural areas.
- Systems strengthening: School-Based Management Committees (SBMCs) represent a powerful coordination mechanism and garner enthusiasm among education stakeholders. At the federal level, the National Education Group (NEG), a body made up of government and development partners, constitutes a potentially strong coordination mechanism at the national level, but could benefit from further broadening of its scope to expand

beyond specific development partner projects. The UBE Act and the UBEC Intervention Fund hold promise as important structures, but also suffer from implementation flaws and weak coordination.

Funding for basic education is inherently shared between multiple actors, including the federal government, state governments, development partners, private actors, and parents, among others. Funding for basic education is complex and data are incomplete or nonexistent, thus precluding a robust analysis of government funding sources. Findings show that funding levels vary between states. Yet even with basic education declared as free, parents still bear a considerable burden in getting their children to school. While originally intended to cover gaps in spending, school and PTA (parent-teacher association) levies contradict free education promises and pose a serious challenge. They are heavily contested and politically charged.

Impact of the Education Sector Strategic Plan 2016–2019

Overall Finding: Insufficient impact of Education MSP 2016–2019 – Nigeria is unlikely to achieve SDG4

Quality of the Evidence: Medium

Driving factors negatively impacting the education sector include inadequate education financing (below 1 per

SUMMARY CONCLUSIONS (Impact)

Quantitative evidence from NEMIS data presented in Figures 18 and 19 (in the main report) on access indicators and findings from NEDS (2015) on learning outcomes reveals that Nigeria is not likely to achieve the global agenda of universal inclusive and equitable quality basic education for all (100per cent) school-age children by 2030. The net enrolment rate shows that just over two thirds of children (69.9per cent) were attending school in 2019. Regarding quality, NEDS 2020 data show that only 41 per cent of P2-age children were able to read one word from a flashcard and 44 per cent were able to perform a single-digit addition problem. Results for literacy remained stable whereas numeracy results decreased by 10 percentage points since 2015 (see Table 29).

Evidence from Primary Data Collection (School-Based Students Learning Outcomes Assessment) completed in 6 cases study States by the independent evaluation in 2021 revealed that the Pupils Proficiency in Literacy is Higher in only Enugu State (603.38 against a benchmark of 500) and Lower in the remaining 5 States of Kano (488.77), Zamfara (443.38), Katsina (452.71) and Kwara (493.56). The Benchmark of the composite indicator used for the measurement of Proficiency in Literacy is 500.

Regarding the Learning Outcomes in Numeracy, findings from the independent SDG4.1 Evaluation school-based primary data collection done in 2021 in 6 selected states revealed that only two states have higher score of Pupils Proficiency in Numeracy: Enugu (599.46) and Kwara (565.28 against the benchmark of 500); other remaining four states have lower Pupils Proficiency in Numeracy: Kano (463.14), Zamfara (437.04) and Katsina (476.70). Primary data collection on pupils learning outcomes wasn't undertaken in Kaduna due to insecurity issue.

The Federal Ministry of Education and the Universal Basic Education Commission have not yet developed and adopted the global standard method of calculating Pupils Minimum Proficiency Level in Literacy and Numeracy for Nigeria. There is also absence of national benchmarks that prevents meaningful comparisons of pupils' proficiency over time and between states; However, to address this challenge, UNICEF's Nigeria will support the Federal Ministry of Education to establish a Nationally accepted standard for calculating Minimum Proficiency Level in Literacy and Numeracy for Nigeria including adequate Data Collection Tools.

Inadequate economic power remains a barrier to access, and more so for girls than boys. Government policies recognize sociocultural beliefs and practices as well as the significant challenge of insecurity in some of Nigeria's states act as barriers. Insecurity poses a serious threat to Nigeria meeting its SDG4 goals.

Despite MSP-espoused actions to improve school infrastructure, findings show that the absence of infrastructure, notably insufficient numbers of classrooms and inadequate and poorly maintained structures, continues to serve as a barrier to progress.

Investigation of human resources as a potential driver for improving quality shows that few gains have been made in increasing teacher coverage within the period of the SDG4 evaluation.

The National Home-Grown School Feeding Programme (NHGSFP) is the most prominent flagship programme related to education. While NHGSFP reports also demonstrate enrolment increases, analysis of learning outcomes shows little improvement for participating schools in the SDG4 school sample compared to non-participating schools.

While the impact of the COVID-19 pandemic will continue to emerge, schools experienced at least four months of learning loss and there is cause for concern that girls may be more adversely affected than boys. More than half of pupils surveyed report not having participated in an alternative form of learning during school closures. While findings are inconsistent, they indicate that one fifth of schools had experienced a loss of a quarter or more of their pupils at the time of data collection.

cent of GDP), growing insecurity making schools unsafe in northern Nigeria, household poverty vis-à-vis real school costs, cultural and social norms, negative impact of COVID-19, violence in school, insufficient key inputs (teachers and school infrastructure) for education and weak governance. These factors have drastically limited achievement of the ambitious intentions expressed in the MSP 2016–2019.

Gains in learning outcomes: Close study of learning outcomes scores over time demonstrates a gain between baseline proxy measures (2015) and SDG4 evaluation assessments (2021) for end-of-Grade-2 and end-of-Grade-4 literacy and numeracy overall and in almost all of the six case-study states. Pupils in Enugu State consistently outperform others, while Grade 4 pupils in Kwara State and Kaduna State show significant improvement.

Barriers: Inadequate economic power remains a barrier to access, and more so for girls than boys, according to SDG4 school survey findings, key informant interviews and NEDS results. Government policies recognize sociocultural beliefs and practices, including gender norms, as well as the significant challenge of insecurity in some of Nigeria's states, as barriers. All head teachers surveyed in Kaduna State (100 per cent) who reported non-COVID closures chose insecurity as the reason, followed by nearly all of Katsina State head teachers (98.6 per cent), 83.3 per cent of Kano head teachers and 60 per cent of Zamfara head teachers. Insecurity poses a serious threat to Nigeria meeting its SDG4 goals. It is likely that pupils in vulnerable areas will continue to fall behind and miss learning opportunities available to their peers in more stable environments.

Despite MSP-espoused actions to improve school infrastructure, findings show that inadequate infrastructure, notably insufficient numbers of classrooms and inadequate, poorly maintained structures (including WASH facilities), persist as barriers to progress. Data were generally lacking for this analysis and NDES data, though available, suffer from inconsistencies. Investigation of human resources as a potential driver for improving quality shows that few gains have been made in increasing teacher coverage within the period of the SDG4 evaluation.

Driving factors of changes in completion rates:

Analysis of differences in drivers supporting and hindering success in reaching SDG4 goals during different periods within the time frame of the evaluation is inconclusive as there was variation in experiences and outcomes for the different case-study states during these periods. At the same time, development partner interventions surface as the most common attribute for post-2016 changes, and to a lesser extent, the National Home-Grown School Feeding Programme (NHGSFP). The creation and success of SBMCs, a development partner initiative, is also notable. Negative drivers include the economic recession, insecurity, and changes in national and state administration as well as hampered sustainability of activities when development partner projects recede.

Driving factors affecting key education variables:

Although the analysis of learning outcomes and changes in completion rates was inconclusive, the evaluation team studied the differences between the drivers applicable to key education variables for only the case-study states with low completion rates (Kano and Zamfara) and high completion rates (Kwara and Kaduna) based on 2016 MICS data. Accordingly, regression analysis reveals that the demand-side characteristics in Table 3.32 as possible drivers for attendance rate, a child having the right age at the end of primary and age-appropriate development.

Table 42: Possible drivers of differences in key education variables

Primary school attendance rate	Rate of right-age children at the end of primary	Age-appropriate early childhood development
Bivariate and Multivariate Regression Analysis		
Pupil's gender	Socioeconomic quintile	Children receive learning support at home
Socioeconomic quintile	Child labour	Presence of children's books at home
Mother attended at least primary school		

Flagship programme achievements: The NHGSFP is the most prominent flagship programme related to education. Interview data show great enthusiasm for the school feeding programme, including stories of parents sending their children to school as a result of it. While NHGSFP reports also demonstrate enrolment increases, analysis of learning outcomes shows little improvement on those measures for participating schools within the SDG4 school sample compared to non-participating schools. Similarly, the programme suffers from implementation inconsistencies that require attention. At the time of writing, the NHGSFP was still suspended due to the pandemic.

Impact of COVID-19 on education system:

While the impact of the COVID-19 pandemic will continue to emerge, schools experienced at least four months of learning loss and the negative impact for girls will likely be greater than for boys. Of concern, more than half of pupils surveyed report not having participated in an alternative form of learning during school closures. While findings are inconsistent, they indicate that one fifth of schools had experienced a loss of a quarter or more of their pupils at the time of data collection. Much needs to be done to support local economies and enhance enrolment campaigns, as well as to establish effective catch-up programming.

SDG Principle of Human Rights, Equity, Universality and Leave No One Behind

Overall Finding: SDG principles of Equity and LNOB are not met for Education in Nigeria

Quality of the Evidence: Strong

Based on the evidence generated through inequalities analysis of key education indicators, the evaluation team has concluded that the education sector in Nigeria is not achieving the universal principle of 'leave no one behind'. Geographic and wealth inequalities still run very deep in Nigeria, particularly between North and South, between poor and rich families and for children with disabilities. Persisting inequalities hamper access to education for the disadvantaged groups.

Learning outcomes underline that children in the lowest wealth quintiles consistently underperform their peers and evidence shows no meaningful indication of change in improving learning and lessening economic barriers between baseline proxy studies and the SDG4 evaluation. Data also show that southern states consistently outperform northern states in terms of learning proficiency and gender parity. National- and state-level strategies, particularly UBE, emphasize education for all and providing services to the most marginalized groups. These strategies support principles of equity, universality, and 'leave no one behind'. At the state level, where implementation is most critical, however, deliberate strategies are absent and education programmes are failing to meet the needs of the most vulnerable children, including children with disabilities. The most insidious of the structural barriers are PTA levies, which are deliberately constructed by schools and PTAs. Additional sensitization is required for education officials to recognize the challenges and structural barriers that prevent the most marginalized from truly accessing and benefiting from educational services.

Gender Equality

Overall Finding: Gender equality is still not met as girls continue to lag behind

Quality of the Evidence: Strong

Government policies demonstrate attention to gender equality and the empowerment of girls and women, yet completion rates of girls continue to lag behind boys overall

SUMMARY CONCLUSIONS (Human Rights)

Learning outcomes underline that children in the lowest wealth quintiles consistently underperform their peers and evidence shows no meaningful indication of change in improving learning and lessening economic barriers between baseline studies and the SDG4 evaluation.

National and state-level strategies, particularly UBE, emphasize education for all and providing services to the most marginalized groups. These strategies support principles of equity, universality and 'leave no one behind'.

At the state level, where implementation is most critical, however, deliberate strategies are absent and education programmes are failing to meet the needs of the most vulnerable children, including children with disabilities.

The most insidious of the structural barriers are PTA levies, which are deliberately constructed by schools and PTAs.

and comparison of learning results between baseline proxy studies and the SDG4 evaluation shows little progress in closing the gender gap. Table 4.9 in the main report shows how the gender parity index (GPI) for the six case-study states is generally just under 1. This result indicates that girls are lagging behind a bit in primary school enrolment, but the gap is not very wide. Regionally, results suggest that Zamfara shows the largest gap between girls and boys and Kano and Katsina seem to have closed the gap since about 2013 (as suggested by 2013 DHS data and subsequent studies).

At the same time, there has been improvement in recruitment of female teachers since 2016. In addition, generally, female teachers are more qualified than their male counterparts according to available data. Nonetheless, entrenched gender norms minimizing the importance of girls' education persist in many areas of Nigeria and much remains to be done to make girls more comfortable, supported, and successful at school over the longer term in order to stay in school and complete the basic education cycle, including more deliberate policies, activities, gender-sensitive monitoring efforts, and gender analysis.

Sustainability

Overall Finding: There is potential for sustainability, but it is weak as interventions are disparate

Quality of the Evidence: Medium

In answering this question, the evaluation team focused on initiatives that surfaced above as positive developments. These include political commitment to basic education, active and sustained SBMCs, the use of technology, state-level monitoring and evaluation processes, partnerships with the private sector and advancements made by development partners. In terms of sustainability, the government's espoused commitment to basic education persists since the establishment of UBE in 2004 and continues to grow. SBMCs present a particular promise for both effectiveness and sustainability. Their potential should be harnessed and multiplied in order to continue to improve enrolment, retention and equity in schooling. Though less established, the use of technology and public-private partnerships also demonstrates promise for sustainability. Nonetheless, efforts are not centralized and the extent to which particular interventions may be sustained is unclear.

Summary Status of SDG4.1 Indicators in Nigeria

SDG4.1 Commitment:

By 2030, ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes

Table 3.32 presents education results from Nigeria against SDG4.1 global and thematic indicators. UNICEF provided the framework and the evaluation team compiled data from multiple sources including SDG4 evaluation data, computations of MICS (2017) data, EMIS (2019) and NEDS (2020) findings. Grey highlight identifies the global indicators. Analysis shows that Nigeria has met one of the eight indicators included here.

Key Policy Issues for Advocacy

A number of key issues need attention from policymakers and decision takers in the immediate to medium term if SDG4.1 is to be attained by 2030. Government must demonstrate strong political will and create substantial innovative fiscal space to drastically increase the level of public education financing to support the effective operationalization of its policy to support free and

SUMMARY CONCLUSIONS (Gender Equality)

Government policies demonstrate attention to gender equality and the empowerment of girls and women, though much remains to be done to make girls more comfortable, supported and successful at school over the longer term in order to stay in school and complete primary school, including more deliberate policies, activities and gender-sensitive monitoring efforts. Development partners have put in place a number of initiatives to support girls' education, with emphasis on improving access to WASH facilities.

Despite an emphasis on girls' education, completion rates of girls continue to lag behind boys overall and comparison of learning results between baseline studies and the SDG4 evaluation shows little progress in closing the gender gap. The negative impact of COVID-19 will likely be greater for girls than for boys.

Analysis of barriers to education continues to point to a perceived lower importance of girls' education and gender norms as persistent obstacles, especially in the North. Some boys may also feel societal pressures to leave school in order to enter the labour market, though likely more in the South than in the North.

SUMMARY CONCLUSIONS (Sustainability)

In terms of sustainability, **the government's espoused commitment to basic education persists since the establishment of UBE in 2004 and continues to grow**. **SBMCs present a particular promise for both effectiveness and sustainability** and their potential should be harnessed and multiplied in order to continue to improve enrolment, retention and equity in schooling. Though less established, the use of technology and public-private partnerships also demonstrates sustainability.

Table 3.32: Summary status of SDG4.1 indicators in Nigeria

SDG4 No.	SDG4.1 Indicators	SDG4 target in 2030	Current status of Nigeria in 2020 (figure)	Finding
4.1.1[9]	Proportion of children and young people (a) in Grade 2 or 3; (b) at the end of primary education; and (c) at the end of lower secondary education achieving at least a minimum proficiency level in (i) reading and (ii) mathematics[10], by sex	100per cent	Literacy: G2: 41per cent; G3: 55per cent (NEDS, 2020[11]); G2: 1.2per cent (ESSPIN proficiency standard[12]); Maths: G2: 44per cent, G3: 60per cent (NEDS, 2020); G2: 2.5per cent (ESSPIN proficiency standard)	Nigeria unlikely to achieve SDG target in 2030
4.1.2	Administration of a nationally representative learning assessment (a) in Grade 2 or 3; (b) at the end of primary education; and (c) at the end of lower secondary education	Present	Absent[13]	Nigeria unlikely to achieve SDG4 target in 2030
4.1.3[14]	Gross intake ratio to the last grade (primary education, lower secondary education)	100per cent	66.4per cent (MICS 2017)	Nigeria unlikely to achieve SDG target in 2030
4.1.4a	Net enrolment ratio in primary education	100per cent	69.9per cent (NEMIS, 2019)	Nigeria unlikely to achieve SDG target in 2030
4.1.4b	Completion rate (primary education, lower secondary education, upper secondary education)	100per cent	63per cent (MICS 2017)	Nigeria unlikely to achieve SDG target in 2030
4.1.5	Out-of-school rate (primary education, lower secondary education, upper secondary education)	0per cent	31.3per cent (MICS 2017)	Nigeria unlikely to achieve SDG target in 2030
4.1.6	Percentage of children over-age for grade (primary education, lower secondary education)	0per cent	31per cent (MICS 2017)	Nigeria unlikely to achieve SDG target in 2030
4.1.7	Number of years of (a) free and (b) compulsory primary and secondary education guaranteed in legal framework	Present in legal framework	6 years primary, 3 years junior secondary[15]	Target met: All years of basic education are, by law, free and compulsory

compulsory basic education. Policy reforms are also needed to strengthen educational planning and coordination among various actors at the federal, state and local levels. At the same time, institutional strengthening is necessary to enhance the Educational Management Information System (EMIS) for reliable statistical data and monitoring. As indicated above, in response to findings about weak governance and inadequate accountability for the implementation of free and compulsory basic education, the evaluation team urges a review of existing policies and laws, such as the UBE Act of 2004, to establish a strong accountability framework among key actors at the federal and state levels to address governance challenges that tend to widen the gap between strategy formulation and implementation.

Policy action is critically needed to address and mitigate the dearth of financial data concerning basic education in order to establish an accountability framework that will clearly define budget amounts for each education level. Furthermore, policymakers should give a clear policy direction and guidance on how PTA levies will be applied in schools so as not to constitute a serious barrier to enrolment, as they are currently. Finally, decision makers must enact policy to remove key barriers affecting out-of-school children and basic education elaborated in this report to increase enrolment, retention and completion.

Lessons Learned

The evaluation team developed the following lessons learned and explanations of shortfalls of effectiveness and impact of the MSP 2016–2019 towards SDG4 that emerged as reflections throughout the evaluation process:

Complexity of the education sector: Findings from the report point to a number of driving factors and contextual elements that all contribute to a challenging environment for basic educational delivery. When any one of these factors is out of balance, the system is likely to suffer.

Findings highlight supporting factors that include, from the supply side, Nigeria's early and continued commitment to the Universal Basic Education Act (2004), successful state contributions to UBEC counterpart funding and the establishment of School-Based Management Committees (SBMCs). Notable demand-side factors include gender, SES, a mother's education and support for reading at home. Hindering factors include the COVID-19 pandemic, increasing insecurity in growing portions of the country, recent economic recessions, and hidden out-of-pocket education expenses for parents that negate the promise of free basic education. The report also concludes that there is an absence of deliberate government strategies to support the access of the most vulnerable children, including children with disabilities, to quality education. Similarly, the gender gap persists as girls continue to trail boys in learning outcomes.

Conclusions demonstrate that relevant evidence and monitoring data are also weak within the sector, complicating analyses. There is a lack of education benchmarks, which constrains meaningful discussions of pupil proficiency, a dearth of disaggregated and reliable data and a lack of standardized metrics to assess progress and implementation towards SDG4.

Recommendations

Twenty recommendations emerge from the findings and conclusions above. The abridged list here identifies five top-level recommendations and detailed priority recommendations. The more comprehensive list in the full report (Chapter 5, section 3) also indicates relevant stakeholders and urgency of implementation.

The recommendations from the evaluation have been discussed, revised, and finalized through participatory approaches in many successive meetings: the Technical SDGs Evaluation Committee Meeting held at OSSAP-SDGs in August 2021; the constructive participatory Review and Validation Workshop of the final draft report of the SDG-3 Evaluation organized by OSSAP-SDGs in Uyo, Akwa Ibom in September 2021 involving experts from federal and state levels and UN Agencies (UN RCO, UNICEF and UNDP). Annex I includes a list of the participants in the Review and Validation Workshop. In addition, the UNICEF Country Office in Nigeria reviewed all the recommendations with a strategic lens during UNICEF's Evaluation Panel Review Committee meetings chaired by the UNICEF Country Representative involving UNICEF Deputy Representative, Planning & Monitoring Sections, Chiefs of Health & Nutrition Sections, and the Chiefs of Field Offices and the UNICEF Evaluation Manager.

Top-level recommendations for accelerating the attainment of SDG4 of Education in Nigeria, as Nigeria is unlikely to achieve SDG4 by 2030:

- Government must develop and implement with adequate resources, a New Results Based Strategic Plan 2023-2030 of the Education Sector for Nigeria aligned with SDG2030 and the National Development Plan 2021-2025 taking into account Covid19 negative effects on pupils learnings and lessons learned from SDG4 Evaluation that will enable Accelerated Progress of Nigeria towards the global agenda of Universal Access and Quality of Basic Education in 2030. In addition, a comprehensive analytical theory of change and results framework plus road map (including indicators, baseline, expected targets for federal level and each state) of SDG4 in Nigeria must be developed.
- **Supply side:** Massive investment must be made by government, development partners and private sectors and communities to build sufficient infrastructure, develop and recruit enough teachers and procure sufficient learning materials that could enable the country to meet the global commitment of universal access to basic education considering the huge demographic growth of Nigeria
- **Demand side:** To address the issue of 10 million out-of-school children, a major communication drive should be held and equitable conditions established to reduce social and financial barriers to attract & keep children to schools.
- **Quality:** National and state level should define learning outcome proficiency benchmarks. UNICEF's Nigeria should support the Federal Ministry of Education to establish a Nationally accepted standard for calculating Minimum Proficiency Level in Literacy and Numeracy for Nigeria including adequate Data Collection Tools.
- **Accelerating the attainment of SDG4:** UNICEF should support the Federal Ministry of Education to carry out further deeper analysis to find out the proficiency level of learners in reading and mathematics using primary data from the SDG4 evaluation completed in six states and the technical agency

Detailed priority recommendations:
Initiate a collective, consultative process to develop a New Education Sector Strategic Plan 2023-2030 and a Theory of Change and accompanying results framework for the basic education sector that is gender- and conflict-sensitive and will be incorporated into the 2022 MSP.
Foster a credible national-level Results Based Education Sector Strategic Plan 2023-2030 using Results Based Management Approach and to define benchmarking process to develop target proficiency levels that will allow for consistent and contextually sound comparison of learning outcomes countrywide. UNICEF's Nigeria should support the Federal Ministry of Education to establish a Nationally accepted standard for calculating Minimum Proficiency Level in Literacy and Numeracy for Nigeria including adequate Data Collection Tools. The process needs to take into account a variety of stakeholders including state and federal ministry officials, education technical staff, policymakers, linguists and development partners. The process should be consultative in order to ensure buy-in to eventual benchmarks. Delineate clear policies and strategies that go beyond education for all to strategically target the most vulnerable. These policies must recognize the structural barriers keeping children out of school, such as economic hardship, distance from schools, insecurity and unsafe conditions, and sociocultural barriers, such as gender norms. Review and strengthen states' abilities to enforce truly free and compulsory basic education. Attention needs to be paid to the hidden fees that parents continue to incur, and which are occasionally deliberately levied by PTAs. Hold reflection sessions on how to ensure access to educational programming amid growing insecurity. Actions might include risk assessments and flexible and alternative education programming.
Education financing
Education Financing: Build the political will and incentives necessary to prioritize and increase basic education financing up to 20per cent of Federal Budget, by increasing earmarking budget lines both at the state and federal levels, so that basic education is truly free as promised by the UBE Act of 2004, by earmarking budget lines both at the state and federal levels, so that basic education is truly free as promised by the UBE Act of 2004.

Ensure timely release of funds for budgeted activities. All states should take advantage of UBEC matching grants by making the required contributions. UBEC and the FMOE can develop systems to incentivize states to make commitments through sharing of best practices.
Coordination and implementation
Recognizing the important influence that development partner programming can have on the education sector, as well as how states may experience downturns when projects end, enhance the National Education Group to further harmonize development partners' programmes.
Initiate and support a process of long-term planning with a set of standards to hold states accountable for implementation. Develop and strengthen coordination mechanisms that can help tighten collaborations and information sharing between federal- and state-level entities.
Develop initiatives at the federal and state level to capitalize and promote the success of SBMCs and their operations to support equity, quality and access to basic education.
Strengthen COVID-19 response strategies to prioritize catch-up. Employ evidence-based strategies that maintain instruction at grade level rather than repeating missed instruction.
Monitoring & Evaluation
Strengthen EMIS and coordinate with NDES to improve education data management for better planning, implementation, monitoring and evaluation both at the federal and state levels.

Introduction

Through the Global Goals and the 2030 Agenda for Sustainable Development, the countries of the world have committed themselves, beginning on 1 January 2016 and continuing until 2030, to ending poverty and hunger everywhere, combating inequalities within and among countries, building peaceful, just and inclusive societies, protecting human rights and promoting gender equality and the empowerment of women and girls, and ensuring the lasting protection of the planet and its natural resources. The countries of the world have resolved to create conditions for inclusive and sustainable economic growth and decent work for all, taking into account different levels of national development and capacities. Heads of State and Government at a special UN summit adopted the Global Transformative Agenda 2030 on 25 September 2015. The agenda consists of four sections: (i) a political declaration (ii) a set of 17 Sustainable Development Goals and 169 targets (iii) Means of Implementation and (iv) a framework for follow-up.[16]

The Sustainable Development Goals (SDGs) seek to build on and complete the unfinished business of the preceding Millennium Development Goals (MDGs); realize the human rights of all; achieve gender equality in all sectors and spheres of life; and importantly, strike a balance between the economic, social and environmental dimensions of development.

A review of the MDGs implementation in Nigeria reveals that the country has registered mixed results across the goals, geographic areas and gender groups. Nonetheless, Nigeria provided leadership on the MDGs within Africa and globally as institutions, innovations and policies introduced in Nigeria were admired and replicated by other countries. However, showing the same leadership on the SDGs and delivering results across all the goals requires not only proactive planning and implementation, but also proper monitoring and evaluation (UNDP, 2015). The Nigerian government and UNICEF commissioned Alegre Associates, in conjunction with subcontractor, EdIntersect, LLC, to carry out an independent evaluation of the effectiveness and impact of Sustainable Development Goal 4 (SDG4) in Nigeria.

The evaluation assesses the merit and shortfalls of results achieved in Nigeria, within the context of the Education Sector Strategic Plan 2016–2019, toward the attainment of SDG4, which ensures "inclusive and equitable quality education and promotes lifelong learning opportunities for all". The evaluation investigates progress towards SDG4 within Nigeria's current policies and goals, namely the Economic Recovery and Growth Plan (ERGP) 2017–2020, the Education for Change Strategic Plan 2016–2019 and the Universal Basic Education Act of 2004. More specifically, the evaluation focuses primarily on target SDG 4.1: "By 2030, ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes."

Research shows that inclusive quality education for all is one of the most important cornerstones of prosperity, health and gender equality in every society. This applies particularly to investments in education for girls, where the effects are evident when it comes to promoting inclusive economic development and reduced poverty. Education plays an important role in the achievement of several goals of the 2030 Agenda and must promote

values, knowledge and skills that contribute to sustainable development (Government Offices of Sweden, 2015). Among the various challenges that Nigeria must confront, the issues of at least 12.7 million children that are currently out of school (the highest number in the world) and gender disparities in basic education are paramount,[17] as well as growing insecurity in certain areas of the country, which threatens and thwarts any development gains.

The evaluation focuses on the first four years of progress towards attaining SDG4 (2016–2019), while also taking into account the unique and highly disruptive context of the ongoing COVID-19 global pandemic, which has led to school closures and a rupture in learning for many pupils in Nigeria and, indeed, across the world. SDG4 addresses both access and quality, which was a major shift from the previous MDGs initiative. The evaluation design included both a nationwide focus and comparative case studies from six states.

The evaluation began with Oxford Policy Management (OPM) in 2019 with a high-level inception workshop in December 2019. Following the workshop, the evaluation process was paused and then restarted with an updated ToR and a new evaluation team of Alegre and EdIntersect in September 2020.[18] The current evaluation team collected data between February and April 2021. While preventative measures for addressing COVID-19 precluded the travel of international evaluation team members to Nigeria, the National Evaluator on the EdIntersect team, Dr Adeboye Adeyemo, led key informant interviews in Abuja as well as six case-study states. Hanovia Limited conducted a school-based survey in the six case-study states with support from the international evaluation team. The Team Leader and National Evaluator held interviews with development partners remotely. A synthesis of existing studies and an in-depth analysis of secondary data delivered in March and April to UNICEF also inform this final evaluation report.

The SDG4 evaluation report includes four chapters in addition to the introductory section. Chapter 1 presents an overview of the evaluation's purpose, objectives and scope as well as necessary background detail on the educational and policy context that frames SDG4 efforts. This chapter also presents a review of the Education Sector Strategic Plan (ESSP) 2016–2019 and its nascent theory of change and results framework. Chapter 2 provides an overview of the design and methodology that guided the evaluation. Chapter 3 presents findings and makes up the bulk of the report. Chapter 4 presents a synthesized policy analysis. The final section, Chapter 5, discusses lessons learned, conclusions and recommendations that can guide the work of the Government of Nigeria and development partners in the remaining years of the Global Agenda 2030 period.

Evaluation Purpose, Background and Scope

Chapter 1

1.1 Purpose and objectives of the evaluation

The Independent Evaluation of SDG4 is commissioned by the Government of Nigeria, through the Office of the Senior Special Assistant to the President on SDGs (OSSAP-SDGs) for the purpose of:

- 1.Learning: To assist the government (national, state and local) and other key stakeholders in developing and improving the implementation modalities of the new Education Strategic Plan (2020–2022) for acceleration of progress towards SDG4.
- 2.Accountability: To provide sound evidence on whether the implementation of the Ministerial Strategic Plan (MSP) has contributed to achieving SDG4; and
- 3.Evaluation: users are the Presidency, including the Office of the Senior Special Assistant to the President of SDGs, the Federal Ministry of Education (FMOE), the Ministry of Budget and National Planning, the Ministry of Finance, Parliament, other MDA, State Ministries of Education (SMOE), development partners (DPs), the Nigerian Association of Evaluations, civil society organizations (CSOs) and the private sector. 19

Objectives of the evaluation

The specific objectives of this independent evaluation are to:

- Measure the extent to which the Education Sector Strategic Plan (2016–2019) has been effectively implemented with regard to the provision of access, equity and quality basic education for girls and boys;
- Assess the level of completion for girls and boys at basic education (in Nigeria, defined as six years of primary and three years of junior secondary education) (Access);
- Determine the extent to which effective learning outcomes have been achieved (Quality);
- Understand the driving factors (explanations), strengths and weaknesses (bottlenecks) in the implementation of selected strategic education programmes; and
- Provide strategic policy recommendations that will help identified evaluation users, such as national and subnational governments, development partners and non-state actors to accelerate progress and achieve SDG4 in Nigeria within the last decade of SDGs Action 2020–2030.[20]

The findings from the independent evaluation are also expected to enhance national evidence-based policy advocacy and ensure the credible participation of Nigeria in strategic debate at the international level. In addition, the results generate in-depth evidence for better learning of what worked or did not work in the education sector and identify key drivers of success in achieving the strategic objectives of the Education Sector Plan. Findings also inform the FMOE's current process of reviewing and updating its Education Sector Plan as well as the Federal Republic of Nigeria's next National Development Plan.
Nigeria is the most populous country in Africa with approximately 180 million people and also has the largest economy in Africa, with its 2018 gross domestic product (GDP) estimated at 136 trillion Nigerian naira (approximately US$356 million). Its governance structure comprises a Federal Government, 36 states and the Federal Capital Territory and 774 Local Government Areas (LGAs). Nigeria's arms of government include the Executive, Legislature and the Judiciary.

1.2 Background: Education Profile

Overview

Nigeria's National Policy on Education (2004) was a major step in increasing access to basic education. In the same year, Nigeria passed the Universal Basic Education Commission Act that made basic education 'free and compulsory'. Nevertheless, at least 12.7 million children are reported to be 'out of school' in Nigeria (Federal Ministry of Education, 2017, p. 10) and gender disparities in basic education continue to constitute a problem. There are approximately 20 million out-of-school children (OOSC) globally, and Nigeria has the highest number of OOSC in the world. Only 61 per cent of 6 to 11-year-olds regularly attend primary school and only 36 per cent of children between three and five attend organized early childhood education programmes (MICS, 2016). Regarding the quality of education, about 50 per cent of in-school children are not learning as expected, and therefore cannot read or write. Approximately 63 per cent of children who live in rural areas cannot read at all and, similarly, around 84 per cent of children in the lowest economic quartile also cannot read at all. At the time of writing, the National Policy on Education was in its sixth edition, the first having been developed in 1977 and then subsequently reprinted in 1981 and 1998 and revised in 2004 and 2007. The most relevant version for the SDG4 evaluation is the 2013 sixth edition (Government of Nigeria, 2013).

Despite progress made by Nigeria towards gender parity in education, the dimension of gender equality in education remains challenging in Nigeria. Evidence from the Final Evaluation of Girls Education Project 2012-2021 in Northern Nigeria draft report, revealed that the: ''most compelling element of change in gender equality could be undoubtedly the change in the defined script for a daughter by the different groups from the community; the change in script is clearly generational. Perception of community members vis-à-vis women role in society revealed domination of men's perspective on women: while both boys and girls mentioned girls becoming doctors, teachers or lawyers as one of the main outcomes of girls' education, the main outcome mentioned by fathers and men in general was that an educated woman can properly look after the house and children and even help them with their homework''.

This lack of clear vision of the benefit of girls education in the society, constitutes a barrier to the acceleration of girls access and completion of basic quality education.

The education system

There is a substantial body of evidence on the widespread poor conditions in many schools and there are large differences in infrastructural conditions between Local Government Education Authority (LGEAs) (Obanya, 2010; Olaniyan & Obadara, 2009). There is evidence suggesting that improvements in infrastructure and resource supply are failing to keep pace with increased demand, thus having a negative impact on educational quality and thereby threatening retention and undermining any gains in increased enrolment. Reports suggest recent improvements in the provision of water and gender-segregated sanitation in project-supported states, but there are issues around the maintenance and cleanliness of both (Ikoya & Onoyase, 2008).

Female teacher stipends were introduced by GEP and scaled up in five states, institutionalized by state governments. The programme aims to increase the number of female teachers by allowing them to engage in extra training and gain new qualifications. School improvement grants have been a feature of many large-scale development programmes and are important tools to incentivize and empower School-Based Management Committees (SBMCs) to plan for and manage school budgets.

There has also been improvement in the training, registration and oversight of teachers. In Kano, part-time training opportunities to allow teachers to complete their teaching qualification were enacted (The Nation, 2018), and in Kaduna, 20,000 teachers found to not be competent were replaced (BBC, 2017).

Few improvements to the curriculum have taken place over the past 10 years due to underfunding of the National Education Research Development Council (NERDC). The main recent change has been support from UNICEF for the development of an early childhood care and development (ECCD) curriculum.

At the local level, SBMCs have been established in many states and have improved community-level

accountability,[21] and school support officer functioning has been strengthened to improve the quality of teachers in the northern states.

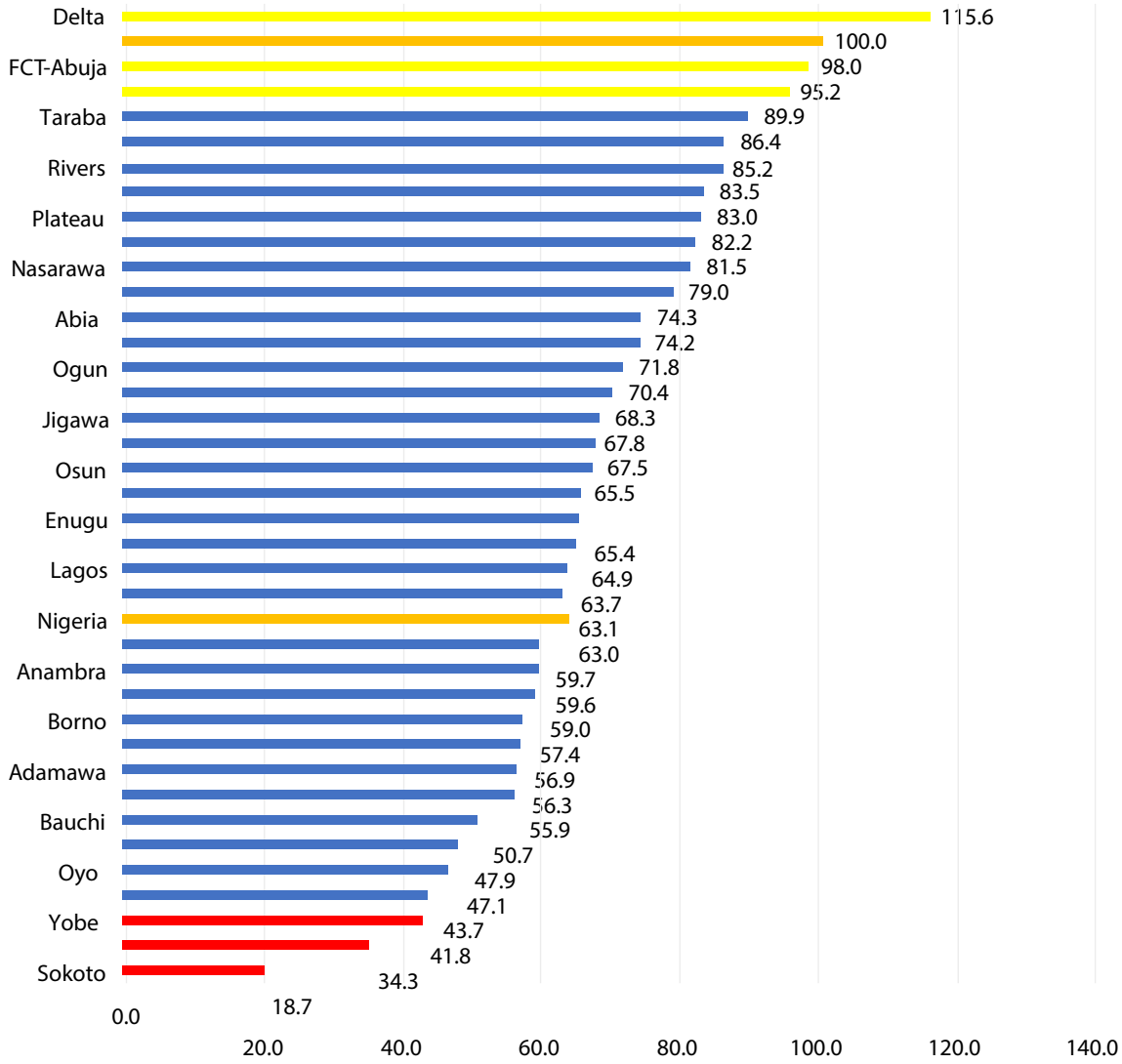
Geographic inequalities

Education trends, specifically access to education, varies greatly among states within Nigeria. Figure 1 provides an overview of state data by completion rate. The variation demonstrates that completion rates range from 18.7 per cent to 98.0 per cent, while Nigeria's overall completion rate is 63.0 per cent, based on MICS 2016–2017 data.

Gender and basic education

The National Policy on Gender in Basic Education (FMOE, 2007) identifies inadequate political commitment, poor planning and management, gender-insensitive teaching materials and a gender-blind curriculum, girl-unfriendly school infrastructure, skewed male–female teacher ratios, gender-biased attitudes toward girls, sexual harassment, poverty and cultural factors as having inhibited female participation in basic education. In addition, the Federal Ministry for Women's Affairs and Social Development (FMWASD) has produced a compendium of best practices on improving girl-child education in Nigeria (FMWASD,

Figure 1.1: Completion Rate (%) at Primary School by State in Nigeria, MICS 2016-2017



2009). There is a sizeable body of literature that predominantly considers girls' access to schooling, which derives from the GEP and Transforming Education for Girls in Nigeria and Tanzania (TEGINT) projects, as well as from a few independent studies. The evidence base on gendered reasons for boys' non-participation in schooling in Nigeria is not well established.

Community involvement in schooling

Increasing community involvement in schooling is a key strategy in decentralized governance, which aims to help improve the quality of education, to improve school accountability and to share the financial burden of education. A review of research within sub-Saharan Africa (SSA) and elsewhere has shown that community participation works well in the rare instances where there is a good understanding and relations between schools, communities and local educational authorities and a genuine commitment to community decision-making (Dunne al., 2007; Academy for Educational Development, 2002; De Grauwe et al., 2005).

Formal community involvement in public schooling in Nigeria primarily occurs through parent-teacher associations (PTAs) and, to a lesser extent, SBMCs, although numerous organizations and individuals have been found to support schools, often focused around different ethnic or religious groups, occupations or interests, or traditional leaders (Poulsen, 2009). At the same time, however, some CSOs have received criticism for not supporting education sufficiently (Antoninis, 2010).

Financial sustainability and equity are two important issues that need addressing to ensure the future of the SBMC model of decentralized governance (Oduwaiye et al., 2017). Without government funding, SBMCs cannot function. More needs to be known about the actual working of SBMCs in Nigeria, how they differ in different contexts (e.g., urban/rural; Yoruba/Hausa, etc.), and how they interact and/or overlap with PTAs.

Education Sector Strategic Plan 2016–2019

The Federal Government collaborates with subnational governments and the private sector in implementing the ESSP (2016–2019) and the MSP (2018–2022) entitled 'Education for Change'.[22] The MSP is built on the strategic intent of the Universal Basic Education (UBE) Act and SDG4 is integrated into the ESSP to ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes by 2030. The MSP recognizes that education is at the heart of all national development efforts. It acknowledges the human capacity needs to achieve sustainable development and increase national prosperity, and the needs of Nigeria's youth to develop 21st-century skills to competitively participate in the national and global economies.

Figure 1.2: MSP Strategic Results

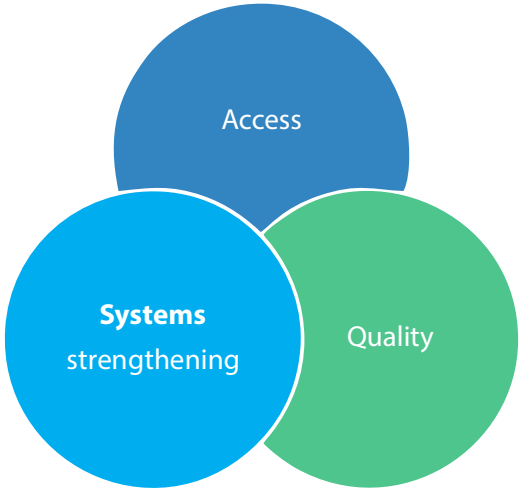
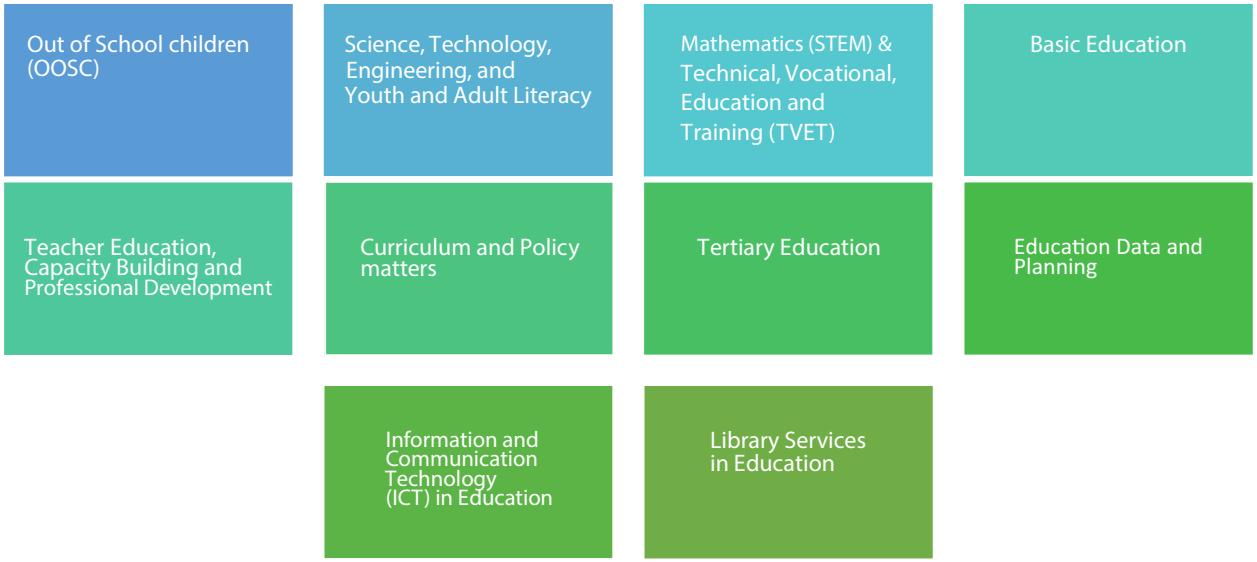


Figure 1.3: Ten Pillars of the MSP



The plan aims to achieve the three strategic results of access, quality and systems strengthening, and identifies 10 pillars necessary to obtaining the strategic results. Pillars 1 (OOSC) and 4 (Basic Education) are the subject of the SDG4 evaluation. Figures 2 and 3 display MSP strategic results areas and all 10 pillars of the MSP.

1.3 Historical background of period of implementation

The 2016-2019 ESSP was implemented during a period in which the Nigerian economy experienced recessions twice with the economy recording a negative growth rate of -1.58 per cent in 2016 compared to growth of 2.8 per cent in 2015. In the second quarter of 2017, the country emerged from recession with a growth rate of 0.83 per cent, which still fell short of the government target of 2.2 per cent. A 2020 figure shows a 6.1 per cent contraction of the GDP as a result of the COVID-induced crisis. Meanwhile, the Nigerian population continues to grow at an annual rate of about 2.3 per cent. The fall in crude oil prices that occurred between 2016 and 2020 and the reduction in the quantity of oil exports were also major factors behind the decline in the growth rate that caused government revenue to fall as well. In fact, in 2020 Nigeria experienced the worst oil price fall and export reduction of all time. During this period, government revenue was lowest in more than a decade and this affected the national budget. Nearly all the sectors of the economy witnessed a downturn. Teachers in many states were owed salaries for periods ranging from 12 to 18 months. Unemployment was rising and the annual inflation rate hovered around 15 per cent. By 2017, the inflation rate had peaked at 19.5 per cent before it began to reduce to 14.3 per cent, in 2018, and 13.7 per cent in 2019 respectively.[23] Furthermore, security challenges have also escalated since 2016, with constant and rampant abduction and kidnapping of schoolchildren and teachers.

1.4 Impact of COVID-19 on Education Sector in Nigeria

The current COVID-19 pandemic has further exacerbated the complexities of Nigeria's policy and educational delivery environment. (Annex F presents the trend of COVID cases as of 30 June 2021.) Although the larger evaluation does not focus solely on the effects of the pandemic, the impact of COVID-19 cannot be understated. In view of this, a specific evaluation question sought to investigate how the pandemic may have affected learning. School closures began on 20 March 2020, with schools reopening as early as September 2020. In general, exam classes were the exception; they experienced a reduced period of closures (FMOE, 2020). The evaluation team learned that the exact dates of closures varied among states. For some, school closures continued to affect the 2020-2021 academic year as infection rates fluctuated. Some states closed again in January as a preventative

measure during COVID-19's second wave. As mentioned below in response to evaluation questions, Kaduna State kept schools closed fully until February 2021 when it partially reopened to pupils in Grade 4 and above.

To mitigate the effects of school closures, the Nigerian government put into place "high-impact interventions/ strategies to cushion the effect of COVID-19 on the education sector", including through the development of an education emergency and accelerated curriculum, online and radio broadcast education programme, and mobilization and partnership with key collaborators from the international development sector, including donor agencies as well as the private sector to raise funds for the COVID-19 response (Federal Republic of Nigeria (FRN), 2020). The final impact evaluation question will provide more details and analysis of the effects of COVID-19 on Nigeria's delivery of basic education.

1.5 Policy Context and Partnerships

This section presents an overview of the major policies and strategies established within the education sector and most relevant to basic education. This policy context is integral for interpreting the findings and conclusions below. This contextual background focuses on the analysis of the National Policy on Education 2013 and the ESSP 2016–2019, which has since been updated as MSP 2018–2022.

National Policy on Education

The 2013 National Policy on Education provides broad-based guidelines on standards, procedures, strategies and the coordination roles necessary to ensure and sustain the delivery of quality education at all levels of government within Nigeria. This coordination is very important given that, by constitutional provision, education functions are shared between the federal, state and local governments. The national policy on education envisages:

An expanded role for education as an investment for economic, social and political development; a tool of empowerment for the poor, and the socially marginalized groups; an effective means of developing the full

capacities and potentials of human resources, as well as the development of competent workforce through the acquisition of practical life skills relevant to the world of work. [24]

The national policy on education builds on the commitment to the global Education for All (EFA) initiative, the Millennium Development Goals (MDGs) and, by extension, the Sustainable Development Goals (SDGs)[25] as well as the national development goals laid out in the National Economic Empowerment and Development strategy (NEEDs).

The policy recognized that basic education is, by law, compulsory for all children of school age in Nigeria. The policy reiterates that, in public schools, schooling is provided free through Universal Basic Education (UBE), which is backed by legislation (the Compulsory, Free, Universal Basic Education Act 2004). Furthermore, the policy stipulates a Home-Grown School Feeding and Health Programme (HGSFHP) that provides basic health services and a free balanced meal per day for every child that attends public primary or junior secondary school, to facilitate the success of the UBE programme.

Education Sector Strategic Plan 2016–2019

Based on the National Education Policy of 2013, the ESSP 2016–2019 primarily developed specific strategic actions that would be deployed to implement the National Education Policy nationally. As indicated above, there were 10 strategic pillars, with basic education as one of the pillars. Strategic actions specific to basic education include (i) free and compulsory education; (ii) introduction of flagship programmes such as home-grown school feeding to encourage enrolment, retention and completion; and (iii) financial intervention through UBEC. Per the ToR for this evaluation, the ESSP 2016–2019 is the focus of this evaluation.

Ministerial Strategic Plan (MSP)

Like the ESSP, the MSP 2018–2022 (FMOE, 2017) was formulated under the administration of President Buhari. The plan reflected and incorporated the aspirations of the SDGs with well-identified goals and target issues in basic education and a list of clear strategies to address them. The MSP recognized that the Universal Basic Education (UBE) programme "was designed to be a veritable tool for achieving some of the Education for All (EFA) goals" connected with MDG goals, the precursor to the SDGs. Moreover, the MSP referenced the SDG4 goal of "ensuring inclusive and equitable quality education and promoting lifelong learning opportunities for all". It also acknowledged that EFA targets had largely not been met and that it was necessary to review and set new milestones and targets. The MSP specifically noted the need to address:

Table 1.1: Overview of key players in basic education in Nigeria

Body	Remit
Federal Level	
Federal Ministry of Education	Direction on national-level policy Quality assurance Administration of NEMIS
Universal Basic Education Commission	Disbursement of UBEC-IF and matching grants (2per cent of CRF funds) Quality assurance for ECD, primary and junior secondary schools and teachers
State Level	
State Ministry of Education	Education sector planning Quality assurance Collection and compilation of annual School Census Data
State Universal Basic Education Board	Administration of ECD, primary and junior secondary schools Monitoring and planning (overseen by SMoE)

Local Government/School Level	
Local Government Authorities	Responsible for paying teachers Implementation of SUBEB programmes

Table 1.2: Development partner support to sector plan implementation in Nigeria, by MSP outcome area26 27

Access	Quality	System strengthening
FCDO/UNICEF Girls' Education Project (GEP3): Provision of furniture and learning materials for primary schools in 6 states Disbursement of grants for school upkeep to SBMCs at ECCDE level Oando Foundation Adopt-A-School Scholarships for 78 pupils to complete basic education USAID Northern Education Initiative Plus Established 700 non-formal learning centres, 100 adolescent girls learning centres, and 100 youth learning centres Training for facilitators at 1,500 centres, and for 59 master trainers Feed the Future Development of 35 non-formal education centres to train farmers in basic literacy and numeracy Educate a Child Project Supports out-of-school children through surveys and cash transfers UNICEF Community mapping and support for increased enrolment DEEPEN (FCDO) Used a Making Markets work for the Poor (M4P) approach to ensure the private sector can support government in meeting the demand for education in Lagos Better Education Service Delivery for All (BESDA) (World Bank) Allocation of programme funds based on results; active in 17 states; emphasis on data Adolescent Girls Initiative for Learning and Empowerment (AGILE) (World Bank)– enhancing girls' enrolment, classroom construction NIPEP – Nigeria Partnership for Education Project (NIPEP) (GPE) – Increasing access to basic education for out-of-school girls	ESSPIN (FCDO) aimed to increase the capacity of schools to provide improved learning outcomes, and improving inclusion policies and practices in basic education was one of 4 output areas in ESSPIN Teacher Development Programme (TDP) (FCDO) Building the capacity of in-service and pre-service teachers UNICEF Head teacher trainings, early grade reading interventions, monitoring and mentoring USAID Northern Education Initiative Plus Implementation of an early grade reading programme in half of LGAs, with materials and approach adopted by UNICEF in other parts of the state Girls' Education Project (UNICEF, FCDO funding) Improved capacity of teachers to deliver effective learning for girls Oando Foundation Adopt-A-School Training 266 head teachers; provided instructional materials for three schools; renovation of one primary school DEEPEN (FCDO) Used an M4P approach to stimulate the private school market and increase accountability and competition to improve quality in private schools in Lagos. Better Education Service Delivery for All (BESDA) (World Bank) Adolescent Girls Initiative for Learning and Empowerment (AGILE) (World Bank) – enhancing learning, life skills education, strategy development to incorporate girls' education NIPEP – Nigeria Partnership for Education Project (NIPEP) (GPE) – promoting school effectiveness and improved learning outcomes	ESSPIN (FCDO) Supported federal and state ministries of education, and LGEA, in formulating and operationalizing policies on issues that affect children's learning inclusion through a series of political engagements, trainings, modelling, planning and budgeting, and monitoring and evaluation. Used existing structure and staff but with reorganization for greater effectiveness and sustainability, encouraging synergy among all departments at state and LGEA levels UNICEF Supported establishment of EMIS; support state development of LSOPs, conducting ASCs, training and capacity-building for SBMC/CBMC, development of SESP and MTSS Girls' Education Project (UNICEF, FCDO funding) Improved governance to strengthen girls' education DEEPEN (FCDO) Supported government to strengthen the regulatory environment for private schools in Lagos Better Education Service Delivery for All (BESDA) (World Bank) Partnership to Engage, Reform and Learn (PERL) (FCDO) – reduce inefficiency and corruption in the use of Nigerian resources NIPEP – Nigeria Partnership for Education Project (NIPEP) (GPE) – Strengthening planning and management systems including learning assessment and capacity development SEPIP-State Education Program Investment Project (SIPEP) (World Bank) – a) needs-based teacher deployment; (b) school-level management and accountability; and (c) measurement of student learning
Access	Quality	System strengthening

FCDO/UNICEF Girls' Education Project (GEP3): Provision of furniture and learning materials for primary schools in 6 states

Disbursement of grants for school upkeep to SBMCs at ECCDE level

Oando Foundation Adopt-A-School Scholarships for 78 pupils to complete basic education

USAID Northern Education Initiative Plus Established 700 non-formal learning centres, 100 adolescent girls learning centres, and 100 youth learning centres

Training for facilitators at 1,500 centres, and for 59 master trainers

Feed the Future Development of 35 non-formal education centres to train farmers in basic literacy and numeracy

Educate a Child Project Supports out-of-school children through surveys and cash transfers

UNICEF Community mapping and support for increased enrolment

DEEPEN (FCDO) Used a Making Markets work for the Poor (M4P) approach to ensure the private sector can support government in meeting the demand for education in Lagos

Better Education Service Delivery for All (BESDA) (World Bank) Allocation of programme funds based on results; active in 17 states; emphasis on data

Adolescent Girls Initiative for Learning and Empowerment (AGILE) (World Bank)– enhancing girls' enrolment, classroom construction

NIPEP – Nigeria Partnership for Education Project (NIPEP) (GPE) – Increasing access to basic education for out-of-school girls

ESSPIN (FCDO) aimed to increase the capacity of schools to provide improved learning outcomes, and improving inclusion policies and practices in basic education was one of 4 output areas in ESSPIN

Teacher Development Programme (TDP) (FCDO) Building the capacity of in-service and pre-service teachers

UNICEF Head teacher trainings, early grade reading interventions, monitoring and mentoring

USAID Northern Education Initiative Plus Implementation of an early grade reading programme in half of LGAs, with materials and approach adopted by UNICEF in other parts of the state

Girls' Education Project (UNICEF, FCDO funding) Improved capacity of teachers to deliver effective learning for girls

Oando Foundation Adopt-A-School Training 266 head teachers; provided instructional materials for three schools; renovation of one primary school

DEEPEN (FCDO) Used an M4P approach to stimulate the private school market and increase accountability and competition to improve quality in private schools in Lagos.

Better Education Service Delivery for All (BESDA) (World Bank)

Adolescent Girls Initiative for Learning and Empowerment (AGILE) (World Bank) – enhancing learning, life skills education, strategy development to incorporate girls' education

NIPEP – Nigeria Partnership for Education Project (NIPEP) (GPE) – promoting school effectiveness and improved learning outcomes

ESSPIN (FCDO) Supported federal and state ministries of education, and LGEA, in formulating and operationalizing policies on issues that affect children's learning inclusion through a series of political engagements, trainings, modelling, planning and budgeting, and monitoring and evaluation. Used existing structure and staff but with reorganization for greater effectiveness and sustainability, encouraging synergy among all departments at state and LGEA levels

UNICEF Supported establishment of EMIS; support state development of LSOPs, conducting ASCs, training and capacity-building for SBMC/CBMC, development of SESP and MTSS

Girls' Education Project (UNICEF, FCDO funding) Improved governance to strengthen girls' education

DEEPEN (FCDO) Supported government to strengthen the regulatory environment for private schools in Lagos

Better Education Service Delivery for All (BESDA) (World Bank)

Partnership to Engage, Reform and Learn (PERL) (FCDO) – reduce inefficiency and corruption in the use of Nigerian resources

NIPEP – Nigeria Partnership for Education Project (NIPEP) (GPE) – Strengthening planning and management systems including learning assessment and capacity development

SEPIP-State Education Program Investment Project (SIPEP) (World Bank) – a) needs-based teacher deployment; (b) school-level management and accountability; and (c) measurement of student learning

- The issue of 12.7 million children that are currently out of school (the highest number of any country in the world).
- Gender disparities in basic education that persist even after 14 years of implementation of UBE and the UBE Law in 2004.
- Pupils' learning outcomes that are unsatisfactory. According to the MSP, "mean scores in literacy, numeracy and life skills are very low and range from 30 per cent to 52 per cent" (FMOE, 2017, p. 58).

With the advent of a new administration in 2015, the FMOE reviewed the education sector strategy and a launched a new four-year MSP for 2018–2022. Close analysis of the

plans shows that there is not much difference between the ESSP 2016–2019 and the MSP 2018-2022 plans. The main noticeable difference is that the 2018–2022 plan has a framework for activity monitoring and estimated cost for each activity. Furthermore, the MSP identified the three result areas indicated above, presented in greater detail in Figure 4 (FMOE, 2017, p. 26).

State-level plans

It is important to note that the National Policy on Education allows each state of the federation to design their Education Sector Strategy Plan to take into account the particular education needs of the state. For the six states included in this study, policy review shows that their education sector strategies broadly reflect National Education Policy directions in terms of emphasizing the three main result areas of access, quality and system-strengthening. The degree of emphasis within a strategy to achieve access, quality and system strengthening differs from state to state. For instance, the four states of Kano, Katsina, Zamfara and Kaduna lay more emphasis on how to increase access to all children who are of school-going age because the northern part of Nigeria accounts for the highest number of out-of-school children. This is not a challenge for Kwara and Enugu states. Thus, emphasis in those states is on quality and system-strengthening. State-level plans also address barriers to education. The response to the second evaluation question on relevance below provides further details.

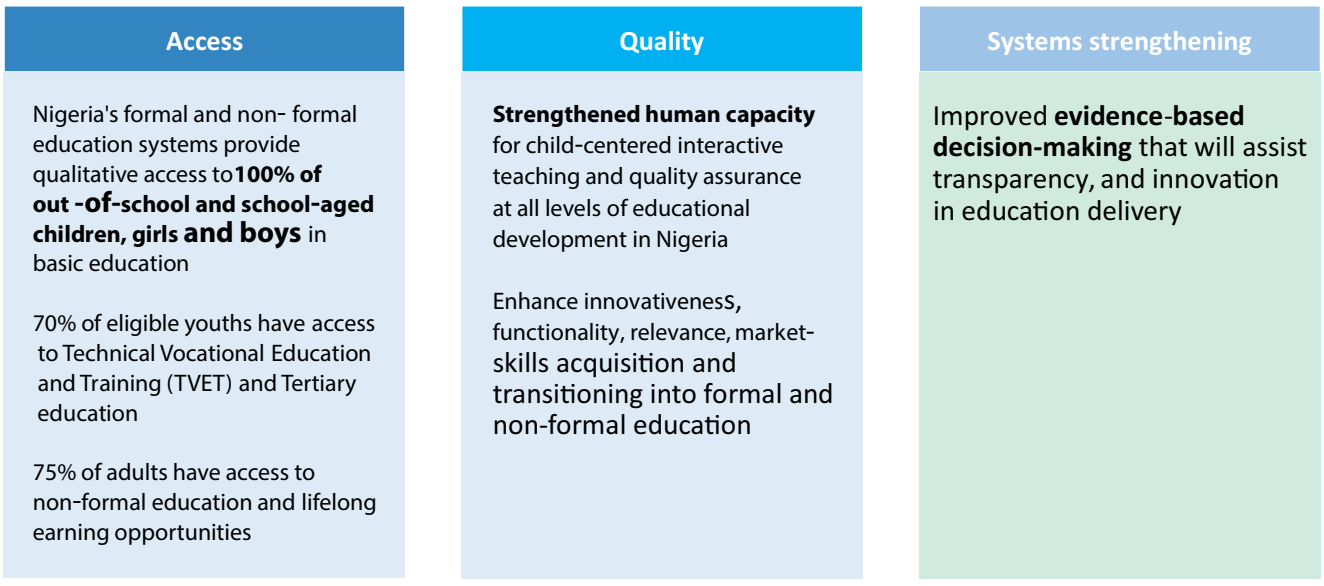
Decentralization

Nigeria has a decentralized structure of governance with responsibility for education administration divided among the federal, state and local governments. Each level of government has a set of responsibilities. The federal government sets policy, assures the quality of education and administers the National Education Management Information System (NEMIS). A range of actors share responsibility for education administration and delivery at the state level. The UBE Act created the Universal Basic Education Commission (UBEC) at the federal level, State Universal Basic Education Boards (SUBEBs) at the state level and Local Government Education Authorities (LGEA) at the local level. Moreover, the act created the UBE-Intervention Fund responsible for disbursing funds through UBEC to SUBEBs for improving the access and quality of basic education. To highlight the differing responsibilities of education service provision in Nigeria, Table 1.1 outlines the remit of various key actors.

Partnerships

In addition to government actors, a range of development partners (DPs) have implemented activities which support the MSP outcomes areas throughout the evaluation period. These are outlined in Table 1.2. This table is not exhaustive but does reflect key interventions as informed by document review as well as interviews with development partners.

Figure 1.4: Details of MSP 2018-2022 result areas



1.6 Scope and focus of the evaluation

Thematic scope

The SDG4 evaluation focused specifically on target 1 of SDG4: "ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes" by 2030. One global indicator informs progress towards the target and is multifaceted. It is stated as follows:

Indicator 4.1.1:

Proportion of children and young people: (a) in grades 2/3; (b) at the end of primary; and (c) at the end of lower secondary achieving at least a minimum proficiency level in (i) reading and (ii) mathematics, by sex.

Investigation yielded a dearth of evidence to inform this important indicator. Nigeria's 2017 baseline SDG indicators study found data on this indicator to be missing and that data could not be captured through field visits nor data mining (OSSAP-SDGs & NGS, 2017). In addition, neither the 2017 nor the 2020 National Voluntary Reviews directly included this indicator as stated above, but rather discussed secondary education and early childhood development indicators in detail. Reference to the global indicator stated above is necessary for findings from this independent evaluation to enhance the credible participation of Nigeria in strategic debate at the international level – one of the expectations of the evaluation. Evaluation findings may also address a gap in information about pupil learning outcomes in Nigeria.

Specifically, the scope of the evaluation is limited to a review of progress towards basic education and includes three major thematic areas. The evaluation will measure the level of access to primary and basic education nationwide and assess the quality of education. The evaluation highlights the link between SDG4 and other related SDGs, with a focus on gender and skills acquisition. The evaluation assesses the gender dimensions of access and equity, and the implications for Nigeria's commitments to human rights and leaving no one behind.

Geographic and temporal scope

The evaluation focused nationwide on Nigeria's efforts to address SDG4. At the same time, six states are the focus of an in-depth case study comparative analysis: Enugu, Kaduna, Kano, Katsina, Kwara and Zamfara. The evaluation focused predominantly on the 2016–2019 period; however, a long-term 10-year period was used for trend analysis of available impact indicators. In particular, the evaluation questions seek to identify drivers of improving trends in the 2011–2013 period, with decreasing trends from

Table 1.3: Results framework (outputs and outcomes) constructed from action plans within ESSP 2016–2019

Pillar	Strategic Objective	Expected results in 2019
1.Out-of-school Children	Ensure that all of out-of-school children are enrolled in basic education schools in the next four years	Enrol 2,875,000 pupils annually for the next four years;
		Raise the current enrolment of girls in basic education schools by 1.5 million girls annually
		Raise the current enrolment in nomadic schools from the present 17per cent to 30–40per cent
		Construct and furnish an additional 71,875 classrooms annually for the next four years to accommodate the anticipated increase in enrolment
		Recruit an additional 500,000 qualified teachers (promised by the federal government) in tranches, to cater for the anticipated increase in pupil enrolment
		Recruit 37,500 qualified female teachers (or 7.5per cent of the new teachers promised by federal government) annually

		Implement school feeding programme
		Reactivate the initiative on the out-of-school boy-child syndrome in the South-East and South-South geopolitical zones, which was inexplicably abandoned in 2014
2.Basic Education	Net enrolment ratio is increased to 100per cent (engagement to Universal Education 2015)	All (100per cent) children of primary school age (girls as well as boys) will be enrolled in primary school or its equivalent.
		Completion rate is improved by 30per cent to an overall rate exceeding 90per cent of those in schools
		50per cent increase in the number of children with disabilities mainstreamed into primary school
		Transition rate from primary to junior secondary school to reach 90per cent.
		80per cent of children up to the age of 15 will be enrolled in school or an equivalent education programme

2013–2018. In addition, the evaluation team sought out relevant information and conducted analyses from 2020, particularly in order to document the ongoing COVID-19 pandemic and its implications for the education sector in Nigeria.

Theory of Change of Education Sector Strategic Plan 2016–2019

The ESSP 2016–2019 does not have an official Theory of Change (ToC). The heart of the plan was its identification of 10 pillars to drive the goal of the sector. In order to better understand how the Strategic Plan intends to achieve the expected results in terms of impact and outcomes, the independent evaluation team reconstructed a ToC as an entry point of the evaluation.[28] This exercise is a step in the right direction but, as UNICEF also acknowledges, the formulation of theory of change requires the participation of all relevant stakeholders who are most informed about the assumptions and their validity. Such a consultative process also develops ownership for the ToC and generates shared understanding among key implementers. Therefore, the ToC presented in this report should be taken as an exercise to aid the analysis and understanding of the evaluation questions. This did not include inputs of the stakeholders as the Strategic Plan was not designed based on results-based management principles.

The desired change envisioned in the plan is that over the four-year period of 2016 to 2019, enrolment would increase significantly towards achieving the longer-term SDG4.1 of 100 per cent completion rate by 2030, with zero children being out of school.

As Figure 1.5 indicates, the ToC builds on results-chain logic, which places impact at its highest level of result. The outcome level is divided between immediate and intermediate outcomes informed by a set of outputs. This approach has been employed as a means to facilitate the presentation of the vertical linkages between different levels of results based on a number of corresponding assumptions and risks. Close review of the Strategic Plan, however, demonstrates that the plan does not reflect these assumptions and risks. Recognition of these factors is necessary to properly inform different interventions in the basic education sector if these results are to be achieved. In addition, the evaluation team judged that certain critical assumptions must be made in order to attain the expected output envisaged in the sector plan:

- The right governance, budget, policies, and National Education Management Information System (NEMIS), information, communication and technology are available as inputs.
- In terms of demand for education, social norms and family behaviours are positive, school costs/fees are affordable and the school feeding programme is well implemented alongside other initiatives to improve the quality of teaching and learning, among others.
- To improve the completion and transition rate, it is assumed that the quality of basic and secondary

education curricula, pre-service teacher education, WASH conditions and child protection in school are improved.

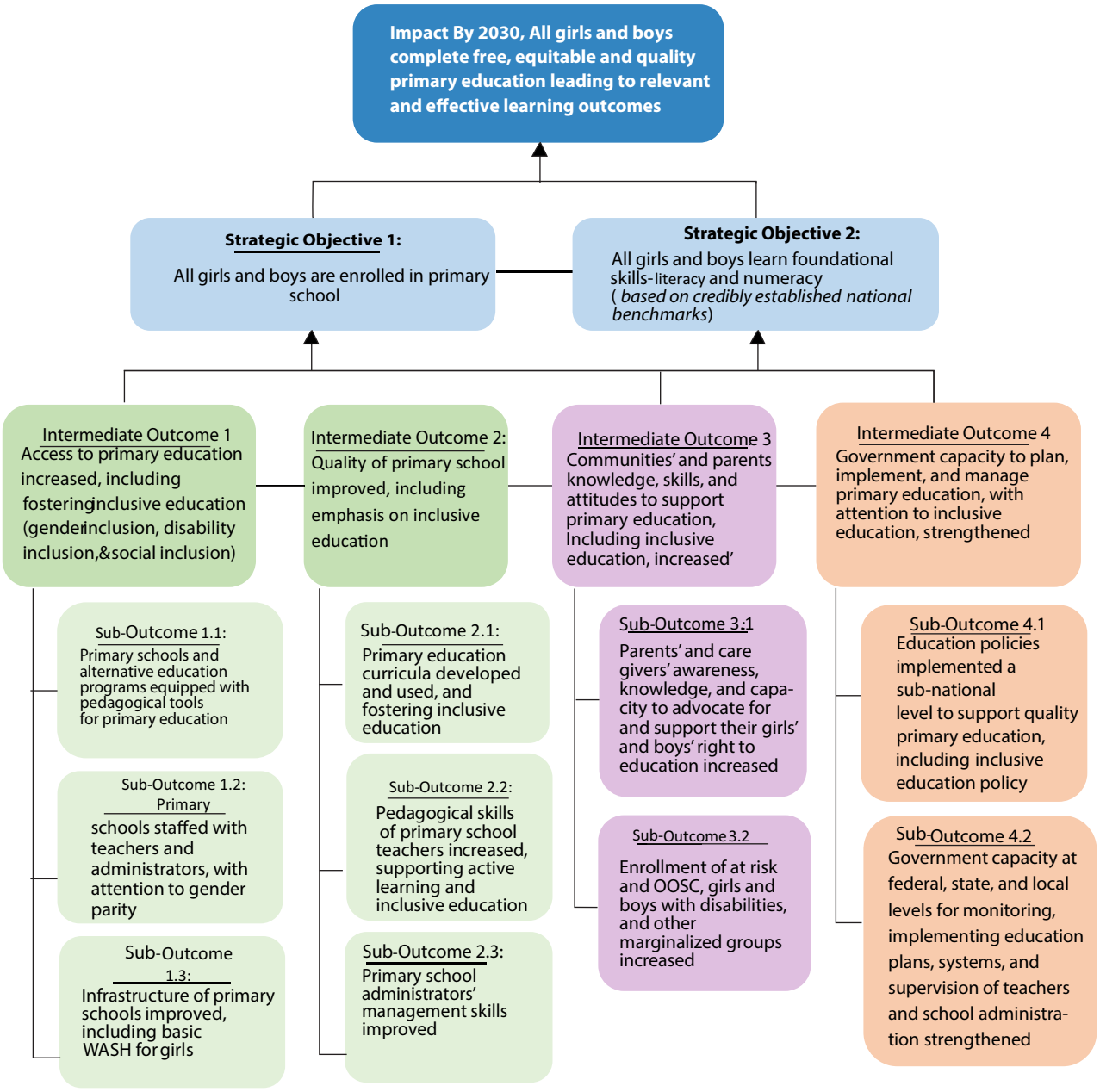
These assumptions can be clustered around the demand for education services, the supply of education services and the enabling environment.

Therefore, the ToC, describes the causal pathways through which interventions in the basic education sector produce a set of outputs, which in turn contribute to the achievement of the outcome and impact. With each transition between levels (e.g., from outputs to outcome, and from outcomes to impact) the number of stakeholders involved grows, as does the number of factors that must coalesce for visible progress. Therefore, certain assumptions are made about conducive or constraining environmental, supply and demand conditions that must hold for the transition between levels to occur as expected. This nature of ToC analysis is consistent with the practice of UNICEF in the 2014–2017[29] Strategic Plan.

However, each of these assumptions may not hold true exactly as predicted. As a result, the causal link between the outputs and the outcome could be threatened, either entirely or in part, as reflected in underperformance in a subset of indicators. Therefore, it is important to understand the key risks to each assumption. However, no risk analysis was conducted for the Strategic Plan of 2016–2019. The relevant assumptions and risks are always an integral part of a ToC.

Future education planning in Nigeria should start with the design of a theory of change so that it can fully understand what assumptions and risks need to be addressed through its interventions if the desired change is to be achieved

Figure 1.5: Theory of Change (ToC) of the Education Sector Strategic Plan 2016 -2019, with focus on SDG4.1 on out-of-school children and basic education, reconstructed by the evaluation team for the purpose of the evaluation



and accounted for. While a ToC should be included as part of a results-based strategic plan, it should not be taken as a static document, but one that may be reviewed, adapted and revised to reflect ongoing and emergent challenges, considerations and priorities.

Finally, the evaluation team notes that the ToC developed here represents but one of the 10 pillars within the ESSP. Further deliberation is necessary to elaborate and visualize the connectedness between the 10 pillars that undergird the ESSP, as well as to lay out critical assumptions that will guide interventions.

Expected Results of the Education Sector Strategic Plan 2016–2019

In the absence of a results-based planning approach, the ESSP 2016–2019 (FMOE, 2016)contains several tables of action plans built around the 10 pillars, using the activity-based approach for planning, which describes the activities required to achieve a set of objectives. The plan does indicate that "the ten pillars are the core strategic and measurable goals that need to be attained. And for each of the pillars, there are clear and well-defined objectives together with the strategies to be employed in achieving them" (p. 2). A comprehensive table in Annex E maps out how the three outcome areas come together with strategic objectives and outcomes statements. The plan makes reference to expected results to be achieved at the end of the plan period in 2019. There are also multiple references to a results framework, including the following quote from the MSP:

The Framework remains a work in progress as the baselines, annual and final year targets for the outcome-level indicators are yet to be established. Data from across the sector will have to be collected to inform the process. However, the basis for a strong performance management system has hereby been established along with this plan (FMOE, 2016).

However, a systematic results measurement framework matrix with clearly defined, impact, outcomes, indicators, baseline and milestones is absent from the plan. The evaluation team inquired with government officials about an updated matrix without success, indicating that this framework never came to fruition. There is no record that the results framework was further developed, and neither was any documentation to show how the plan's targets were achieved annually. Table 3 provides a summary of the expected results, which are mixture of outputs and outcomes. Within the effectiveness section below, the evaluation team provides further analysis of the extent to which these expected results have been achieved.

1.7 Evaluation questions

Four high-level key questions provided framing for more specific evaluation questions. They are:

- Is the MSP (Ministerial Strategic Plan) content clear and relevant and in coherence with SDG4?
- Was the policy implemented as intended and did it facilitate the equity and 'leave no one behind' principles of SDG? If not, why not?
- What progress has been made towards SDG4 in Nigeria?
- Did the policy produce the intended outcomes and impact?

The key questions provided a framework for the evaluation questions (EQs) that guided the process. The EQs are the product of an iterative process that involved multiple stakeholders, including participants in the December 2019 inception workshop. As Table 4 indicates, OECD Development Assistance Cooperation (DAC) criteria as well as SDG principles provide an analytical structure for questions.

Table 1.4: Evaluation criteria and evaluation questions

Key question	Evaluation criteria	Evaluation questions
KQ1: Is the MSP content clear and relevant and in coherence with SDG4?	Relevance	R1: What is the relationship between SDG4 and other related SDGs? R2: To what extent were the barriers (and their causes) to achieving SDG4 identified and addressed in the strategy priorities?
	Coherence	C1: Are overall Education Sector policies and strategies in coherence with SDG4 well mainstreamed into ESSP 2016–2019?
KQ2: Was the policy implemented as intended?	Efficiency	Effici1: To what extent has the MSP (2016–2019) been efficiently implemented? Effici2: What is the cost-effectiveness of interventions?
	Effectiveness	Effect1: To what extent have the outcomes of the MSP been achieved? Effect2: What are the funding sources available to implement the plan?
KQ3: Did the policy produce the intended outcomes and impact? KQ4: What progress has been made towards SDG4 in Nigeria?	Impact	Imp1: To what extent has the MSP contributed to observed changes in education access, completion, equity and quality in Nigeria? Imp2: How and why? What are the drivers? Imp3: To what extent did the following flagship policies and programmes of the education sector achieve the overall expected results? (For example: Home-Grown School Feeding Programme, Social Cash Assistance to poorest families). Imp4: What are the main driving factors of increased completion rates at the primary school level during the 2011–2013 period? Imp5: What are the driving factors of decreased primary school completion rates in the 2013–2018 period? Imp6: How has COVID-19 impacted the education system, particularly in terms of access to education, retention and completion?
KQ4: What progress has been made towards SDG4 in Nigeria?	Human Rights & 'leave no one behind', equity and universality	HR1: To what extent did the programme target the poorest and help reduce inequalities between the wealthier groups and the poorest groups?
Cross-cutting	Sustainability	Sus1: To what extent can any observed changes be maintained?
Cross-cutting	Gender Equality	GE1: To what extent did the Education Sector Strategic Plan and flagship programmes incorporate considerations of gender equality and the empowerment of women and girls into the design, implementation and monitoring of interventions?

Evaluation Methodology

Chapter **2**

The SDG4 evaluation followed two main approaches: a realist evaluation approach and systems thinking. The realist evaluation approach guided the pursuit of evidence of what is working, for whom, and under what conditions within the education sector at national and subnational levels. The evaluation team assumed interventions are based on theories, even if emergent, but understood that interventions are also flexible to change and are part of a social reality that influences implementation and stakeholder response. Application of a systems-thinking approach allowed the evaluation team to go beyond the education sector and assess linkages between SDG4 (education) and other related SDGs (i.e., SDG1-poverty and SDG3-health) as well as the dimensions of equity, gender and human rights in relation to the attainment of SDG4 targets in Nigeria.

The evaluation team used multiple analytical techniques and a combination of qualitative and quantitative data from multiple sources in order to triangulate information to answer the evaluation questions (see Table 2.1). The process followed a mixed-methods convergent design in which data from both analytical streams are collected simultaneously. During the analysis phase, we sought to use qualitative data to extend and provide nuance to quantitative data where applicable, and explored points of divergence between data collected when relevant.

The evaluation questions required policy content evaluation, implementation evaluation and impact evaluation strategies. While there are many similarities, there are important differences between a programme evaluation and a policy evaluation. A policy evaluation demands systemic analysis and does not have the clear boundaries present in programme evaluations. The evaluation of national policies allows for no control group as all citizens receive "the intervention" and therefore experimental and quasi-experimental methods are ruled out. Policy interventions have a greater focus on administrative data and usually involve significantly more stakeholders.

The conceptual framework (Figure 2.1) for the evaluation follows the stages of policy development.

Annex A provides an evaluation matrix that lays out the key evaluation questions, DAC criteria, indicators, analytical techniques and data sources for each evaluation question in detail. In a more summarized fashion, Table 2.1 indicates the data sources that informed this study and the type of analysis performed. In addition to policy analysis, data collection involved interviews with key stakeholders as well as a school-level survey in six case-study states: Enugu, Kaduna, Kano, Katsina, Kwara and Zamfara. Various federal-level government officials and development partners also participated in interviews. Analyses draw from secondary documents, primary interviews, and survey and learning assessment data. Subsequent sub-sections provide an overview of analysis methods used to inform preliminary findings. A further section presents an overview of the qualitative and quantitative samples.

2.1 Overview of sample

Two main sources of primary data informed findings. The first was the school-level survey conducted within

Figure 2.1: Policy Development Phases and Corresponding Evaluation Types

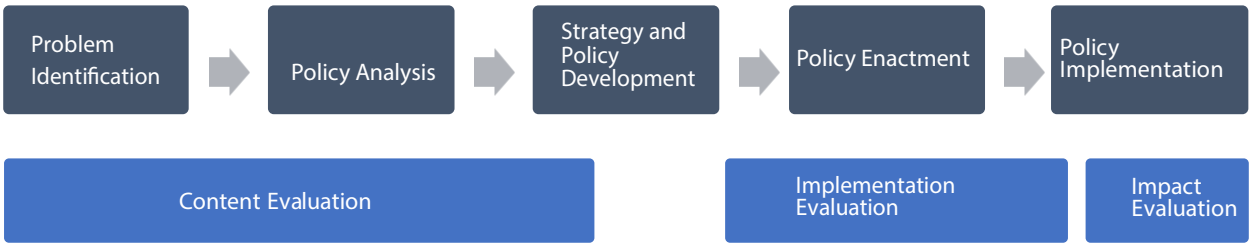


Table *2.1*: Summary of data sources and related analysis

Source	Type of analysis
Government policies	Policy content analysis
Government financial and allocation data	Education financing analysis; Cost-effectiveness analysis
Interviews (41 in total)	Thematic analysis
UN documents, government documents, development partner documents, academic reports, etc.	Thematic analysis
Primary learner assessment data, surveys (sample of 5,159 pupils)	Descriptive analysis, trend analysis, multivariate regression analysis
Head teacher questionnaires and schoolgrounds observation (Sample of 479 head teachers)	Descriptive analysis, trend analysis, multivariate regression analysis
Secondary quantitative data (EMIS, MICS, NDHS, NEDS)	Descriptive analysis, trend analysis, causal multivariate regression analysis

six case-study states. In total, 5,159 pupils and 479 head teachers participated in the evaluation, representing 480 primary schools. The second concerned stakeholders who participated in key informant interviews (41 KIIs).

School survey in comparative case-study states

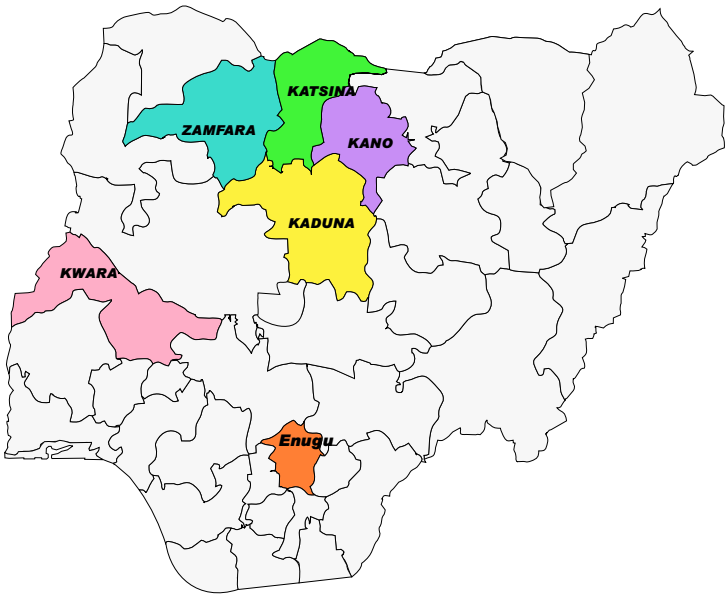
The evaluation design includes a comparative case study of six states purposively sampled. Selecting six states allowed for comparisons of pairs of states that fall into three categories: "low," "high" and "transitioning" in terms of their performance in achieving the global agenda of SDG4.1. Designations were made according to states' primary education completion rates according to the 2016–2017 Multiple Indicator Cluster Survey (MICS). In addition, the government of Nigeria's SDGs Evaluation Technical Committee considered additional criteria in the final deliberation in selecting the six case-study states. In choosing among Nigeria's 36 states, eight emerged as fulfilling the necessary criterion of having learning outcome data available for the 2014–2015 time period (immediately prior to the MSP). A next step identified six states according to completion rate data. For the purposes of this evaluation, "low-performing" cases were interpreted as states with completion rates that are below the national average (63 per cent). "High-performing" states were interpreted as states with completion rates above the national average. "Transitioning" states were those states with completion rates near the national average. Table 2.2 provides further information about the final states selected: Kwara, Kaduna, Katsina, Enugu, Kano and Zamfara. The table also indicates the region in which the state is located. Figure 2.2 below shows the location of the six case-study states in Nigeria. (Annex B includes a map of Nigeria with states and regions.)

As indicated above, having learning outcome data was a key criterion for selection of the case-study states. Table 2.3 identifies the studies that served as an initial time point for analysis, a baseline if you will, for comparison with SDG4 evaluation findings. It was acknowledged during the December 2019 inception workshop that two of these states (Katsina and Zamfara) use non-representative data; however, it was decided then that having a purposive sample of states performing quite differently

Table 2.2: Parameters of selection of states for comparative analysis

Case type	State selected	Region	Completion rate (MICS 2016–2017)	Difference between completion rate and national average
High-performing	Kwara	North Central	95.2	+32.2
	Kaduna	North West	79.0	+16
Transitioning	Katsina	North West	65.5	+2.5
	Enugu	South East	65.4	+2.4
Low-performing	Kano	North West	56.9	-6.1
	Zamfara	North West	47.9	-15.1

Figure 2.2 : Map of Nigeria showing the six case-study states



in terms of completion was more important than state representativeness.

Through collaboration with the FMOE, the evaluation team was able to obtain data sets for the pupil assessments for ESSPIN and GEP3 studies through OPM. Unfortunately, due to staff turnover, it was not possible to obtain the TDP data set. Schools in Katsina had participated in the GEP3 evaluation as well, so it was possible to compare outcomes in that state with that 'baseline' level.

Details of school-level survey sample

The school-level survey targeted 80 schools per state, for a total of 480 schools. The evaluation team sought to understand pupils' learning competencies in literacy and numeracy at the end of Grade 2 (P2) and Grade 4 (P4). Due to the disruption in two successive academic years caused by COVID-19-related school closures, pupils had been promoted to the next grade at the time of field data collection for this evaluation. The school survey thus targeted Grade 3 (P3) and Grade 5 (P5) pupils as proxies for end-of-year Grade 2 and Grade 4 pupils. At the school level, data collectors implemented a head teacher questionnaire, learning assessments (literacy and numeracy) to six pupils (three girls/three boys) from Grade 3 and six pupils (three girls/three boys) from Grade 5 and pupil contextual questionnaires for those same pupils. Data collectors also obtained enrolment and teacher attendance data from head teachers and conducted a schoolgrounds observation. In total, the survey reached 5,159 pupils and 479 head

Table 2.3:States and baseline learning data sources

State	Baseline learning data sources
Kwara	ESSPIN 2015 Composite Survey
Kaduna	ESSPIN 2015 Composite Survey
Katsina	TDP evaluation 2014 (not available); GEP3 evaluation 2015 was used instead
Enugu	ESSPIN 2015 Composite Survey
Kano	ESSPIN 2015 Composite Survey
Zamfara	GEP3 evaluation 2015

Table *2.4*: Survey sample by state

State	Schools	P3 Assessments (proxy for end-of-year P2)			P5 Assessments (proxy for end-of-year P4)			Head Teacher Inter-views		
		Male	**Female**	**Total**	**Male**	**Female**	**Total**	**Male**	**Female**	**Total**
Enugu	80	230	237	467	232	233	465	17	63	80
Kaduna	80	0*	0*	0*	246	227	473	46	34	80
Kano	80	241	237	478	233	246	479	72	8	80
Katsina	80	230	249	479	231	247	478	71	8	79
Kwara	80	224	229	453	236	222	458	33	47	80
Zamfara	80	247	218	465	237	227	464	77	3	80
Total	**480**	1172	1170	**2342**	1415	1402	**2817**	316	163	**479**

teachers. Table 2.4 gives a breakdown of the sample by state. The next section provides additional information about school and participant selection.

Sampling frames

Since the target units of the populations are nested within a hierarchical structure, the evaluation selected units using a sampling frame by stage using a three-stage stratified cluster sample design. Schools represented the first stage and classes represented the second stage, while pupils within selected classes comprised the last stage.

First stage sampling units: Schools

Through collaboration with the FMOE and SMOEs, the evaluation team obtained school lists from each of the six case-study states, which included information about a) the type of school, b) the degree of urbanization, and c) measure of size (MOS) of a school (pupil enrolment). The team also obtained a school list outlining who had participated in previous ESSPIN and GEP3 studies in each of the targeted states. At first, sample schools were randomly selected from the list of previous schools. For states where sample size was lower than the target sample of 80 schools by state, additional schools were selected using the school population list obtained from the SMOEs. For this random selection, MOS was useful for drawing a probability proportionate to size (PPS) sample of schools. To avoid sample size losses, the evaluation team drew a sample of replacement schools also through random selection. As described below, a total of 29 replacement schools were required for this study.

Second stage sampling units: Classes

Sampling at the class level took place while in the field. If there was more than one class in each target grade, enumerators randomly selected one class in each target grade to participate in data collection. Random selection was not necessary in schools where there was only one class within the target grade.

Third stage sampling units: Pupils and head teachers

Upon arrival at a school, data collectors selected a total of 12 pupils (P3: three boys and three girls; P5: three boys and three girls) to participate in the evaluation. They also

identified the head teacher or, as necessary, the assistant head teacher in case of absence. A random sampling technique was used to select pupils in each of the target grades. (See Annex C for precise sampling protocol.)

Sampling precision and sample size

Decisions regarding sample size are critical as they have a direct impact on the precision of the survey estimates. A larger sample size will produce a smaller margin of error. The selected sampling frame did not produce a simple random sample, but a multi-stage cluster sample that required a much larger sample of pupils to achieve the same level of precision than a simple random sample. Because pupils from the same schools tend to be more like each other than like other pupils in the population, sampling a cluster sample of pupils will yield less information per pupil than a random sample of pupils drawn from all pupils in the population. Intraclass correlation (ICC) is the statistic used to indicate how much pupils in a group are similar on an outcome measure. ICC is then used to adjust the clustering effect when planning sample size.
The following formula provided the effective sample size for the cluster sample:

a=(NC*CS)/((1+(CS-1)*ICC))

Where NC is the number of clusters (schools), CS is the cluster size (the number of pupils per school) and ICC is the intraclass correlation. Using the computed effective sample size, the evaluation team was then able to compute the expected margin of error of the estimates using the following formula:
ME=2* ((50*(100-50))/((a-1)))

The value of 50 in this formula indicates that the proportion used to estimate the margin of error is 50 per cent, which represents the proportion that will require the largest sample size to achieve the value of the margin of error. In other words, with a similar sample size, any proportion below 50 per cent will produce a smaller margin of error. This means that the computed level of precision is the largest margin of error that will be observed once the data are collected.

Key informant interviews

In terms of qualitative data, the evaluation team conducted 41 interviewees with 67 participants (23 women, 44 men). Participants represented multiple stakeholder groups including both federal and state-level education officials, non-state actors (i.e., CSOs), development partners and the OSSAP-SDGs as well as the SDG Evaluation Technical Working Group. Table 2.5 provides the breakdown of respondents.

2.2 Instruments

In line with the evaluation methodology, the evaluation team employed a variety of quantitative and qualitative instruments. Table 2.6 gives an overview of the tools central to the SDG4 evaluation.

Qualitative tools consisted of key informant interview guides as no focus group discussions were conducted as part of this evaluation. KII guides were semi-structured in nature and were tailored to the stakeholder group and mapped to the evaluation questions.

The development of the school-based survey tools required particular attention. Because the independent evaluation sought to make comparisons with previous studies determined to constitute a baseline for each case-study state, the evaluation team constructed the SDG4 evaluation tools using question items from those studies (see Table 2.1 for more details). In doing so, the evaluation team attended to competencies central to literacy and numeracy as well as keeping in mind the length of the tool and time it would require for each assessment given the age of the pupils, the length of the data collection period, and the number of data collectors to be engaged by the local data collection firm. Recommendations within the original inception report developed by OPM in 2019 also informed items selected. The objectives of the baseline studies differed, however, from the SDG4 evaluation as the 'baseline' studies were part of ongoing project work. The evaluation team determined that shorter instruments were appropriate for the SDG4 evaluation framework and questions and it was necessary to keep tools under 40 minutes per child. For this reason, too, separate pupils sat for the literacy and numeracy assessments. All tools were in English, per the ToR, though enumerators provided instructions in appropriate national languages to ensure understanding of the tasks at hand.

Data collection

Prior to school-based data collection, enumerator training took place in Kano State for five days from 8–12 February 2021. A total of 54 data collectors comprising 35 females

Table 2.5: Overview of qualitative sample

Stakeholder type	Female	Male	Total
Development partners	7	3	10
Federal-level education officials	2	4	6
Non-state actors	3	10	13
OSSAP-SDGs/Presidency officials	0	1	1
SDG Evaluation Technical Working Group Members		1	1
State-level education officials	13	23	36
Grand Total	25	42	67

Table 2.6: Overview of SDG4 evaluation tools

Component	Tool
School-based survey	Head teacher questionnaires including school grounds observation
	Grade 3 and 5 pupil questionnaires (end-of-Grade-2 and end-of-Grade-4 level instruments)
	Grade 3 and 5 numeracy assessments (end-of-Grade-2 and end-of-Grade-4 level instruments)
	Grade 3 and 5 literacy assessments (end-of-Grade-2 and end-of-Grade-4 level instruments)
SUBEB/State MOE tools	School-closures record form
	State cost-effectiveness data form
Key informant interview guides	SDG4 Working Group
	FMOE
	State education officials
	State education officials (gender focus)
	Development partners
	Federal CSOs
	State CSOs

and 19 males were trained (including one extra data collector in each state to provide a back-up in the event of any unavoidable personnel attrition). Training covered an introduction to the project and to data collection tools and methods, practical application among trainees, field practice, debriefing and quiz sessions, constructive feedback and logistics. Training also allowed data collectors to become familiar with SurveyCTO, the application used to collect data in schools.

The evaluation team implemented COVID-19 prevention measures for the duration of the training. During training sessions, trainees and trainers were required to wear face masks at all times and a handwashing station was placed outside the training venue. During school-based practical exercises, enumerators were required to practise implementing the COVID-19 protocol that they would follow during data collection. School-level data collection began on 18 February and continued through March 15, lasting four weeks. Data collectors were expected to upload data daily to the server as internet connectivity allowed. Enumerators continued to practise COVID-19 protocols throughout in-person data collection.

As mentioned, qualitative and quantitative data collection occurred simultaneously. For the qualitative data collection, the evaluation team began key informant interviews (KIIs) with critical stakeholders on 9 February and continued until 7 April. The National Evaluator led the KII process with the support of two in-country research assistants. All KIIs within the states and with government and CSO officials took place in person while interviews with development partners were conducted remotely. The Team Leader and National Evaluator conducted

these interviews. In addition to taking notes, evaluators recorded interviews, which they later uploaded to Trint, a subscription-based transcription service. Evaluators then reviewed and corrected the interview transcripts. The evaluation team then carefully reviewed and refined transcripts.

Quantitative analysis

Two main quantitative analysis strategies guided data analysis efforts: 1) descriptive analysis of key indicators and 2) multivariate regression analysis. The evaluation team used statistical software (Stata 17) to run analyses.
Descriptive analysis: The first phase of the quantitative analysis was descriptive in nature and provided information on the status of key indicators at the national and state levels.

Multivariate regression analysis: Where relevant, the evaluation team employed multivariate ordinary least square (OLS) regression in order to better understand findings relevant to inequality and to describe differences between states in relation to SDG4.1 in Access and Quality of Basic Education. Multivariate OLS regression is a method used to measure the degree to which more than one independent variable (predictors) and more than one dependent variable (responses) are linearly related. By modelling, we try to predict the value of the outcome (Y) based on values of a set of predictor variables (Xi). Multivariate OLS regression analysis does not attribute change in the value of the dependent variable to the independent variables, but rather describes the association between multiple factors. The regression analysis formula is as follows.

$$Y = b_0 + b_1 X_1 + b_2 X_2 \ldots b_i X_i + e$$

Y is the predicted value on the outcome and is the regression coefficient for each predictor (x). The regression coefficient represents the expected change on the outcome for a change of one unit in the predictor variable.

Education financing and cost-effectiveness analysis

The evaluation took two approaches to examining the financial health of Nigeria's approach to basic education. The evaluation assessed the level of education financing in Nigeria based on public expenditures for education sector at the national level and in six case study comparison states. In addition, the cost-effectiveness analysis focused on unit-level data on the inputs (disbursed funds per child, if available), process, outputs (based on implementation status reports), outcomes (access, OOSC and completion) and impact (learning assessment outcomes) of the MSP.

Qualitative analysis

Qualitative data analysis included policy process development analysis, document review, and thematic coding of interview transcripts.

Policy process development analysis

The evaluation team carefully reviewed policy documents as well as qualitative interview data collected at the federal and state levels. The evaluation sought to assess/appreciate the adequacy and relevance of existing policies in their effectiveness to ensure universal access by children to quality education without discrimination of socioeconomic status, gender, geographic location, etc., as experienced by children, caregivers and a range of stakeholders at the national and international levels.

A strategic review of key documents reviewed as part of the secondary data analysis deliverable provides additional contextualization and triangulation for findings that emerge from quantitative analysis of the MICS and DHS data sets. Documents include both quantitative and qualitative studies as well as policy documents.

Document and evidence review

The evaluation team conducted a literature review on the conceptual and empirical evidence regarding the relationship between SDG4 and other related SDGs. The evaluation team identified key words in order to produce a compilation of both academic and grey literature relevant to evaluation questions. Document review focused also on the evaluation questions that examine change within the basic education sector and drivers and barriers to that change. The evaluation team used an analytical matrix to organize findings from the literature review.

Analysis of interview data

The evaluation team used semi-structured interview protocols to guide interviews with key education stakeholders at the state and federal levels. Instruments began with requesting information on the informant's role and previous roles in order to ascertain early in the interview where the participant's input would be most valuable to

the evaluation. Evaluators then tailored the exchange to elicit responses corresponding to evaluation questions. The team recorded interviews and once the interviews were transcribed the team used NVivo, a qualitative data analysis software, to perform thematic coding aligning with the evaluation questions and objectives.

Evaluation team

The evaluation team was composed of four key individuals, with regular technical support from both Dr MaryFaith Mount-Cors of EdIntersect and Mr Juan Carlos Alegre of Alegre Associates. While the core team structure was horizontal and team members worked together throughout the entire evaluation process, the roles of the team members were slightly differentiated. Dr Karla Giuliano Sarr served as Team Leader for the evaluation. She assumed responsibility for the coordination of the evaluation activities and led the qualitative data collection and analysis, mixed-methods analysis, report-writing and dissemination. Dr Adeboye Adeyemo, National Evaluator, a senior consultant in Nigeria, played an invaluable role in leading evaluation activities from Nigeria when other team members could not travel due to COVID-19 restrictions. Dr Adeyemo conducted key informant interviews, policy analysis and financial and cost-effectiveness analyses. Ms. Alice Michelazzi, Education Advisor, led the development of school-level survey tools, including the adaptation of pupil assessment tools, training of data collectors and oversight of the school survey data collection process. Dr Michel Rousseau, Education Advisor and seasoned statistician, provided expertise on quantitative study design, and led primary and secondary quantitative data analysis. All team members provided inputs for the report. Hanovia Limited, a data collection firm based in Nigeria, conducted the school-based survey implementation.

Ethical approach

EdIntersect and Alegre Associates submitted the evaluation protocol to the National Health Research Ethics Committee of Nigeria in accordance with best practice and in order to demonstrate adherence to ethical norms for the participation of human subjects. The committee determined that the evaluation met the criteria for exemption, according to the National Code for Health Research Ethics, and the study received approval as exempt from NHREC oversight on 21 January 2021. Despite this, throughout the data collection process the evaluation team ensured informed consent and assent from all school-level as well as key informant interview participants as well as appropriate storage of data and maintaining confidentiality. Efforts complied with all UNICEF norms and guidelines for evaluation and protection and safeguarding of children.

Limitations

Several factors constituted limitations and challenges for this evaluation of Nigeria's pursuit of SDG4 and relate to three main categories: 1) methodological or research limitations, 2) COVID-19 restrictions, and 3) security challenges.

Methodological or research limitations: By design, the scope of the evaluation is quite broad and many entities and variables interact within the education sector, making it challenging to absolutely isolate the effectiveness and the impact of Nigeria's MSP. The sample also could not accommodate very small schools, including those serving largely nomadic communities. In total, 11 schools originally selected needed to be replaced because they did not have both a Grade 3 and a Grade 5 class.

The evaluation also builds upon the work of previous studies (OPM's ESSPIN and GEP3 studies). The evaluation team communicated with OPM in order to promote more consistent usage of tools throughout the process. The original OPM tools were designed to measure project performance but not necessarily to measure pupils' reading and numeracy against a minimum standard. Similarly, due to staff turnover and the long-term nature of the scope of this study, some individuals with greater historical knowledge were not available for interview. As will be explained further below, some data were not collected during baseline studies that resulted in SDG4 evaluation analyses not being able to present a full picture of change over time in learning competencies.

In regard to financial data, a major limitation to this evaluation was the inability to source the data from a central source. Multiple actors fund basic education, cutting across federal, state and local governments and there is no central repository for financial information. A lack of data forthcoming to the evaluation team limited the analysis of financial data, which would be required for a more comprehensive cost-effectiveness analysis in the six states included in the study.

COVID-19 restrictions: Out of concerns for safety and health, international evaluation team members were not able to travel to Nigeria at critical points within the process as planned; namely, to train data collectors and to conduct key informant interviews. As a result, team configuration and the means of conducting the study shifted while work was ongoing. International team members provided remote support during training and participated in interviews as possible using remote means. The expertise of Nigeria-based team members magnified in importance as a result and maintained evaluation rigour as originally intended in spite of the pandemic. In addition, COVID-19 school closures and other lockdowns have greatly affected the Nigerian context, and schools and children's lives, in particular. Notably, the evaluation team conducted assessments with Grade 3 and Grade 5 pupils as proxies for end-of-year Grade 2 and 4 pupils. Also, only Grade 5 pupils were able to be assessed in Kaduna State due to ongoing school closures for younger grades. The addition of the sixth impact question focusing on the impact of COVID-19 attempts to further clarify limitations.

Security challenges: Prior to and during field data collection, there were kidnapping incidents and reports of banditry across Katsina, Kaduna and Zamfara States. This made it impossible to survey schools within the affected communities. The evaluation team took great care and relied extensively on the local data collection firm's expertise to exclude schools from the sample as needed out of safety concerns. In total, 28 schools required replacement for security reasons.

Evaluation Findings and Analysis

Chapter 3

This chapter presents the findings and analysis of the 16 evaluation questions that guided the SDG4 evaluation. Findings rely upon both primary and secondary data and, in particular, draw from the school-based survey, key informant interviews, financial data and review of key documents. As appropriate, we have merged discussion of findings for some questions due to their interrelatedness. We have also categorized the strength of the evidence that informs the response for each evaluation question. Table 3.1 describes the ratings used to establish the strength of the evidence. (See Annex D for a full overview of evidence ratings for all questions.)

Table 3.1: Evidence rating category descriptions

Evidence Rating	Descriptor
Strong	Strong evidence is characterized by having definitive sources of information that corroborate it, including an independent assessment that meets established quality criteria for the data collected. Evidence includes convincing and rigorous source outside of present study. It is clear and definitive on perspectives and positions gathered from key stakeholders.
Medium	Medium evidence is characterized by having corroborative sources of evidence, including triangulation of interviews and survey data collected systematically with documented evidence. It is typified by having more range and difference in the perspectives and positions gathered from key stakeholders. Some external evidence exists on this topic that supports claims from present study.
Weak	Weak evidence is characterized by having limited sources of evidence which are subjective (i.e., only small number of interviews/survey data). There is little substantive clarity on perspective and positions gathered from key stakeholders. There is no evidence of other studies that support findings.

3.1 Relevance of Education Sector Strategic Plan

Overall Finding: The ESSP 2016–2019 is highly relevant in linking to other SDGs and addressing barriers

Quality of the Evidence: Strong

According to the OECD, the DAC criterion of relevance addresses the "extent to which the intervention objectives and design respond to beneficiaries', global, country, and partner/institution needs, policies, and priorities, and continue to do so if circumstances change". Two questions inform the analysis of the ESSP's relevance. The first focuses on the linkages between SDGs most relevant to education while the second examines how government education policy addressed barriers to universal and equitable quality education.

Conclusion

SDG4 is interconnected with other SDGs, most notably poverty (SDG1), health (SDG3), gender equality (SDG5) and sanitation (SDG6). Intersectionality between education, gender and poverty is most present within documents reviewed while intensified awareness of the importance of good health to education has become even more prominent during the ongoing COVID-19 pandemic. Moreover, both NEDS and SDG4 evaluation school survey findings point to illness as the number one reason for children not attending school.

Overall, there are 17 SDGs that together seek to provide a "shared blueprint for peace and prosperity for people and the planet" (United Nations, n.d). Inherent within the SDGs is the assertion that the goals are interconnected and need simultaneous address in order for efforts to be meaningful and effective. The response to this question

SUMMARY CONCLUSIONS (Relevance)

SDG4 is interconnected with other SDGs, most notably poverty (SDG1), health (SDG3), gender equality (SDG5) and sanitation (SDG6). Intersectionality between education, gender and poverty is most present within documents reviewed while intensified awareness of the importance of good health to education has become even more prominent during the ongoing COVID-19 pandemic. Moreover, both NEDS and SDG4 evaluation school survey findings point to illness as the number one reason for children not attending school.

The federal government recognizes key barriers to achieving SDG4 and addresses them within its strategy priorities. All states also show evidence of initiatives aimed at addressing barriers, improving school enrolment and fostering improved quality. Poverty, insecurity and inadequate political will are the most concerning barriers. The government addresses these barriers through strategies aimed at promoting community engagement, addressing sociocultural barriers, developing state-level basic education strategies and collaborating with development partners. In addition, the evaluation found education financing to be lower than in other African countries and that transparency about budgeting and spending is very poor. Findings also indicate that coordination around budget allocation, release and spending is lacking. These weaknesses also constitute major barriers for the system.

R1: What is the relationship between SDG4 and other related SDGs?		
Evaluation question (Relevance)	Likely strength of evidence	Data sources
What is the relationship between SDG4 and other related SDGs?	Strong	Literature review, MICS, NDHS, KIIs

specifically investigates the relationship between SDG4 and other related SDGs including SDG5 Gender Equality within the context of Nigeria, first through policy documents and then through an analysis of secondary data from the education sector.

Nigerian policy

The Government of Nigeria recognizes that a holistic approach is required to meet the needs of its citizens. An illustration of this holistic approach is evident in the description of Nigeria's Social Investment programmes. The National Cash Transfer Programme, for instance, is an economic program that addresses poverty (SDG1) while it also has as its objectives to address health and nutrition services (SDG3), school enrolment and attendance (SDG4), SDG5 (Gender Equality) and sanitation (SDG6). Table 3.4 demonstrates how interdependent the goals are and how schools offer an arena for addressing other goals (like hunger through school feeding, and health and well-being through school-level provision of health insurance). At the same time, external factors related to the goals also have repercussions for the school environment. For instance, gender norms and beliefs about girls' right to education affects girls' enrolment and persistence in school. The World Food Program (WFP) 2020 State of School Feeding report also makes the case that school feeding programmes foster social cohesion and peace. The report argues that school feeding programmes "can become an essential safeguard by contributing to a sense of normalcy and educational continuation" (WFP, 2020, p. 14). Similarly, a family in a dire economic situation may be less able to afford the real and/or opportunity cost of sending their child to school. An education team member with one of the developing partners interviewed identified interconnectivity of the SDGs as an inevitable

characteristic that education programming needs to properly address:

When you take the SGD4 all of the indicators and targets are linked. For example, the out-of-school issue should be mainstreamed to all the targets of SDG4. This question relates to social causes, economic causes, cultural causes, also. Having to develop one of the targets without looking at others may be one of the obstacles towards moving towards achievement of the SDGs. (DP Representative)

The Government of Nigeria has indicated that it prioritizes seven of these goals, including SDG4. In 2020, Nigeria completed its second Voluntary National Review (VNR), the report of which stated that the choice of the seven goals "was based on Nigeria's current development priorities and the cardinal development objectives of President Buhari's administration" (Government of Nigeria, 2021, p. 30). The seven priority goals are:

- SDG1 – No poverty
- SDG3 – Health and well-being
- SDG4 – Education
- SDG5 – Gender equality
- SDG8 – Decent work and economic growth
- SDG16 – Peace, justice and strong institutions
- SDG17 – Partnerships for the goals

At the same time, the VNR fails to present data relevant to 4.1, indicating a major data gap. This was the same for the 2017 baseline report.

Connections within secondary data

A review of secondary data from MICS and NDHS studies reinforces the findings above and provides further insights into the intersectionality between education, gender and economic power. As an illustration, the gender parity index compares the primary and secondary school attendance of girls and boys. A value greater than 1 signals that the attendance rate of girls is higher than boys while a value less than 1 signals that boys' attendance rate is higher than girls. Given this explanation, an overall national value of 0.97 in 2018 means that the attendance rate of boys is slightly higher than the attendance rate for girls. The difference is not large, however, and we may conclude that the attendance rate of girls is at 97 per cent of the attendance rate for boys. At the national level, the gender parity index shows little variation. Comparing across the six case-study states for this evaluation, we could conclude that there is not much difference between states, except for Zamfara where the gender parity index is much lower than for the other states at 0.81 followed by Kaduna State at 0.88. While some states like Enugu, Kaduna or Kwara show little variation since 2007, other states show better gender parity in 2018 than what was observed in 2007, indicating that there may be some improvement. In 2018, Enugu and Katsina had both achieved parity. A result showing gender parity may reflect more effort made by states to increase girls' primary school attendance, but the change could also reflect that boys' attendance is decreasing. As a consequence, these findings require careful interpretation. A later evaluation question focusing specifically on gender equity will provide additional exploration.

In addition to gender, secondary data analysis also reveals greater nuance concerning socioeconomic status. Analysis demonstrates that the socioeconomic status of a child's family in Nigeria is also associated with the primary school attendance rate. This relationship is present at the national level as well as for each of the case-study states, again with the exception of Enugu. For these five states, the attendance race is higher for children in wealthier families than for children in poorer families. For example, survey responses indicate that only 26.4 per cent of children in the poorest quintile attended primary school at the national level while the attendance rate is at 91 per cent for families in the richest quintile. Nationally and across the six states, the attendance rate for children within the poorest families is about half the rate of children from the wealthiest families. The relationship between wealth and education is reflected internationally as well, for instance within UNESCO's Global Education Monitoring reports (for example, UNESCO, 2020).

The connection between health and education may be even more obvious, as illness or other complications for learners or their families may result in absence from school. The COVID-19 pandemic has also made schools' roles as mass gathering venues and possible spreaders of disease even more apparent. At the same time, schools also play a critical role in providing information about illness and preventative practices to pupils, school staff and families. The pandemic also has made clear the connection between health and the economy (WFP, 2020). This evaluation report later addresses how health (SDG3) and education are related in Evaluation Question (Impact) 6, as it will address the effects of the COVID-19 pandemic on the education sector.

R2 To what extent were the barriers (and their causes) to achieving SDG4 identified and addressed in the strategy priorities?		
Evaluation question (Relevance)	Likely strength of evidence	Data sources
To what extent were the barriers (and their causes) to achieving SDG4 identified and addressed in the strategy priorities?	Medium	Literature review, KIIs

Conclusion

The federal government recognizes key barriers to achieving SDG4 and addresses them within its strategy priorities. All states also show evidence of initiatives aimed at addressing barriers, improving school enrolment and fostering improved quality. Poverty, insecurity and inadequate political will are the most concerning barriers. The government addresses these barriers through strategies aimed at promoting community engagement, addressing sociocultural barriers, developing state-level basic education strategies and collaborating with development partners. In addition, the evaluation found education financing to be lower than in other African countries and that transparency about budgeting and spending is very poor. Findings also indicate that coordination around budget allocation, release and spending is insufficient. These weaknesses also constitute major barriers for the system.

The response to this question relies upon policy analysis as well as data from interviews with state- and federal-level education officials and non-state actors. We first present acknowledged barriers to achieving SDG4 and then methods to address the barriers.

Barriers to achieving SDG4

Analysis of the MSP 2018–2022 shows that the strategy identified problems specific to the issue of out-of-school children and provision of basic education services. Table 12 presents these challenges side-by-side. Five barriers are common to both issues and highlighted in grey within the table:

- sociocultural barriers and beliefs that impede girls' education
- inadequate and unfriendly school environments – infrastructure, teaching and learning materials
- teacher shortage and low capacity of existing teachers
- inadequate political will and capacity to support basic education, in particular the UBE Act of 2004, including weak monitoring and data management systems and mismanagement of funds
- inadequate funding of education

in Table 3.2, blue colour indicates demand-side factors while black indicates supply-side factors. Key informant interviews overwhelmingly raised the same five issues when asked to identify the three most pressing barriers. Stakeholders placed emphasis first on inadequate funds followed by insufficiencies of qualified teachers and social norms and practices antithetical to formal education. In addition, stakeholders identified poverty and insecurity as two significant barriers that threaten SDG4.

Poverty

Although poverty figures within the MSP as a barrier to schooling for out-of-school children, the emphasis is not as strongly noted as a barrier to basic education. Discussions with state- and federal-level stakeholders made clear, however, that poverty is a significant barrier to achieving SDG4. Stakeholders generally described the opportunity cost to families and how a child attending school results in loss of revenue for the family, which may be critical to daily survival and not affordable. Children often help their parents with farming, tending livestock and petty trade. As a senior education official at the federal level pointed out:

So, even if you make education free without the enforcement of the compulsory component, they will still not send those children…because they will be losing money by sending their child to go to school. Otherwise, that child will be the one selling water, they will be the one helping them on the farm, will be looking after cattle for them… So, that contribution of the child to their very meagre economic basket will be lost if they send him to school. (Senior FMOE Official)

It is worth noting that the issue of poverty was not as strongly articulated by stakeholders in Enugu State as it was in the other five case-study states and at the federal level.

Insecurity

Similarly, over a quarter of interviews also identified insecurity as a major barrier to equitable access to quality education. Interviewees from across four of the case-study states (Enugu, Kaduna, Katsina and Kwara) mentioned insecurity as a barrier, as did three federal-level stakeholders and two representatives from developing partners. The excerpts below from an interview with a state-level CSO representative describes in detail how insecurity is affecting project interventions.

Because the plan is to reach every child, every single child and now the with insecurities, some of our hard-to-reach communities, it's difficult…Three weeks ago, I was in one of the Local Government Areas (LGAs) that is affected by the insecurities, and the Local Education Authorities are concerned that any time any construction work comes up, or any infrastructural work comes, that they need to go to one of those hard-to-reach communities. It's a problem for them because until the contractors go in and come out safely, they are not at peace. If it is maybe giving grants to the SBMCs; School Based Management Committee, it's a problem, because once the funds are released, it's possible that the SBMC chair could be abducted … it's a bit dicey and difficult because of what was going on. (State-level CSO representative)

Stakeholders further noted that insecurity has been a major concern in the North, but responses indicate that insecurity is now more geographically widespread. Stakeholders also spoke of parents losing confidence as extremist groups target schools. They noted the sensitivity of the education sector. The quote below illustrates awareness among federal government officials of the potential lasting impact that insecurity may have as well as the need to work collectively to address it.

Table 3.2: Comparison of cited barriers to access and educational quality concerning OOSC and basic education within the MSP (grey indicates commonalities)

Pillar 1) OOSC	Pillar 4) Basic Education
Longstanding patterns of discrimination in access to education (girl-child, nomadic-child, almajiri-child, displaced children)	
Negative perceptions of the importance and value of western education	
Negative perceptions and value of girls' education coupled with early marriage	Sociocultural barriers that impede female participation in basic education
	Over-emphasis on academic qualifications
Economic demand related to poverty, child labor, distance from school, limited employment opportunities	
Non-availability of schools in some communities	
Learner-unfriendly school environment	Dilapidated and inadequate classrooms, furniture, sanitary and toilet facilities Dearth of textbooks and other instructional materials Inadequate deployment of ICT in basic education delivery
Lack of provision for the education of special needs learners in basic education	
Teacher strikes, shortage of teachers and caregivers	Poor quality of teachers Inadequate number of physical education teachers in schools
Low level of political will, politicization of basic education	Lack of enforcement of the UBE Act of 2004 on enrolment and retention Mismanagement of funds meant for basic education General lack of capacity at State and LGEA levels to implement UBE Weak monitoring system at three tiers of government Lack of reliable data for planning and evaluating progress against targets
Weak school-level governance	
Poor financing of education	Inadequate funding Inability of some States to access the UBE Intervention funds
	Inadequate provision of physical education and school sports facilities and equipment Inadequate funding of physical education and school sports Poor attitude and low interest of school administrators, proprietors and parents in sports Non-adherence to criteria for establishing sports in schools Lack of deliberate programme to promote sports in schools

Of course, the issue of insecurity is something that we must address through collective means, by an integrated process that involves the community, religious leaders, the parents and the local school and government at all levels. So, if we don't address this security thing, it is the ripple effect on the other that matters … because people now will not want to send their children to school anymore and what impact it will have in the years ahead. (Senior FMOE Official)

Stakeholders also made connections between insecurity and economic instability and sexual violence.

Insufficient political will

Just over a quarter of interviews also identified weak political will as a barrier to achieving SDG4. Here, political will refers to commitment on the part of government to take the necessary steps to implement policies as intended. Political will is one of the barriers common within the MSP for both OOSC and basic education pillars. It bears additional mention here because of the importance of political will for policy implementation. The actors identifying weak political will as one of the three most significant barriers to achievement of SDG4 included four high-level federal officials as well as education officials from three of the six case-study states and CSO representatives. One respondent emphasized how Nigeria is a federal operating unit and that the FMOE can only make recommendations to the states, but it is the state education bodies, namely the SUBEB, who have the power and responsibility of implementation. Others identified weak coordination on multiple levels: between the federal government and state governments and coordination of the various partners operating within the same zone.

Policy implementation is also vulnerable to political cycles. One respondent argued that the return on investment for education is seldom readily visible during the same political term and, therefore, provides little tangible results useful in campaigning. Other stakeholders identified challenges when political appointments place people in power without the appropriate technical background in education. As an illustration, a state-level official expressed his frustration when he said,

*Those of us who are civil servants for instance may understand, but when the person –… because they are not sure of how long they will be there – wants to do all these things first whether its right or wrong and when you are talking of policy *laughs* they may even want to start changing it to suit them. (State-level Official)*

Lastly, some stakeholders argued that the appropriate allocation and release of adequate funds would demonstrate commitment to education strategy. On the other hand, a senior-level FMOE official also spoke openly about corruption and how "we are using education as a smokescreen" and how teacher salary funds and UBE funding are susceptible to diversion. A non-state actor similarly spoke about school feeding money being used for other purposes.

Measures to address barriers

Within this challenging context, findings also include measures that federal and state governments are taking to address the barriers listed above. We specify whether these measures can be categorized as demand side (family and community) or supply side (government) to further clarify.

An informal appraisal of needs (Supply side)

The first of these is recognizing how the government approached the ESSP 2016–2019 development process. A review of the plan as well as key informant interviews indicate that there was no formal situation analysis or needs assessment in the development process of the ESSP. The process of the development of the plan is well elaborated on the first page of the plan where it is mentioned that

The content of the Strategic Plan derives from six main sources – the objectives that the All Progressive Change (APC) set out to achieve in the education sector as stated in its manifesto; the campaign promises of President Muhammadu Buhari, GCFR, during the 2015 electioneering campaign; contributions from parastatals and departments of the ministry; the numerous reports, plans and documents that were produced in the past; interventions from our development partners; and our thoughts and plans. These were then synthesized and articulated into this document which will be the roadmap to guide the sector from the end of 2016 to 2019. (FMOE, 2016, p. 1).

Though there was no formal situation analysis or needs assessment conducted in the development process of ESSP 2016–2019, the ministry led the drafting of the ESSP with inputs from relevant stakeholders. A former

FMOE official took part in KIIs and had played a key role in shepherding the ESSP through its development. She explained further how with a change in administration in 2015, the new minister initiated sitting sessions with a consultative group of experts and professionals to discuss the key issues and challenges of the education sector and chart a way forward. The FMOE also initiated sessions with stakeholders including state governments, ministries of education, SUBEBs, development partners, CSO and other stakeholders countrywide.

Precise strategies to address barriers

More precisely, Table 3.2 details the various strategies indicated within the MSP to achieve SDG4. They include mass sensitization campaigns, school feeding, promotion of access to textbooks, addressing current teacher supply gaps, and expanding and strengthening the UBE Act and State counterpart funding. Qualitative data from KIIs also underline the importance of full implementation of the UBE Act and the establishment of the UBEC to provide direct funding interventions for school improvement infrastructures. Additionally, stakeholders recognized the value of other forms of funding support from the federal government to build capacity in education sector management both at the state and federal levels. Such funding comes from multilateral loans and grants from development partners. We further identify strategies below:

Community engagement (address demand-side factors): Findings highlight the prominence of community engagement strategies as ways to address barriers. Among other projects, senior FMOE officials emphasized the success of two interventions supporting SBMCs, notably UNICEF and FCDO's ESSPIN project. Stakeholders emphasized strong community engagement efforts have helped in overcoming cultural barriers and parental pushback.

Addressing sociocultural barriers (address demand-side factors): Barriers such as culture, religion, poverty, and parental negligence are common in Kano, Katsina, Zamfara, Kaduna, and, as such, strategies are incorporated to address these barriers, according to SMOE officials in these states. To address early girl child marriage, the Kano State developed a Girl Child Education Policy in 2018.[30] To address religious barriers, the four states adopted the strategy of integrating Quranic schools into conventional schools. These structures have become important mechanisms in mobilizing and sensitizing parents to allow their children, particularly girls, to enrol in schools and complete. For Enugu State, policy, strategy, and initiatives focus largely on increasing children's enrolment, retention and transition to higher levels of education; and improving school infrastructure to make them accessible to all.[31] SMOE officials explained that the challenge is to get boys to transition from junior secondary school to senior secondary school and tertiary institutions as they are often lured into less-skilled trade work or engaging in commercial activities.

Development of state-level basic education strategy (address supply-side factors): An interview with Zamfara SUBEB officials shed light not only on how the State's Education Sector Plan aligns with SDG 4.1 targets, but how the State developed a separate three-year Medium-Term Basic Education Strategy for the period 2017–2019 (a draft is in progress for 2020–2022). According to state officials, it is the only state that has developed a separate basic education sector strategy.

Administrative restructuring to support SDG4 (address supply-side factors): In Kaduna State, it emerged that the FMOE is responsible for all sectors of higher and tertiary education starting from junior secondary school, which is part of basic education, while the SUBEB is responsible only for primary school education. The state is, however, reviewing its education sector plan to make it more SDG compliant by ensuring that every child has 9 years of basic education (6 years of primary and 3 years of junior secondary school) without a break. This will resolve the challenges of transition from primary to junior secondary and also increase the number of pupils who complete 9 years of basic education. The SUBEB will be mandated to fully manage the basic education sector and the FMOE will be responsible for senior secondary school to tertiary. The change in strategy will enhance progress towards attaining SDG4.1. The new strategy was scheduled to be approved by the State Executive Council hopefully before midyear 2021, which would allow the state to be implementing a 9-3-4 education system (9 years of basic, 3 years of senior secondary and 4 years of tertiary) as opposed to the national system of 6-3-3-4 (6 years of primary, 3 years of junior secondary, 3 years of senior secondary and 4 years of tertiary). [32]

Collaboration with development partners (address both supply- and demand-side factors): One of the main tactics to address the barriers identified is partnerships and collaborations with development partners. Nearly all donor interventions in the four states have focused on addressing these barriers. Both in Katsina and Zamfara, UNICEF interventions, such as SBMC, Mother's Associations, Girl for Girl (G4G) and He for She (H4S), were singled out has having contributed largely to the completion rate observed from 2016-2018. Other donor interventions include Girls Education Programme (GEP), the World Bank Global Partnership for Education (GPE), and Better Education Service Delivery for All (BESDA), and the Quarter Foundation cash transfer programme in Zamfara (conditional and unconditional). Evidence suggests that some of the measures will be incorporated in state and national education sector strategies. As an illustration, Zamfara has incorporated some of the interventions from development partners in its Draft Basic Education Policy 2020–2022. Similarly, officials in Kwara State boasted of how they took ownership of SBMC developed initially through the ESSPIN project. These adoptions suggest some promise of sustainability.

3.2 Coherence of Education sector Strategic Plan

Overall Finding: The ESSP 2016–2019 is only partially coherent due to the absence of a ToC and results framework

Quality of the Evidence: Medium

The OECD DAC criterion of coherence addresses the compatibility of the intervention with other interventions in a country, sector or institution.[33] For the SDG4 evaluation, we focus specifically on the alignment of government education policies with the goal of ensuring access to free, equitable and quality primary education in Nigeria.

Conclusion

Policy review indicates and interviewees unanimously confirm that education sector policies and strategies both at the federal and state levels align with the SDG4.1 target particularly in the formulation of the plans. Most notable is the 2004 Compulsory, Free, Universal Basic Education (UBE) Act. Alignment is deliberate and the product of government and development partner efforts.

In order to respond to this question, we examine the ESSP as well as other key policies including the Ministerial Strategic Plan (MSP), the Universal Basic Education Act (UBE) and the strategic plans of the six case-study states. The earlier policy background section already identified several ways in which the MSP emphasizes strategies aimed at achieving SDGs. We further highlight those strategies here as well as providing a detailed table that presents the coherence between the ESSP, the Economic Recovery and Growth Plan (ERGP 2016–2019) and other relevant SDGs.

General consensus of alignment

Interviews with key stakeholders at the federal and state levels demonstrate a general consensus that the overall education sector policies and strategies align with the SDG4.1 target. All interviewees at the federal level, including FMOE officials, SMOE officials, DPs and CSO actors, indicated they believe the SDG4-supportive strategies to be well mainstreamed into federal- and state-level education sector policies and strategies. SMOE and SUBEB officials interviewed from all six states indicated

SUMMARY CONCLUSIONS (Coherence)

Policy review indicates and interviewees unanimously support that **education sector policies and strategies both at the federal and state levels align with the SDG4.1 target** particularly in the formulation of the plans. Most notable is the 2004 Compulsory, free, Universal Basic Education (UBE) Act. Alignment is deliberate and the product of government and development partner efforts.

C1: Are overall education sector policies, strategies in coherence with SDG4 well mainstreamed into ESSP 2016–2019?

Evaluation question (Coherence)	Likely strength of evidence	Data sources
Are overall education sector policies, strategies in coherence with SDG4 well mainstreamed into ESSP 2016–2019?	Medium	Literature review, KIIs

that strategies were aligned. The alignment is deliberate and the FMOE has made concerted efforts to encourage and support states in adapting their plans to mimic federal plans. A former FMOE official who played a critical role in the MSP 2016–2019 development shared how the FMOE initiated a series of meetings with state counterparts to this end:

After development of the national plan, we went to States. We had a meeting of a collection of states... Like I said, because every state has its own peculiarities so when you look at out-of-school children, the strategy developed by that particular state that has a huge number would be different from a state that does not have that as an issue. They now contextualized their own plans, not word for word what the MSP has proposed but drawing from the MSP and contextualizing it and ensuring so that their own plans will go with achieving SDG4. (Former FMOE Official).

A Zamfara official spoke of having attended these meetings, providing triangulation. Other FMOE officials similarly underlined how SMOE were expected to align their plans, including that they reflect the 10 pillars central to the federal plan. Zamfara and Kwara officials explicitly mentioned the 10 pillars. A Kano official also spoke emphatically about their efforts to align Kano's strategic plan with the MSP, as he indicated in the quote below:

Yes, it is already aligned. Like I told you earlier. There's the Ministerial Strategic Plan. And we are being informed by our mother body, that is UBEC, Universal Basic Education Commission, that whatever plan we are putting [into place] we have to align it with Ministerial Strategic Plan as well as the SDG goals. You know, the Ministerial Strategic Plan contains all this aspect of SDG, which comprises of access, equity and also in particular, the girls' education and out-of-school children… They are the priority in the Ministerial Strategic Plan that as well as the core aspect of the SDG goals. So we focus our relentless focus on those three key areas because we have access and equity and we have issue of policy and planning, as well as the issue of out-of-school children. These are the three key areas that Kano aligned its plan with the Ministerial Sector Plan. (State Education Official, Kano)

Key education sector strategies

The most obvious policy supporting access to education is UBE, which is backed by legislation (the Compulsory, Free, Universal Basic Education Act 2004). The UBE Act broadly defines basic education in Nigeria to include early childhood care and development education (ECCDE), nine years of formal schooling (six years of primary and three years of junior secondary education), adult literacy and non-formal education, skills acquisition programmes and the education of special groups, such as nomads and migrants, girls and women, almajirai (children attending Quranic schools), street children, and disabled groups.[34] State education officials as well as interviewed state-level CSO representatives reiterated that education is free and compulsory within their states. In some states, like Kwara and Kaduna state, the law goes so far as to make it a crime if a parent does not send their child to school. The UBE approach meets the expectation of 9 years of compulsory schooling as laid out in the Education 2030 Framework for Action, but falls short of providing 12 years of free, publicly funded, inclusive, equitable, quality education as recommended. In addition, evidence suggests that families incur other costs when they send their children to school, such as development levies,[35] and charges that mean that basic education is not completely free. This experience varies from state to state. We will revisit this finding below with the second evaluation question on effectiveness examining funding sources.

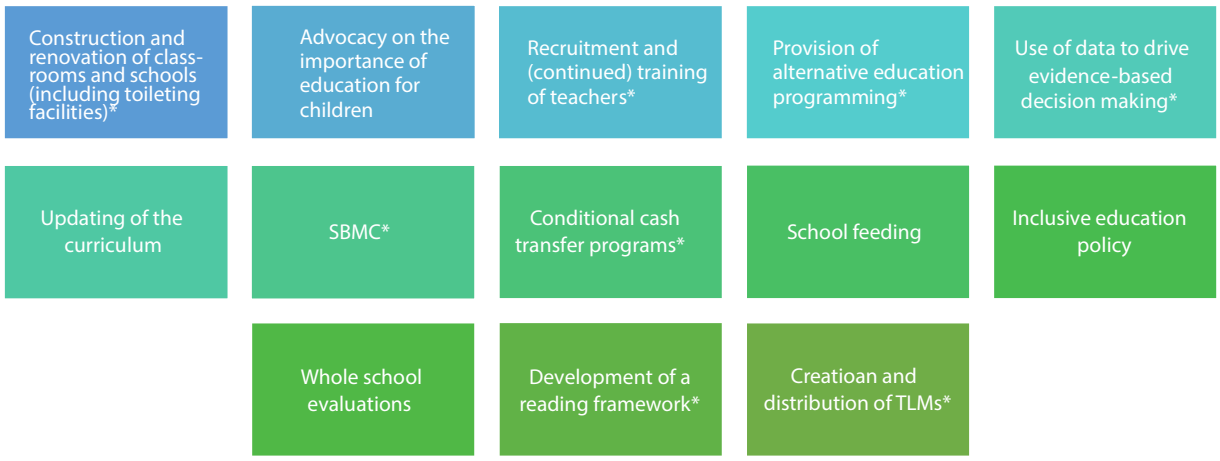
Policy analysis reveals strategies indicated within the MSP to support both a reduction in the number of out-of-school children and improvement in access and quality of basic education offerings, thereby demonstrating coherence with SDG4. Table 3.3 lays out the various strategies.

In complement to these policy-based strategies, key informant interviews shed light on additional strategies represented in Figure 8 that stakeholders see as important to improving basic education access and quality. The asterisk indicates strategies that often require the involvement of development partners. Officials in four of the six states identified SBMC as an important strategy to promote community engagement as well as to support schools. They also provide an illustration of how an initiative originally driven by development partners, in this case FCDO through the ESSPIN project, gains momentum and becomes part of a state strategy. An education official in Zamfara provided additional explanation:

Table 3.3: Strategies to address OOSC and basic education within the MSP

Pillar 1) Increase net enrolment rate in order to reduce the number of OOSC	Pillar 4) Basic Education
conduct of a National Survey on out-of-school children (OOSC); conduct of community and household mapping of OOSC in 774 LGAs to identify underserved and unreached areas; conduct of mass sensitization campaigns annually in 19 focal states in line with the National Enrolment Drive Framework to mobilize communities to increase girl-child enrolment in basic education; establishment of neighborhood schools and promotion of community schools; removal of every form of payment (levies) in basic schools; provision of a meal per day to schoolchildren as an incentive to increase enrolment in basic education schools at a ratio of 25per cent in year 1, 45per cent in year 2 and 30per cent in year 3; reactivation of 14 Vocational Training/Special Schools for out-of-school boys in the South-East and South-South geopolitical zones; establishment of 4 vocational skill acquisition centers in each of the 774 Local Government Areas; assessment and certification of trainees based on the National Skills Qualifications Framework (NSQF) to enhance their status; recruitment and training of 287,500 new basic education teachers over the next three years (2019–2021); and recruitment and training of 21,562 new female basic education teachers over the next three years (2019–2021).	ensure that the national education sector provides unhindered access to quality basic education for all children of school age; ensure that all basic education learners have access to textbooks to attain the learning outcome benchmarks; broaden the scope of the UBE Act and include the ECCDE, Basic Education in matters of funding and management; Adult and Non-formal Education; and Nomadic Education in matters of funding only; address current teacher supply gaps in basic education schools; improve the capacity of state counterpart funding; make FEQAS, supervisors and quality assurance officers in the states more effective; enhance the quality of teachers, head teachers and school supervisors in basic education schools; undertake Whole School Evaluation of Basic and Post-Basic Schools to ensure that quality and set standards are maintained in schools nationwide; recruit and train specialized nomadic teachers; engage sport experts to organize programmes to encourage participation in sports; recruitment, training and re-training of required personnel for school sports; provision of facilities/equipment and conducive environment for school sports; and organize sporting competitions among students including those with disability.

Figure 3.1: Strategies states are using to address basic education



Yeah, we have captured issue on the strengthening of SBMC, the trainings on SBMC on their role and responsibilities. So, we have captured that in the plan. (Zamfara Education Official)

The Home-Grown School Feeding programme (HGSF[36]) also merits particular mention. The HGSF is a government-supported initiative that provides a free lunch to pupils in primary grades 1–3. The programme is clearly identified within the MSP and was raised by state-level stakeholders as a strategy that supports SDG4 objectives of increasing enrolment. A later evaluation question (Impact 3) will address the achievements of the HGSF in greater detail.

Furthermore, this evaluation explored how the key strategies for the basic education sector recognize and align with the national plan and policies and the SDGs at the level of expected results and priorities. Table 3.4 presents a matrix to demonstrate the coherence and alignment of ESSP 2016–2019 with the national development plan known as ERGP 2016–2019. The ESSP and the ERGP were developed during the same time period. The table also demonstrates interconnectedness between SDG4 and the most related goals SDG1 (no poverty), SDG2 (zero hunger), SDG3 (good health and well-being), and SDG5 (gender equality). As is demonstrated within the table, at the results and strategy levels, the ESSP and ERGP are in perfect alignment and therefore, fully coherent. Similarly, the ESSP and SDG4.1 are aligned both at the results and strategy levels.

Table 3.4: Mapping of results, targets and strategies across key policies and SDG goals

ESSP 2016–2019	ERGP 2016–2019	SDG4 – Quality Education	SDG1 – No Poverty	SDG2 – Zero Hunger	SDG3 – Good Health & Well-being	SDG5 – Gender Equality
Expected Results & Targets						
1. All (100per cent) children of primary school age (girls as well as boys) will be enrolled in primary school or its equivalent. 2. Completion rate is improved by 30per cent to an overall rate exceeding 90per cent of those in schools 3. 80per cent of children up to the age of 15 will be enrolled in school or an equivalent education programme	1.Net Enrolment: Target by 2015-100per cent; Actual-54per cent 2. Primary Six Completion: Target by 2015-100per cent; Actual-82per cent 3. Improved Literacy: Target by 2015-100per cent; Actual-67per cent	4.1.1 Percentage of children of secondary school age currently attending Secondary School or higher Actual 2016-46.9per cent 2017-46.9per cent Source: MICS5 2016/17	1.1.1 Proportion of population below the international poverty line, by geographical location (urban/rural) Actual-Overall 2016-62per cent 2017-62per cent Source: HNLSS 2010 (Absolute poverty rate)	9,041,393 pupils fed by June 2020. No actual target This is a cumulative figure from 2016-2020	No target identified	Proportion of women aged 15-49 years who were married or in a union before age 15 Actual: 2016-18.5per cent 2017-18.5per cent 2018 15.7per cent Source: MICS5 2016/17 NDHS 2018
Strategies						

1. Net enrolment ratio is increased to 100per cent (engagement to Universal Education 2015) 2. Ensure that all of out-of-school children are enrolled in basic education schools in the next four years	1. Improve teacher quality by incentivizing performance and building capacities 2. Improve the quality of education by strengthening quality assurance 3. Prioritize education for girls and infrastructural development Source: ERGP	By 2030, ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes Source: 2nd VNR June 2020	Strengthening health and education systems (Actions from ERGP&ESSP) Source: 2nd VNR June 2020	National Home-Grown School Feeding Programme: All children aged 6 to 11 (grades 1 to 3) attending Government-owned public primary schools are to receive one meal a day to (i) Improve School Enrolment and Completion and (ii) Improve Child Nutrition and Health: Source: ESSP/ ERGP/ NHGSFP Reports	Pilot the Public Primary Pupils Social Health Insurance Programme to provide quality health services to pupils in middle-and lower-income socio-economic levels who are less likely to have insurance (ESSP & ERGP Converging with Health) Source: ERGP
Source: Compiled from ESSP 2016–2019; ERGP 2016–2019; NVR 2020					

Analysis of the goals and indicators of the most related SDGs shows that only some selected indicators in SDG 1 and 2 address education specifically and thereby align with the expected results and strategy of implementation in the ESSP. Also, the expected results of SDG5, which focuses on the empowerment of women and girls, is coherent with ESSP strategy to empower women and girls through education. The health- and well-being-focused SDG3 does not include any specific mention of education within its expected results. On the other hand, one of the espoused strategies of ESSP is to pilot a Social Health Insurance Programme for all public primary pupils in order to provide quality health services to pupils in middle- and lower-income socioeconomic levels who are less likely to have insurance. This demonstrates a strong interconnectedness between the two goals and indicates the importance of schools as venues for connecting individuals to state services. Unfortunately, this strategy was not implemented at the time of writing.

Implementation challenges limit effects of coherent policies

When discussing policy – specifically SDG4-supportive strategies – with stakeholders, a common refrain emerged that implementation challenges can limit the effects of coherent policies. The majority of development partners and state-level CSO representatives made this observation along with two senior-level FMOE officials. Differences in application across states, coordination between the multiple entities working in basic education, and budget allocation and release are all aspects that complicate implementation, according to those interviewed. The quote below from a senior official powerfully illustrates the disconnect that may exist between articulated strategy and policy and action. This same official went on to question the commitment in some states to basic education delivery in general.

SUMMARY CONCLUSIONS (Efficiency)
Based on evidence available, the evaluation has concluded that education financing is much lower than in other African countries, and that transparency about budgeting and spending is very poor. Conclusions on cost-effectiveness are limited by inaccessibility of budget information within four of the six case-study states, and it is not possible to determine a complete calculation for cost-effectiveness. Gaps between strategy and implementation have hindered Nigeria's progress at multiple levels. A governance challenge resides at the heart of the issue. Federal, state and local governments share responsibility for education in Nigeria. In addition, SUBEBs and SMOEs have overlapping responsibilities, and coordination between them was found to be weak. The UBE Act and UBEC lack the mandate to influence major investments in basic education at the state level. Moreover, while the FMOE provides useful guidance to states, by design, states remain autonomous and apply FMOE suggestions at their discretion. Accountability is weak between federal and state governments in terms of implementation of key programmes. Similarly, a gap exists between the SDG offices and SDG implementing agencies as coordination is weak.

Effici1: To what extent has the Education Sector Strategic Plan (2016–2019) been efficiently implemented?

Evaluation question (Efficiency)	Likely strength of evidence	Data sources
To what extent has the Education Sector Strategic Plan (2016–2019) been efficiently implemented?	Medium	Literature review, education financing analysis, KIIs

Yes, in the sense that where we have the policies, they are usually aligned. But in a number of states, we don't even have the policies being implemented. So, there is haphazard approach to issues of education because there is no coherence in terms of a blueprint that they are working on. And they have not sufficiently aligned or adopted the national policy or domesticated it as it were. (Senior FMOE Official)

3.3 Efficiency of Education Sector Strategic Plan 2016–2019

Overall Finding: Low Efficiency – education financing is insufficient in Nigeria and accountability is weak

Quality of the Evidence: Medium

According to the OECD DAC definition, efficiency refers to "the extent to which the intervention delivers, or is likely to deliver, results in an economic and timely way". For this evaluation, two questions address efficiency. The first explores the general implementation of the ESSP and, specifically, education financing. The second question examines cost-effectiveness.

Conclusion

Gaps between strategy and implementation have hindered Nigeria's progress at multiple levels. A governance challenge resides at the heart of the issue. Federal, state and local governments share responsibility for education in Nigeria. In addition, SUBEBs and SMOEs have overlapping responsibilities, and coordination between them was found to be weak. The UBE Act and UBEC lack the mandate to influence major investments in basic education at the state level. Moreover, while the FMOE provides useful guidance to states, by design, states remain autonomous and apply FMOE suggestions at their discretion.

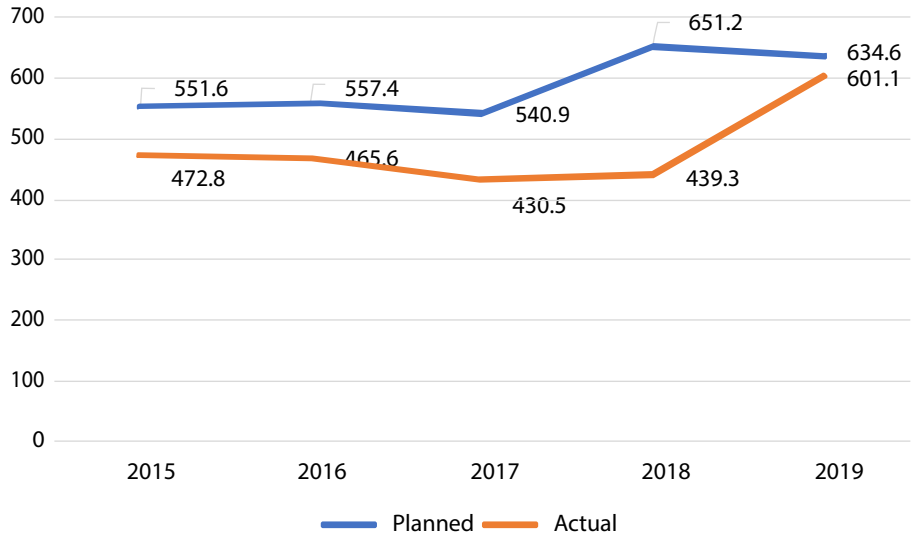
Accountability is weak between federal and state governments in terms of implementation of key programmes. Similarly, a gap exists between the SDG offices and SDG implementing agencies as coordination is weak.

Education financing

In responding to this question, we focus specifically on education financing in Nigeria, drawing comparisons internationally. We present findings specific to case-study states where possible. How governments allocate funds to education is of concern to the international community and has been addressed by multiple efforts. The Education 2030 Framework for Action reiterates various calls to increase and reinforce financing of education. Accordingly,

Full realization of the SDG4-Education 2030 agenda requires sustained, innovative and well-targeted financing and efficient implementation arrangements, especially in those countries furthest from achieving quality education for all at all levels and in emergency situations. (UNESCO, 2015, p. 66)

Figure 3.2: Comparison of planned and actual education expenditure for Nigeria as a whole



While noting that contexts differ, the framework references international benchmarks that were established as part of the Addis Ababa Action Agenda. Specifically, it is recommended that countries allocate at least 4–6 per cent of GDP to education; and/or at least 15–20 per cent of public expenditure to education (UNESCO, 2015, p. 67). The framework suggests various strategies can be used to increase spending:

- Increasing and improving domestic financing for education: increase public funding, prioritizing those most in need, increase efficiency and accountability;
- Increasing and improving external financing: including reversing the decline in aid to education, improving aid effectiveness through harmonization and better coordination, improve the equity of external financing; and
- Innovating, with a focus on partnership, transparency, equity and efficiency.

Education finance trends in Nigeria

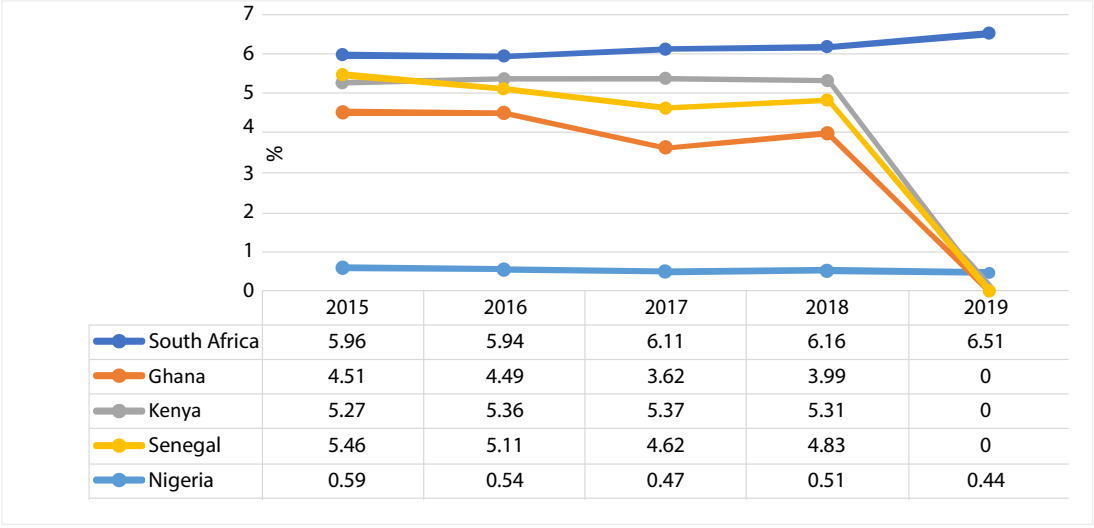
Document review demonstrates that Nigeria faces significant challenges in providing transparent data regarding education financing. The absence, unavailability and/or unreliability of data are major impediments to financing education. Evidence is sparse on how much money is spent by governments on education, and on how it is spent. A deeper understanding is needed of public expenditure on education, on the relationship between planning and budgeting systems, and on their relationship with pupils' learning outcomes. Most accountability is upwards to higher levels of government rather than outwards toward communities, although decentralized school governance through SBMCs is attempting to address this. Crucial to its success are consistent funding and LGEA support (Obanya, 2011; Obanya, 2010). Primary data from this SDG4 evaluation support these assertions.

Table 3.5: Trend analysis of education, public expenditures as per cent of GDP from 2015 to 2020

Country	2015	2016	2017	2018	2019	2020
South Africa	5.96	5.94	6.11	6.16	6.51	n/a
Ghana	4.51	4.49	3.62	3.99	n/a	n/a
Kenya	5.27	5.36	5.37	5.31	n/a	n/a
Senegal	5.46	5.11	4.62	4.83	n/a	n/a
Nigeria	0.59	0.54	0.47	0.51	0.44	n/a

Source: UIS Statistics[37]

Figure 3.3: Trend analysis of education, public expenditures as % of GDP from 2015 to 2020



National-level financing

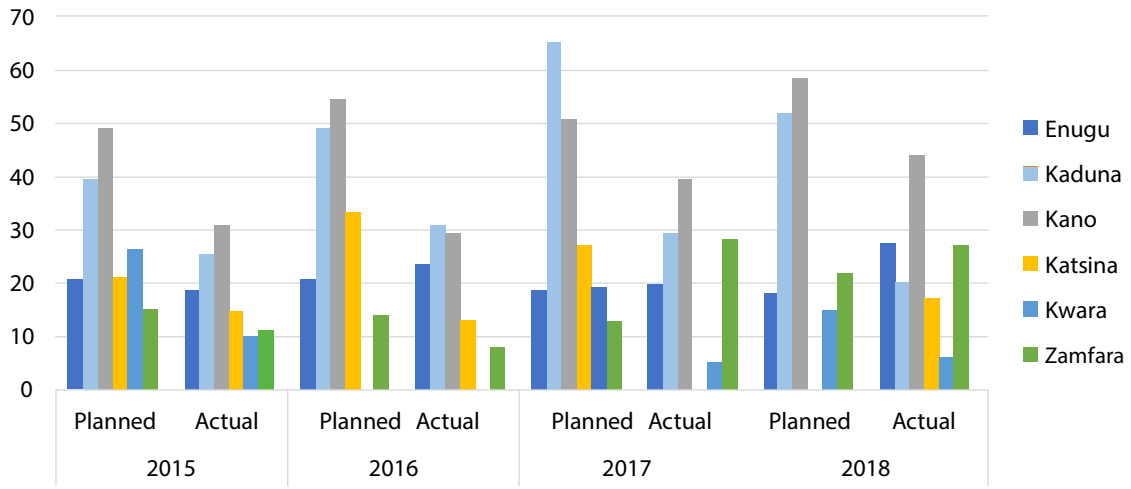
At the national level, as Figure 3.2 demonstrates, a trend analysis of Nigeria's education financing shows little change between 2015 and 2018 and that there was a slight increase in 2019. Nigeria data are calculated using federal budgeted rather than spent amounts as these data were not available.

Moreover, comparing Nigeria's spending on education against similar countries demonstrates that Nigeria trails woefully behind. Cambridge Education's (2020) report on out-of-school children in Nigeria finds that Nigeria's education funding is "well below the Sub-Saharan African average of 4.6 per cent" (Cambridge Education, 2020, p. 14) With public expenditures for education well below 1 per cent of its GDP, Nigeria fails to meet the UNESCO recommendation. Table 3.5 compares Nigeria's expenditures with four other African countries during the evaluation period. These data draw from UNESCO Institute for Statistics. The absence of that information for Nigeria is a key finding. As an alternative, the evaluation team calculated the figures for Nigeria using federal budgeted amounts rather than spent amounts. Calculations are unable to reflect the education budgets of 36 states and the federal capital of Abuja, as those data were unavailable.

State-level financing

In investigating education financing at the state level, the evaluation team sought the breakdown of total education expenditure and the amount allocated to basic education and the actual expenditure. Basic education is funded mainly from the federal government intervention through the UBEC, state budget allocation, local government budget, and many other non-state sources like support from development partners, and contributions from parents, philanthropists and others. Philanthropists include Nigerian private donors to educational foundations, and political constituency projects sponsored by politicians and individual businesspeople. In summary, there is no single source of data on expenditure on basic education and, therefore, it is difficult to provide validated consolidated information on public expenditure allocated to, and effectively and efficiently spent on, basic education in Nigeria. In a study by the World Bank in 2015, it was noted that "consolidated budget information would require the harmonization of charts of accounts used across levels of government, the functional reclassification of budget expenditure and systematic audited reporting on budget execution." The study concluded that "for lack of such standardized budget information, it is practically impossible to assess the effectiveness of financial resources allocation in basic education" (World Bank, 2015, p. 33). Note that the second effectiveness question below explores in greater detail funding sources within Nigeria

Figure 3.4: Comparison of planned and actual education expenditures within case-study states



that support SDG4. Here we present findings specific to financing trends.

The evaluation team produced Table 3.6 to explore education financing in Nigeria during the evaluation period. Calculations draw from state compilation data from the World Bank's Abuja office, the Budget Office of the Federation as well as primary data submitted upon request from Kwara and Enugu states. Unfortunately, the other four case-study states did not provide financial data. Data for the federal level are also incomplete, as noted, as these figures do not include state education budgets or special intervention funds.

Analysis of Table 3.6 as well as the accompanying Figure 3.4 shows that the trend of education financing in the six case-study states and Nigeria as a whole share a similar pattern. For the period of the ESSP 2016–2019, the actual expenditure is consistently lower than the planned expenditure except for Zamfara and Enugu. For these two states, in 2017 and 2018, actual expenditure was higher than the planned expenditure. For instance, for Zamfara, the planned expenditure in 2017 was N12.8 billion, and the actual expenditure was more than double that at N28.0 billion, representing a 118.8 per cent increase. Similarly, in 2018, the planned expenditure was N21.7 billion, while the actual was N27.0 billion, representing an increase of 24.4 per cent. For Enugu State, in 2017,

Table 3.6: Trend of education financing in six selected states and Nigeria from 2015 to 2020 (N'billion)

Geographic scope	Budget 2015		Budget 2016		Budget 2017		Budget 2018		Budget 2019		Budget 2020	
	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual
Kano	48.8	30.5	54.6	29.1	50.4	39.2	58.5	43.8	N/A	N/A	N/A	N/A
Katsina	20.9	14.7	33.2	13.0	26.9	17.8	42.4	17.2	N/A	N/A	N/A	N/A
Kaduna	39.4	25.2	48.9	30.6	64.9	29.3	51.7	20.0	N/A	N/A	N/A	N/A
Kwara	26.2	10.0	N/A	N/A	19.1	4.9	14.7	5.7	16.2	5.2	12.9	4.0
Zamfara	14.8	11.2	13.8	7.7	12.8	28.0	21.7	27.0	N/A	N/A	N/A	N/A
Enugu	20.5	18.6	20.5	23.4	18.4	19.8	17.9	27.1	21.2	18.1	N/A	N/A
Nigeria*	551.6	472.8	557.4	465.6	540.9	430.5	651.2	439.3 (excluding capital)	634.5	601.1	N/A	N/A

Sources: (1) Data for Kano, Katsina, Kaduna, and Zamfara was extracted from World Bank and various states' compilations obtained from their Abuja Offices.

(2) Data for Kwara and Enugu were submitted by the States.

(3) Data for Nigeria was obtained from Budget Office of the Federation for years 2015–2018 and from FMoE NEMIS 2019 for 2019.

*Figures for Nigeria do not include the education budget of 36 states and the Federal Capital territory.

3.3.2 Effici2: What is the cost-effectiveness of interventions?		
Evaluation question (Efficiency)	Likely strength of evidence	Data sources
What is the cost-effectiveness of interventions?	Weak	Literature review, education financing analysis, KIIs

the planned expenditure was N18.4 billion and the actual expenditure was N19.8 billion, representing an increase of 7.6 per cent. The deviation between planned and actual expenditure in 2018 was quite significant. The planned expenditure was N17.9 billion, but the actual was N27.1 billion, representing an increase of 51.4 per cent. The planned education budget for the federal government for the period 2015–2018 was consistently higher than the actual expenditure. It is important to note that, while the planned budget is not meeting the international requirement as specified by UNESCO and education is considered underfunded in Nigeria, the actual expenditure is consistently lower than planned, except for the states of Zamfara and Enugu for a two-year period. During the key informant interview sessions, many education officials informed the evaluation team that not only are the planned budgets small compared to the needs of the sector, but that capital funds budgeted are often not released in a timely fashion and sometimes not at all, leading to many planned capital projects not being implemented. This is why actual budget figures often trail planned budgets. The capital budget often covers infrastructure developments in the education sector. Thus, with poor infrastructure in schools, the quality of learning is often compromised.

Conclusion

Based on evidence available, the evaluation has concluded that education financing is much lower than in other African countries, and that transparency about budgeting and spending is very poor. Conclusions on cost-effectiveness are limited by inaccessibility of budget information within three of the six case-study states, and it is not possible to determine a complete calculation for cost-effectiveness. From examination of Enugu, Kaduna and Kwara records, data confirm that as enrolment increases, per pupil cost decreases.

In complement to the education information findings above, this question further investigates the issue from the perspective of cost-effectiveness. Cost-effectiveness analysis is a technique that compares the relative costs of an intervention to the outcomes.[38] In the case of basic education, we are comparing the cost of education services with enrolment rates.

The cost-effectiveness analysis also suffered from the data availability challenges that affected analysis of education financing in Nigeria. The most easily accessible data are the UBEC intervention funds to states. This information provides the amount of funding available as well as the structure of financing, which is published on UBEC's website. At the time of writing, only two states, Kwara and Enugu, were able to submit a reasonable level of financial data and enrolment information for implementation of basic education services. The cost-effectiveness calculations below are based upon those data.

State comparisons of cost-effectiveness

The evaluation team calculated cost-effectiveness by identifying total expenditures on basic education per year and dividing this amount by enrolment at the basic levels.

Enrolment

Table 3.7 and Figures 3.5a and 3.5b depict both enrolment and cost per pupil for Enugu, Kaduna and Kwara states. Enugu demonstrates a consistent increase in enrolment, with the exception of a decrease between 2017 and 2018 that was then overcome by a wide margin in 2019. Kwara demonstrated more volatility in its enrolment rate, but like Kwara, the biggest drop was between 2017 and 2018, which it then recovered from in 2019. (The evaluation provides further discussion of these rates in subsequent sections, including possible anticipated effects of the COVID-19 pandemic.)

In Kaduna State, there is a consistent increase in enrolment from 2015–2019, with a drop in 2020. Even with a drop in 2020 probably arising from the COVID-19 pandemic crisis the enrolment figure is still higher than the period of 2015–2017 year-on-year. When compared to other two states of Kwara and Enugu, Kaduna state posted the largest enrolment of pupils. This amount is more than the figures of the other states combined. For the period under review, neither Enugu nor Kwara attain enrolment of a million pupils per year. Kaduna State not only attained this threshold but demonstrated enrolment of over two million between 2017 and 2020. The factors accounting for this increase may be related to the state's initiatives to increase enrolment in both primary and junior secondary schools. For instance, during interviews with state officials, they identified how Kaduna established EduMarshal to enforce the state's universal free education policy. EduMarshal is a taskforce that operates a motorized patrol during school hours to arrest children of school age who are roaming the streets. These children are taken to their parents who, together with EduMarshal officers, enrol the children

in the nearest school to their home. If the child is found roaming the streets again, the parent will be jailed or fined. To also demonstrate the government's commitment to improving public schools, the governor of the state enrolled his son in a public school in 2016. There was also provision of a meal a day to encourage enrolment of pupils, and massive investment in improving school facilities. Moreover, nearly 25,000 teachers who failed competency examination were fired and replaced with more qualified teachers. All these measures combined may have contributed to the significant increase in enrolment as they signal government's strong commitment to promote school enrolment in basic education.

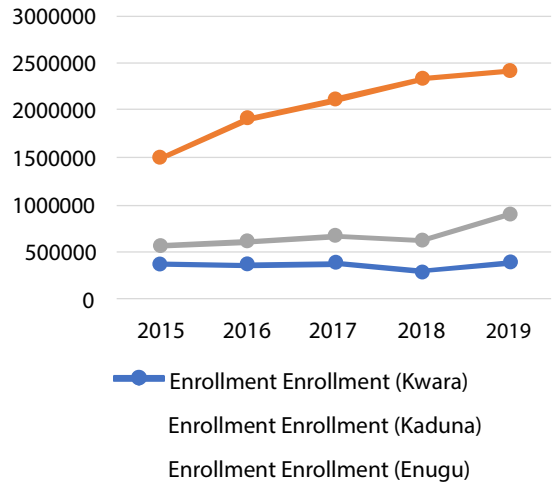
In addition, the state, in collaboration with all CSOs working in the education sector established Kaduna State Basic Education Accountability Mechanism (KADBEAM). It is co-chaired by the Permanent Secretary Ministry of Education and the Education CSOs Chair. Through KADBEAM, both the state and non-state actors carry out joint planning, monitoring and review of the sector.

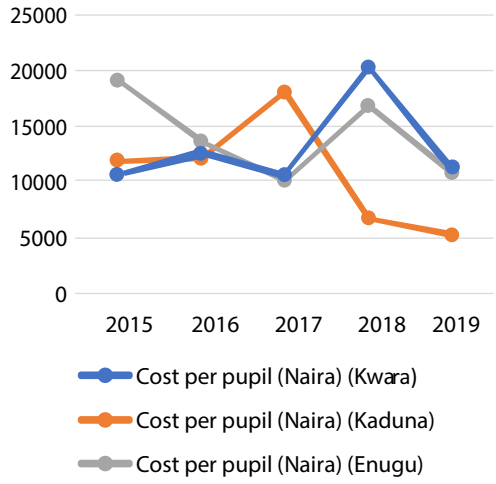
Furthermore, Kaduna State is in the process of reviewing its education sector plan to make it more SDG-compliant by ensuring that every child has nine years of basic education (six years of primary and three years of Junior Secondary School) without break. This will resolve the challenges of transition from primary to JSS and also increase the number of students who complete nine years of basic education. SUBEB will be mandated to fully manage the basic education sector and the state ministry will be responsible for senior secondary school to tertiary. At present, the State Ministry of Education is responsible for managing junior secondary school up to higher institutions. The change in strategy is aimed to enhance progress towards attaining SDG4.1. Should the new strategy be approved by the

Table 3.7: Comparison of cost-effectiveness analysis in Enugu and Kwara States (2016–2019)

		2015	2016	2017	2018	2019
Enrolment	Enugu	560,673	605,265	662,047	616,749	896,308
	Kaduna	1,499,997	1,907,048	2,114,326	2,334,356	2,418,030
(pupils)						
	Kwara	370,475	357,666	378,641	286,231	386,723
Cost per pupil (Naira)	Enugu	19,082.26	13,613.01	10,095.11	20,233.84	10,783.00
	Kaduna	11,814.04	12,113.99	18,036.94	6,704.48	5,143.25
	Kwara	10,604.79	12,534.40	10,560.85	16,810.49	11,228.51

Figure 3.5(a): Enrollment data for Enugu, Kaduna and Kwara States (pupils) (left)
Figure 3.5(b): Cost effectiveness comparison between Enugu, Kaduna and Kwara States (right)





State Executive Council hopefully before mid-year (2021), the state will be implementing a 9-3-4 education system (9 years of basic, 3 years of senior secondary and 4 years of tertiary) as opposed to the national system of 6-3-3-4 (6 years of primary, 3 years of junior secondary, 3 years of senior secondary and 4 years of tertiary).

Cost per pupil

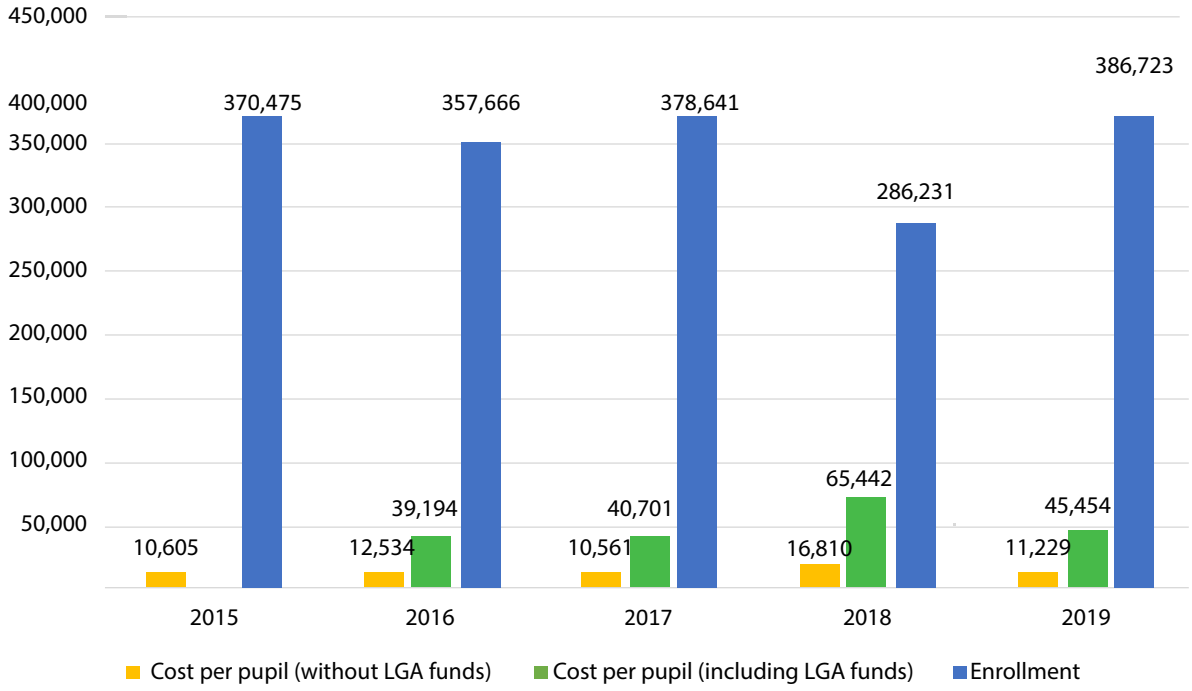
In terms of cost per pupil, the cost is consistently higher in Enugu State when compared with Kwara State and Kaduna State. As Figure 3.5(b) shows, in Kaduna State, the average cost per pupil is in the same range as in Kwara for the 2015–2016 period. In 2017, the cost per pupil was higher in Kaduna State than in the other two states. Notably, in 2018, when the budget for basic education was two times higher than preceding years combined and with a marginal increase in enrolment, the cost per pupil increased significantly. As enrolment continued to increase in Kaduna, the per pupil cost continued to fall, making Kaduna state more cost-effective than both Enugu and Kwara for 2019 and 2020. The decline experienced by all three states in per pupil cost for the period 2019–2020 was because of a drastic decline in budget allocation due to a significant fall in state revenue. This drop was due to low allocation from the Federal government as the period coincided with a recession in the country. However, as a result of previous investment in driving enrolment, enrolment continued to increase, thus making cost per pupil fall significantly.

Moreover, findings indicate that the higher the enrolment of pupils in the basic education programme, the lower the cost per pupil despite the fact that budget allocation varies from year to year. This explains the huge variation in per pupil cost year to year. Findings confirm the expectation that greater access means a reduction in per pupil cost.

Data on local government expenditure were available only for Kwara State for 2016–2019. This information considers the financial support that local governments (Local Government Areas – LGAs) provide as salaries and other payments to primary school teachers. As Figure 3.6 indicates, inclusion of this funding results in a consistent increase in the cost per pupil in Kwara State for each of these years.

In sum, analysis of cost-effectiveness with data available provides some insights about cost-effectiveness, but they are largely predictable results: that cost per pupil goes down when enrolment increases and that including LGA expenditures will also increase the cost per pupil.

Figure 3.6: Enrolment and cost per pupil when accounting for teacher salaries in Kwara State



Insufficient data within states and across the case study states was a significant limitation to the evaluation.

3.4 Effectiveness

Overall Finding: Weak Effectiveness of expected results of Education MSP 2016–2019

Quality of the Evidence: Medium

The DAC criterion of effectiveness is defined as "the extent to which the intervention achieved, or is expected to achieve, its objectives, and its results, including any differential results across groups." Effectiveness focuses more closely on outputs and attributable results than impact. Two evaluation questions relate to this criterion. The first examines the extent to which outcomes have been achieved while the second builds on previous findings to further explore funding sources.

Conclusion

Based on the evidence of available statistical data from the Nigeria Digest of Educational Statistics (NDES), FMOE National Education Indicators (2016), the 2018 UBEC National Personnel Audit (NPA), the National Nigeria Education Data Survey (NEDS), the National Demographic Health Survey (NDHS) and the National Homegrown Feeding Programme (NHGSFP) Performance Review, the SDG4 Evaluation Team concluded that the effectiveness of the MSP 2016–2019 is low vis-à-vis the intended impacts, outcomes and outputs indicated in the reconstructed MSP results framework. Government-anticipated results of achieving universal access (100per cent) to basic education and to enrol 100 per cent of 10 million out-of-school children by 2020 are not likely to be achieved.

- Access: Enrolment numbers continue to increase though attendance rates indicate that less than two thirds of pupils attend school nationally, while rates vary significantly between states and between urban and rural areas.
- Quality: The absence of national benchmarks prevents meaningful comparisons of pupils' proficiency over time and between states. Using NEDS benchmarking, results are highly concerning as across the sample, nearly half of pupils complete Grade 4 without being able to read one word from a flashcard or perform a single-digit addition problem.

SUMMARY CONCLUSIONS (Effectiveness)
Based on the evidence of available statistical data from the Nigeria Digest of Educational Statistics (NDES), FMOE National Education Indicators (2016), the 2018 UBEC National Personnel Audit (NPA), the National Nigeria Education Data Survey (NEDS), the National Demographic Health Survey (NDHS) and the National Home-Grown Feeding Programme (NHGSFP) Performance Review, the SDG4 evaluation team concluded that the effectiveness of the MSP 2016–2019 is low vis-à-vis the intended impacts, outcomes and outputs indicated in the reconstructed MSP results framework. Government-anticipated results of achieving universal access (100per cent) to basic education and to enrol 100 per cent of 10 million out-of-school children by 2020 are not likely to be achieved. Monitoring and evaluation systems focusing on basic education, and SDG4.1 in particular, are weak and, in some cases, nonexistent.
Results frameworks for SDG4.1 and the FMOE do not exist. Nigeria's overall education financing is far below that of other African countries and transparency in financing data is extremely weak. At the state level, actual expenditure regularly falls below planned expenditure due to the non-release of capital funds budgeted. Funding for basic education is inherently shared between multiple actors, including the federal government, state governments, development partners, private actors and parents, among others. Even with basic education declared as free, parents still bear a considerable burden in getting their children to school.

Effect1: To what extent have the outcomes of the MSP been achieved?		
Evaluation question (Effectiveness)	Likely strength of evidence	Data sources
To what extent have the outcomes of the MSP been achieved?	Medium	Literature review, School based survey, MICS, NEDS 2015 & 2020, NDHS, KIIs

- Systems strengthening: School-Based Management Committees (SBMCs) and the National Education Group (NEG) represent potentially powerful coordination mechanisms at various levels of intervention. The UBE Act and the UBEC Intervention Fund hold promise as important structures, but also suffer from implementation flaws and weak coordination.

Monitoring and evaluation systems focusing on basic education, and SDG4.1 in particular, are weak and, in some cases, nonexistent. Results frameworks for SDG4.1 and the FMOE do not exist.

To assess the extent to which MSP outcomes have been achieved, the evaluation team first attempted to populate the constructed results framework. We then address the three outcome areas identified by the MSP: access, quality and systems-strengthening. The quality analysis is the most extensive as it includes findings on learning outcomes from the SDG4 school-based survey. For all sections, we draw largely upon primary and secondary quantitative data and interviews.

Achievement of results framework

In order to obtain national-level data to assess whether or not Nigeria has achieved what it set out to do in the MSP, we have turned to existing data sets and reports including the Nigeria Digest of Educational Statistics (NDES), FMOE National Education Indicators (2016), the 2018 UBEC National Personnel Audit (NPA), the National Nigeria Education Data Survey (NEDS), the National Demographic Health Survey (NDHS) and the National Home-Grown Feeding Programme (NHGSFP) Performance Review. Table 18 indicates various results for each of the relevant ESSP strategic objectives. Recall that while the ESSP does not contain a proper results framework, it does include projections. The information below provides insights about whether not educational developments may be considered as adequate progress. In some cases, data were unavailable, as indicated by grey highlighting. We have also highlighted increasing trends in green, decreasing trends in red and yellow contradictory and inconclusive data. In general, we see mixed progress with reductions in 2017 and also in 2019.

Table 3.8: Updated status of achieved results against reconstructed results framework of ESSP 2016–2019

Pillar	Strategic Objective	Expected Results in 2019	Base Line in 2015	Results Achieved in 2016	Results achieved in 2017	Results achieved in 2018	Results Achieved in 2019
1.Out-of-school Children	Ensure that all out-of-school children are enrolled in basic education schools in the next four years	Enrol 2,875,000 pupils annually for the next four years	PRY – 25,442,535 (NDES 2015) PRY&JSS 31,622,826(FMOE NEI 2016)	PRY&JSS 31,559,323 (FMOE NEI 2016) PRY – 25,591,181 (NDES 2016)	PRY – 24,543,722 (NDES 2017)	41,890,602 (UBEC, NPA, 2019) PRY -27,889,387 (NDES 2018)	PRY -30,457,886 (NDES 2019)
		Raise the current enrolment of girls in basic education schools by 1.5 million girls annually	PRY – 12,049,225 (NDES 2015) PRY&JSS – 14,969,407(FMOE NEI 2016)	12,158,359 (FMOE NEI 2016) PRY – 12,155,241 (NDES 2016)	PRY – 11,657,395 (NDES 2017)	20,371,711 (UBEC, NPA, 2019) PRY -13,495,735 (NDES 2018)	PRY -14,809,916 (NDES 2019)
		Raise the current enrolment in Nomadic schools from the present 17per cent to 30–40per cent				Pry-424,053 JSS- 924 Total- 424,977 (UBEC, NPA, 2019)	

		Construct and furnish an additional 71,875 classrooms annually for the next four years to accommodate the anticipated increase in enrolment				Pry-690,456 JSS- 152028 Total-842,484 (UBEC, NPA, 2019)	
		Recruit an additional 500,000 qualified teachers (promised by the Federal government) in tranches, to cater for the anticipated increase in pupils' enrolment		PRY – 466,465 JSS-202,108 Total- 668,573 (FMOE NEI 2016) PRY – 542,533 (NDES 2016)	PRY – 472,077 (NDES 2017)	Pry-913,579 JSS-382,346 Total- 1, 295, 925 (UBEC, NPA, 2019) PRY -594,653 (NDES 2018)	PRY -543,688 (NDES 2019)
		Recruit 37,500 qualified female teachers (or 7.5per cent of the new teachers promised by federal government) annually		PRY – 245,447 JSS – 98,078 Total – 343,525 (FMOE NEI 2016)		Pry-491,356 JSS-167,350 Total-658,706 (UBEC, NPA, 2019)	
		Implement school feeding programme					9,041,393 pupils from 2017-2019 (NHGSFP_ performance report 2020)
		Reactivate the initiative on the out-of-school boy-child syndrome in the South East and South-South geo-political zones which was inexplicably abandoned in 2014					
2.Basic Education	Net Enrolment ratio is increased to 100per cent (engagement to Universal Education 2015)	All (100per cent) children of primary school age (girls as well as boys) will be enrolled in primary school or its equivalent	Net enrolment ratio 65per cent (NDES 2015)	25,591,181 (FMOE NEI 2016) Net enrolment ratio 64.9per cent (NEDS 2016)		27,889, 387 (UBEC, NPA, 2019) Net enrolment ratio 60per cent (NDES 2018)	Net enrolment ratio 69.9per cent (NDES 2019)
		Completion rate is improved by 30per cent to an overall rate exceeding 90per cent of those in schools		PRY – 67.87 JSS – 41.13 (FMOE NEI 2016) 63.0 (MICS)	PRY – 85.1per cent (NDES 2017)	75.5per cent (DHS) PRY – 121per cent (NDES 2018)	PRY – 75.4per cent (NDES 2019)

	50per cent increase in the number of children with disabilities mainstreamed into primary school		
	Transition rate from primary to junior secondary school reach 90per cent	68.59per cent (FMOE NEI 2016)	
	80per cent of children up to the age of 15 will be enrolled in school or an equivalent education programme	JSS – 43.09per cent (Age 11-14) (FMOE NEI 2016)	JSS-69.8per cent (UBEC, NPA, 2019)

Table 3.9: M&E strengthening strategy developed for transition to SDGs

Task	Timeframe
Re-aligning National Statistical System with the SDGs – culminating in an action plan to improve data quality on existing indicators	28 February 2016
Prioritizing administrative data – diagnose challenges, sensitize, develop action plan, support the FMOE and UBEC to improve routine data collection	30 April 2016
SDG-wide monitoring and evaluation platform – review existing platforms, share and advocate for open M&E experience, develop expanded M&E platform to cover new sectors	28 February 2016
Encouraging data utilization – require all SDGs-relevant data to be online and open access, training for state and local government officials, demand evidence-based justifications in conditional grants platforms	30 December 2016
Leveraging research resources – identify existing SDG-relevant data sources held in the international domain, establish research and data partnerships with Nigerian universities and international research institutions	30 December 2016

The data indicated in Table 3.9 are an imperfect match with the task at hand. For instance, the ESSP indicates that in order to ensure that all of out-of-school children are enrolled in basic education schools during the plan period, an average of 2,875,000 pupils will be enrolled annually for the next four years. No data were available to show how many pupils were enrolled annually, but official sources provided cumulative enrolment in 2016 and 2018 as 31,559,323 by 2016 and 41,890,602 by 2018, representing a 75 per cent increase from 2016. Similarly, the plan envisaged an increase in the current enrolment of girls in basic education schools by 1.5 million girls annually. During the plan implementation, total girls' enrolment was 12,158,359 as of 2016. By 2018, enrolment of girls had increased to 20,371,711 representing a 59.6 per cent increase in girls' enrolment. More teachers were also recruited, and the completion rate had improved from 63 per cent in 2016 to 75.5 per cent in 2018, though it was expected to be over 90 per cent by 2019. While the trend for all indicators shows improvement from the 2016 figure by 2018, with the exception of net enrolment, none of the results made consistent progress. Some historical background may shed light on factors that may contribute to mixed results.

Weak monitoring and inadequate statistical data

Weak monitoring and inadequate statistical data may also account for varied results. Indeed, the grey cells in Table 3.9 and an incomplete results framework clearly illustrate weaknesses. The evaluation team repeatedly asked senior FMOE officials about reporting mechanisms, not only financial information which could not be shared with the evaluation team or even with UNESCO Institute for Statistics, but also for monitoring reports on progress towards achieving basic education goals. With the exception of the flagship programmes (HGSF, in particular), the team did not receive any such reports. One official pointed the team towards the FMOE Minister's 2020 annual press briefing as an important resource for demonstrating achievements.

Review of that document demonstrates that it provides no relevant updates for ESSP targets. The evaluation team obtained EMIS data from 2010 through 2019. Data for 2020 was not available at the time of writing (June 2021), indicating a lag of at least six months. In addition, despite efforts from UNICEF to improve the system, the data shared demonstrated major gaps, including inconsistent reporting of numbers when reporting previous year data and errors in the computation of enrolment rates.

Although this evaluation question addresses ESSP in particular, the evaluation team observed a similar pattern for SDG monitoring and reporting. The 2015 OSSAP-produced road map for the country's transition to an SDG strategy from the MDG period identifies key strategies and activities for data, monitoring and reporting (Government of Nigeria, 2015), reproduced in Table 3.9.

Despite these espoused strategies and deadlines, the 2017 baseline report continued to identify significant gaps (OSSAP-SDGs & NBS, 2017). Data for six of the SDG4 indicators were missing, including for indicator 4.1.1, which is the focus of this independent evaluation. The baseline research team had looked for data within MICS, UBEC reports and the National Bureau of Statistics (NBS)[39] as well as field visits without success. The report also reiterates the importance of tracking SDG progress and that successfully monitoring "will require capacity-building efforts and mobilization of required resources" such as:

(i) sustained data at the state and local levels; (ii) continuous training of the statistical staff across all levels; (iii) well-focused templates that are easily understood; and (iv) and working with metadata developed for global and national indicators. Furthermore, there is a need to adopt data that are internationally comparable; hence the need to adopt internationally agreed standards. (OSSAP-SDGs & NBS, 2017, p. 57)

The Nigeria Sustainable Development Goals Implementation Plan released in 2021 identifies that monitoring, evaluation, documentation and reporting are to be the fourth mandate for the OSSAP-SDGs. Tasks include compiling and updating annual SDG reports, presenting quarterly reports to the Presidential Committee on the Assessment and Monitoring of the SDGs, developing a national monitoring and evaluation framework and collaborating with the Ministry of Budget and National Planning and the NBSs. The report also recognizes reporting challenges and identifies that OSSAP-SDGs and NBS have begun the realignment process of the National Statistical System (NSS) with the requirements and indicators of the SDGs. December 2020 was identified as the deadline for that process. The report also calls upon states to "establish and adequately fund State Bureau of Statistics for timely collection and processing of data at both the state and local government" level (OSSAP-SDGs, 2021, p. 48). In spite of the developed plans and espoused strategies indicated in these various reports, the SDG4 evaluation team saw no indications of progress towards a more adequate system.

Improvements in outcome areas

More broadly, in addition to the results above, the ESSP identified three outcome areas: access, quality and systems strengthening. We present findings on these areas drawing from secondary data analysis, document review and learning outcomes. The latter includes findings from the school-based survey undertaken for the evaluation. Impact EQs below will present a comparison of learning outcome data using the SDG4 evaluation school-based survey results and previous studies.

Access:

Analysis of MICS and NDHS data conclude that attendance rates show modest gains at the national level since 2013 as well as more substantial gains for some of the case-study states, although attendance rates still fall short of two-thirds of pupils attending school nationally (62.1per cent, DHS, 2018). Similarly, 2019 NEMIS statistics show a net enrolment rate of 69.9 per cent. Nonetheless, these gains hide the considerable decline that took place after 2011, and which continue to affect the educational system. Findings concerning gender parity offer some relatively good news as national results show that girls' attendance rate is at 97 per cent. Disaggregation at the state level, however, reveals the fragility of near gender parity as well as the need for attention to boys' enrolments in order to maintain boys' presence within classrooms.

At the national level, 80.6 per cent of the children living in urban areas attended primary school according to MICS 2016 data. This proportion is only 52.9 per cent in rural areas, which represents a difference of nearly 30 percentage points. Disaggregation by state shows that the difference in the attendance rate between children in urban and rural areas was significantly different for all states with the exception of Enugu. In each of these states, we observe

a larger rate of children living in urban areas attending primary school than the percentage of children attending schools in rural areas. The largest differences, of about 35 points between rural and urban results, are in Zamfara and Katsina States. Meanwhile, the smallest difference is in Enugu with a difference of just 2.6 percentage points.

Quality:

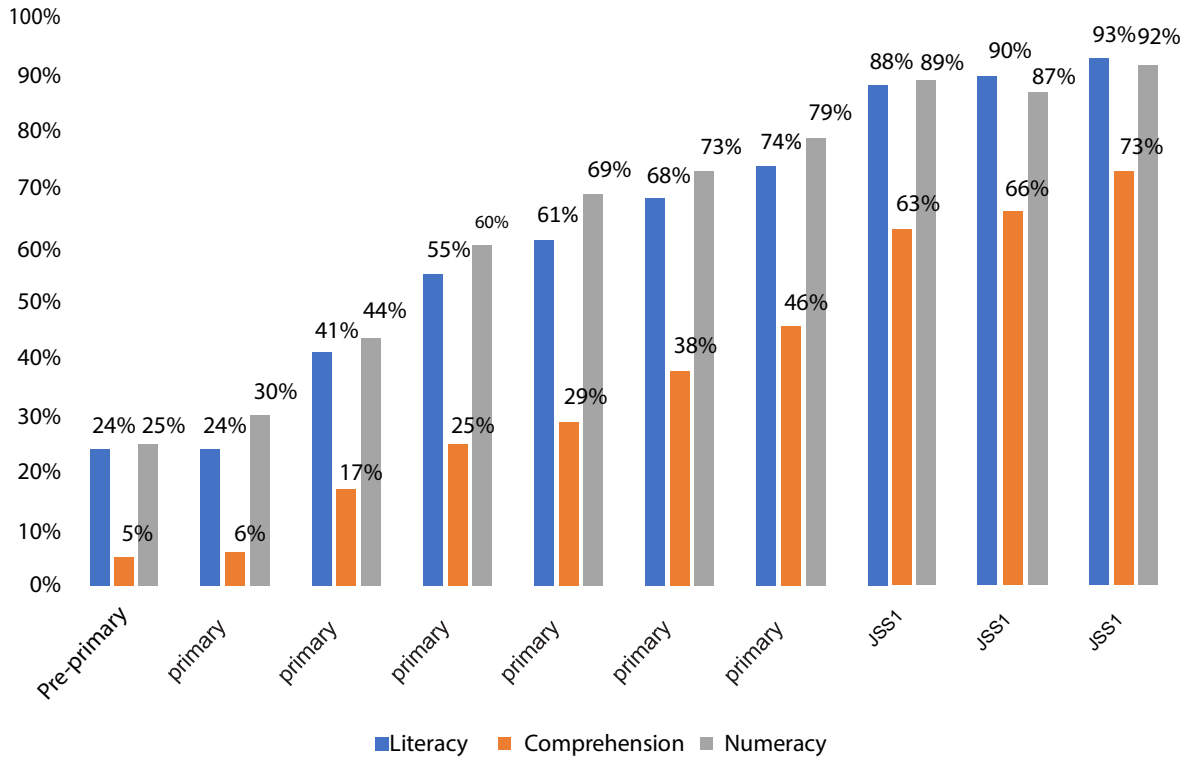
Learning outcomes provide insights into educational quality, and strong learning outcomes are the long-term goal of any education intervention. Investigation of learning outcomes for this evaluation calls upon two data sources: the Nigeria Education Data Survey (NEDS) and the school-level survey carried out for this SDG4 evaluation.

Nigeria Education Data Survey (NEDS):

SDG target 4.1 seeks to measure the proportion of pupils meeting a minimum proficiency level in Grade 2 or 3. There is a dearth of official learning assessment data in Nigeria. Within this vacuum, NEDS provides some indication of pupils' literacy and numeracy abilities over time and relative to pupil characteristics. The proficiency standards attached to NEDS assessments used to determine literacy and numeracy competencies are simple and minimal.[40] According to NEDS, a child is considered literate if, when presented with a flashcard with three words, the child can read one of three words written in English or in one of three national languages. NEDS administers the assessment to children between the ages of 5 and 16. A pupil is considered to have comprehension if the child can read and answer at least one of three sentences in the form of a question. Similarly, a child is considered to demonstrate simple numeracy skills when he or she can complete a single-digit addition problem. Advanced numeracy refers to when a child is able to add or subtract at least one double-digit number.

The most recent NEDS results, from 2020,[41] displayed in Figure 3.7, show that in Grade 2, 41 per cent of pupils possessed minimal literacy, while the same holds for 55 per cent of pupils in Grade 3. Numeracy results were higher against the NEDS proficiency standards, with 44 and 60 per cent of Grade 2 and Grade 3 pupils demonstrating minimal numeracy skills. Results by gender are not available within the NEDS report.

Figure 3.7: NEDS 2020 results for literacy, comprehension and numeracy



SDG4 evaluation school-level survey:

In presenting the results of the survey, the SDG4 evaluation team presents data in three ways. First, we have scaled all subtasks to arrive at a single score for numeracy and literacy (different for end-of-grade P2 (P3) and end-of-grade P4 (P5)) using item response theory (IRT). Like PISA and TIMSS, this process transforms the scores to a value scale with a mean of 500 points and a standard deviation of 100. Therefore, a state where the average score is higher than 500 signals that pupils in that state are performing better than the "national level", while states with an average below 500 means that pupils are performing lower than the "national level". In addition, we recognize the desire and utility to compare these results with performance scores using benchmarks. Doing so allows us to pronounce whether or not pupils have achieved a desired level of proficiency in literacy and numeracy. While the FMOE has not established formal benchmarks, the NEDS and ESSPIN studies developed benchmarks that we were also able to borrow and apply to the SDG4 school survey data. The benchmark criteria for NEDS are much simpler than the ESSPIN benchmarks and represent a lower level of competency. Criteria for proficiency apply to children 4 to 16 years of age, at large, no matter the grade level of the pupils. Tables 3.10 and 3.11 provide information to compare proficiency criteria. While ESSPIN benchmarks are more complex – and for this reason, more attractive as a benchmarking option – their use is still limited. Moreover, the SDG4 evaluation team is unable to know exactly what process was used to develop the ESSPIN criteria; for example, how did ESSPIN determine the cut-score to be 26 words or more? In absence of such information, it is challenging to evaluate the quality of the proposed benchmarks. Furthermore, it is difficult to apply the benchmarks as they are since the purposes and context of the assessments were not the same. As indicated within the methodology section above, some subtasks were not selected for the present evaluation. Table 3.10 and Table 3.11 present the criteria for NEDS, ESSPIN and GEP3 benchmarking.

In addition, the FCDO-funded Girls Education Project (GEP3) studies have proposed alternative benchmarks and criteria that were developed during a workshop, indicated in Table 21. While this guarantees a better-quality benchmark, information was still missing and the SDG4 evaluation team was not able to compute it. We also faced the same challenge for the ESSPIN benchmarks, as it was not possible for the SDG4 assessment tools to include all the subtasks used in the GEP3 assessment.

Table 3.10: Criteria for NEDS and ESSPIN benchmarks

Skill	NEDS (children 4 to 16, regardless of grade level)	ESSPIN	
		Grade 2	Grade 4
Literacy (includes reading fluency for word reading and/or connected text reading, listening comprehension, and reading comprehension depending on the assessment)	Children are said to be literate if they can read at least one or more words in English or one of the three national languages[42]	Children who correctly answer the two questions on listening comprehension and correctly read a sufficient number of words (26 or more) from a P2-level passage in English only	Children who correctly read a sufficient number (15 or more) of familiar words at P4 level and correctly read a sufficient number of words (34 or more) from a P4-level passage and correctly answer at least four out of five reading comprehension questions
Reading Comprehension	Literate children are said to comprehend if they can read and answer at least one of three sentences in the form of a question	N/A	Correctly answer at least four out of five reading comprehension questions.
Numeracy	Children are considered to be numerate if they can complete a single digit addition problem	Children who correctly answer at least five out of six P2-level questions on addition and subtraction and both multiplication questions.	Children who correctly answer P4-level questions on addition and subtraction and multiplication and division.

Table 3.11: Criteria for GEP3 literacy (P2 only)

Proficiency range	Description of the knowledge and skills of pupils achieving within this range – English literacy
Pre-literacy	Pupils who achieved within the pre-literacy range were able to demonstrate some of the following skills: knowledge of print concepts, understanding and responding verbally with a grammatically correct sentence to a simple question about their age, understanding and responding verbally with a grammatically correct sentence to a simple question about their name, and saying the initial letters of a familiar object and animal.
Emerging literacy	In addition to the skills above, pupils achieving within this range were able to demonstrate at least some of the knowledge and skills within the range expected by the P1 curriculum. Pupils achieving within this range were able to: verbally compose a short grammatically correct sentence in the continuous present tense in response to a question about a picture, listen to a short passage and remember specific details to respond verbally to a question, and copy words that were clearly shaped and correctly orientated, with an understanding of space and full stops.
Basic literacy	In addition to the skills above, pupils achieving within this range were able to demonstrate at least some of the knowledge and skills within the range expected by the P2 curriculum. Pupils achieving within this range were able to: use phonic knowledge to say the initial sounds of familiar animal names; listen to a short passage and remember specific details so as to respond verbally to a question (one-word answers were acceptable); use knowledge of common inflections in spellings; display knowledge of plurals; write the answer to a question; use phonic knowledge (and awareness) to read upper and lower case letters; spell simple high frequency words accurately; read high frequency words and phonically decodable two-syllable and three-syllable words that include common diagraphs and adjacent consonants (e.g. 'black') in simple sentences; understand and respond in writing with a grammatically correct sentence to a simple question about the position of an everyday item; listen to two sentences and respond verbally to a question with a grammatically accurate sentence; independently read for meaning a short text with a range of sentence structures, high frequency words, and two-syllable and three-syllable words that include common diagraphs and adjacent consonants; verbally compose a short grammatically correct sentence in the continuous present tense in response to a question about a picture; copy words that are clearly shaped and correctly oriented, with an understanding of space and full stops; use appropriate intonation when reading texts with a range of sentence structures, high frequency words, and two-syllable and three-syllable words that include common diagraphs and adjacent consonants; use knowledge of common inflections in spellings, including plurals, to write the answer to a question; read a range of simple sentences with high frequency words, phonically decodable two-syllable and three-syllable words that include common diagraphs and adjacent consonants (e.g. 'black') independently; remember specific details from a short, simple reading text to respond verbally to a question; and read a simple sentence for meaning and complete a missing word using the correct spelling.

Continuous score results

For the SDG4 evaluation school-level survey, we sampled P3 and P5 pupils as proxies for end-of-grade P2 and P4 pupils. Continuous score results allow us to make comparisons between states, as depicted in Table 3.12 and graphically in Figure 3.8.

Results show that Enugu, which was classified as a 'transitioning' state demonstrates the highest average scores on all four different tests. This confirms findings from the secondary data analysis that classifications based on completion rate alone are not a reliable predictor of other indicators. All other states, however, follow the expected pattern according to the designations. Kwara and Kaduna demonstrate the second- and third-highest results and, for the purposes of this study, were designated as 'high-performing' states. Due to school closures, we do not have P2 data for Kaduna State. Next follows Katsina, a 'transitioning' state. Kano and Zamfara follow in fifth and sixth place and had been designated as 'low-performing' states. (See Tables E1-E4 in Annex G for more details.)

The results in Kaduna State may be particularly noteworthy as pupils had just resumed school after an extended COVID-19-related closure approximately one week prior to data collection. It is possible that scores underestimate pupils' real performance compared with other states, some of which resumed at the end of September 2020 (see Impact 6 EQ for more information).

In terms of gender differences, the gap between girls and boys is most pronounced among current P5 pupils in Enugu State. For current P3 pupils, Kaduna shows the greatest gaps in literacy scores while Kwara presents the smallest gap in numeracy results. None of these differences are statistically significant, however, so we cannot conclude that there is a difference between girls' and boys' performance.

Table 3.12: Literacy and numeracy proficiency using evaluation survey data, by completion rate grouping (score; 98per cent confidence interval score)

State	End-of-P2 Reading	End-of-P2 Numeracy	End-of-P4 Reading	End-of-P4 Numeracy
Low-performing states				
Kano	456.5 (444.5;468.5)	455.6 (444.2;466.9)	455.9 (445.7;466.2)	459.9 (448.9;471.0)
Zamfara	437.0 (428.1;445.9)	443.4 (436.1;450.7)	449.1 (437.5;460.7)	433.8 (423.3;444.4)
Transitioning states				
Katsina	472.9 (462.8;483.1)	457.9 (449.6;466.4)	476.9 (463.5;466.2)	472.3 (463.3;481.3)
Enugu	599.5 (589.9;608.9)	600.1 (589.7;610.4)	610.8 (600.8;620.8)	608.9 (598.2;619.3)
High-performing states				
Kwara	565.3 (554.0;576.5)	563.0 (555.4;570.6)	559.2 (547.4;570.9)	564.9 (555.7;573.9)
Kaduna	N/A	N/A	513.4 (498.9;527.8)	499.1 (487.5;510.7)
Total	469.1 (461.9;476.4)	465.2 (458.6;471.9)	483.3 (476.1;490.5)	478.8 (472.5;485.1)

NEDS benchmark results

Using the NEDS benchmarking criteria displayed in Table 3.11, proficiency levels for SDG4 school-survey align with continuous scores above. Table 3.13 and Figure 3.9 provide two visualizations of the data. We see high rates of proficiency in Enugu State followed by Kwara. Lower rates are registered for Kano and Zamfara states. In these last two states, well over half of pupils are not proficient in either reading or numeracy. Given the simplicity of the NEDS criteria, these results are highly concerning as well over the majority of pupils in these states complete P4 without being able to read one word from a flashcard or perform a single-digit addition problem.

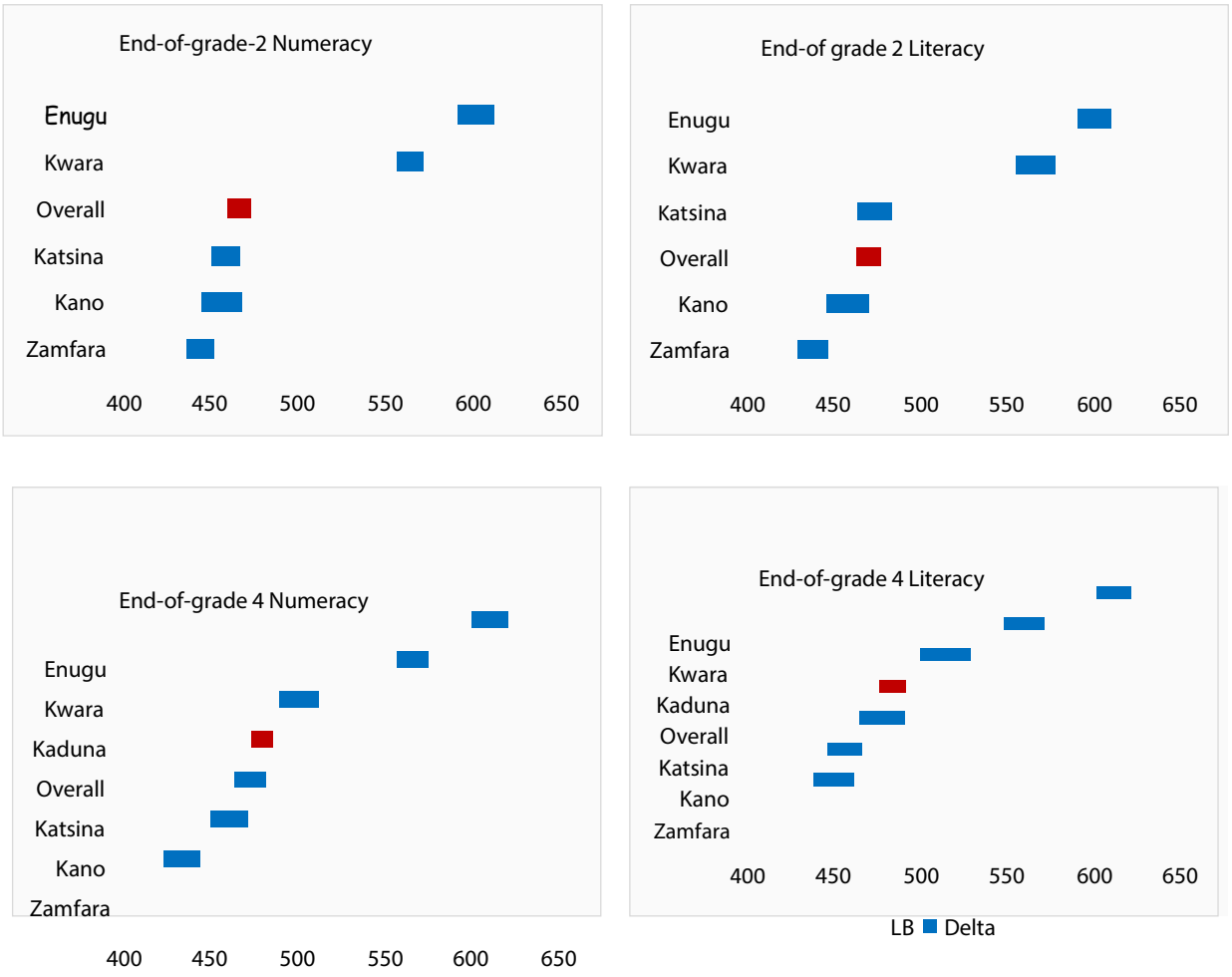
ESSPIN Benchmark results

Here, we present the same analysis using ESSPIN criteria, as displayed in Table 3.14 and Figure 3.10. Variability is greater when applying this interpretation and it is more difficult to identify key findings. It is clear, however, that proficiency scores are much lower when applying the ESSPIN criteria compared to NEDS. Enugu still leads in all four of the categories with 43 per cent of end-of-P2 pupils being proficient in reading. Kwara State follows with remarkably lower but still significant outcomes. All other states have very poor results. The highest proficiency score relates to P2 numeracy. Less than 3 per cent of pupils are proficient across all categories for the remaining four states. There are multiple cases where no pupils demonstrate proficiency.

Systems strengthening:

In regard to the last specified ESSP outcome area of systems strengthening, key informant interviews shed some light on the strengths and weaknesses of structures and coordination mechanisms. In general, all FMOE officials and development partners spoke very highly of the National Education Group (NEG) as an opportunity to work collectively. The NEG convenes government officials with development partners, CSOs and private sector partners. The group meets every two months; a development partners representative and the FMOE Permanent Secretary serve as co-chairs. The NEG offers the opportunity to discuss sector developments as well as to ensure coordination of efforts.

Figure 3.8: SDG4 evaluation learning assessment results by state and within a confidence interval of 95%



I've been privileged to be part of it. It has become an advisory group actually. CSOs, private sectors, development partners and government. It has been very key in major education in Nigeria, programmes and projects in Nigeria. (Senior FMOE Official)

Of course, we also relying on when our development partners … UNICEF, UNESCO, USAID, DFID, JICA … so many, we have about 13 of them. We have grouped to what we called Nigeria Education Group (NEG). So, we meet every month and they give us the report of all the monitoring activities and the observations, developments, new policies or initiatives to address problems. We discuss them as a group. It is our own highest technical body that looks at all the issues around education and what we focus on …We bring in all the stakeholders in that particular sector we are focusing on at the time. So, it is an effective monitoring mechanism. (Senior FMOE Official)

At the same time, findings indicate that the NEG may focus more on World Bank and Global Partnership for Education (GPE), for instance, in supporting the World Bank's NIPEP project and more recently, developing the application for a GPE grant and related planning exercises.

Other notable structures also exist including the UBEC Law, the UBEC Intervention Fund and the SDG4 office within the Ministry. The evaluation team found that the level of implementation and coordination among various key players in the sector has been less than desired, which poses a barrier to achieving SDG4. It was noted that while the FMOE provides overall guidance to education in terms of policy direction, the law promoting basic education created a federal agency (UBEC) to invest special intervention funds through a state agency (SUBEB), without recourse to accountability. In addition,

Table 3.13: Literacy & numeracy proficiency using NEDS benchmark, by completion rate grouping (score; 98per cent confidence interval score)

State	End-of-P2 Reading	End-of-P2 Numeracy	End-of-P4 Reading	End-of-P4 Numeracy
Low-performing states				
Kano	30.00per cent (22.6per cent;38.6per cent)	39.70per cent (32.4per cent;47.5per cent)	40.60per cent (35.1per cent;46.4per cent)	43.30per cent (33.6per cent;53.4per cent)
Zamfara	18.30per cent (12.0per cent;26.9per cent)	33.50per cent (28.2per cent;39.2per cent)	41.10per cent (32.4per cent;50.4per cent)	33.30per cent (26.5per cent;40.9per cent)
Transitioning states				
Katsina	46.80per cent (37.6per cent;56.2per cent)	43.10per cent (34.7per cent;52.0per cent)	64.30per cent (52.5per cent;74.5per cent)	50.90per cent (43.7per cent;58.1per cent)
Enugu	91.50per cent (87.05;94.6per cent)	95.80per cent (92.7per cent;97.5per cent)	92.30per cent (88.9per cent;94.8per cent)	97.50per cent (93.6per cent;99.1per cent)
High-performing states				
Kwara	83.60per cent (77.4per cent;88.3per cent)	92.70per cent (88.9per cent;95.2per cent)	83.80per cent (78.1per cent;88.2per cent)	96.00per cent (93.2per cent;97.7per cent)
Kaduna	N/A	N/A	70.10per cent (59.9per cent;78.6per cent)	74.00per cent (63.7per cent;82.2per cent)
Total	36.00per cent (30.7per cent;416per cent)	43.10per cent (38.0per cent;48.2per cent)	53.90per cent	53.70per cent

Figure 3.9: Literacy & Numeracy Proficiency using NEDS benchmarking, in order of results

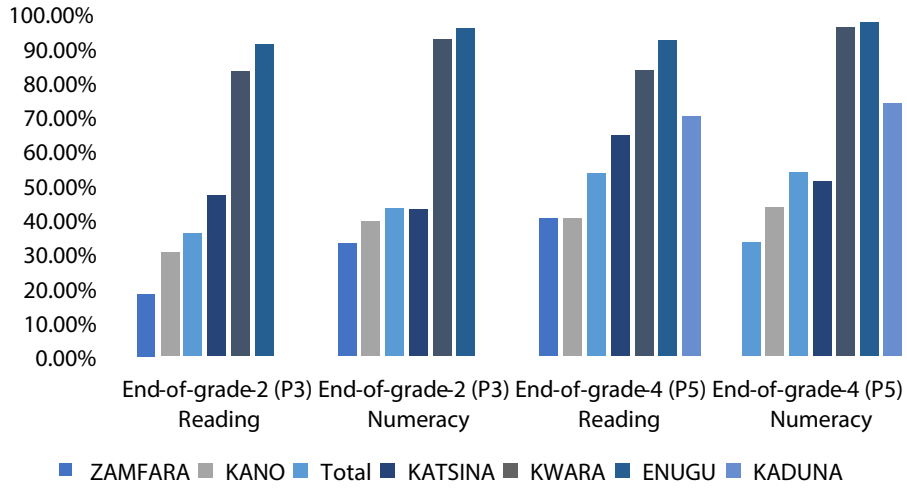
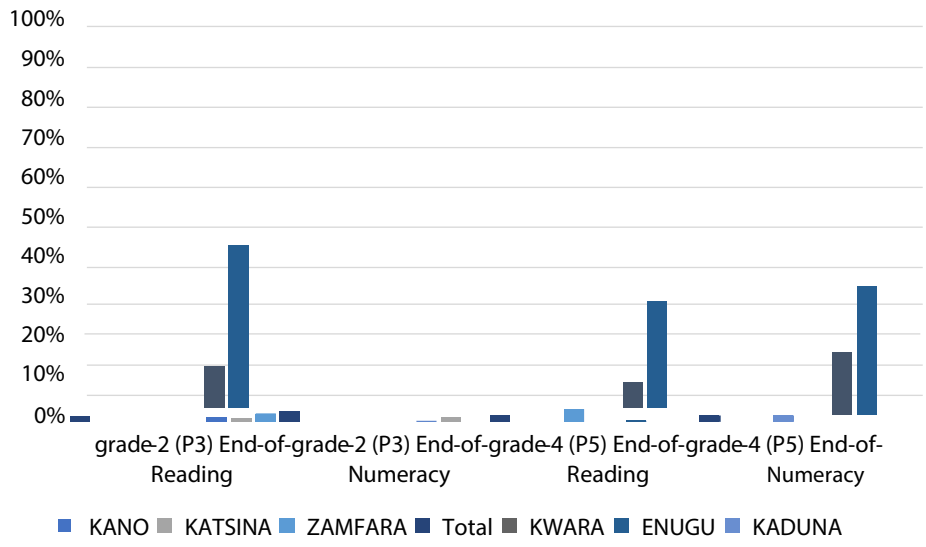


Table 3.14: Literacy & numeracy proficiency using ESSPIN benchmark

State	End-of-P2 Reading	End-of-P2 Numeracy	End-of-P4 Reading	End-of-P4 Numeracy
Low-performing states				
Kano	0per cent	0.90per cent (0.4per cent;2.1per cent)	0.2per cent (0.07per cent;0.6per cent)	0.20per cent (0.07per cent;0.6per cent)
Zamfara	0per cent	2.10per cent (0.8per cent;5.3per cent)	0per cent	0per cent
Transitioning states				
Katsina	0per cent	0.70per cent (0.1per cent;3.4per cent)	1.1per cent (0.2per cent;6.0per cent)	0per cent
Enugu	43.00per cent (35.8per cent;50.2per cent)	40.90per cent (35.0per cent;47.0per cent)	28.6per cent (22.7per cent;35.4per cent)	32.40per cent (26.5per cent;38.9per cent)
High-performing states				
Kwara	12.20per cent (7.8per cent;18.7per cent)	22.60per cent (17.9per cent;28.1per cent)	8.2per cent (5.2per cent;12.7per cent)	15.70per cent (11.3per cent;21.4per cent)
Kaduna	N/A	N/A	2.9per cent (1.2per cent;6.8per cent)	1.60per cent (0.6per cent;3.9per cent)
Total	1.20per cent (0.8per cent;1.7per cent)	2.50per cent (1.8per cent;3.5per cent)	1.7per cent (1.1per cent;2.7per cent)	1.50per cent (1.1per cent;2.2per cent)

Figure 3.10: Literacy & Numeracy Proficiency using ESSPIN benchmark, in order of results



findings indicate a tension between UBEC and the FMOE, particularly at the state level. As one development partner indicated,

It's politics and money. The states are not drawn to the federal ministry of education because it's all about policy. There is no financial incentive. So, everyone is drawn to the UBEC because that is where the money lies. Before the current problem with the economy, at the height of its power, UBEC was drawing close to 400 million dollars from the consolidated funds for the government. So it's a lot. So whatever Nigeria makes from the oil proceeds, 2per cent goes to UBEC. So that's a lot of money. So, everybody listens to UBEC. Everybody dances to the tune of UBEC. So, I think that is the kind of current situation that we are in, there must be a synergy. So there must be role for UBEC to help drive the MSP. But, unfortunately you see the Ministry playing the Big Brother, but always not willing to work in tandem with UBEC. (Development partner representative)

Moreover, education is a shared responsibility between the Federal, State and Local Governments in Nigeria. The extent to which SDG-supportive strategies in the MSP are implemented at the State level depends largely on the government of each state. Thus, the level of ownership of, commitment to, and implementation of the strategies varies from state to state. The accountability framework between the Federal and State governments in the implementation of key education programmes is found to be weak or nonexistent.

Special mention of School-Based Management Committees (SBMCs)

At the state level, one coordinating mechanisms arose frequently during interviews in all six case-study states: the SBMCs. School-survey data found that only 4 schools out of the 480-school sample did not report having a functioning SBMC. In Katsina, 75 per cent of head teachers reported that the SBMC had met during the semester of data collection or just prior during the vacation period. This proportion was around 50 per cent for all other states, indicating that SBMCs are more active in Katsina State.

An official in Enugu State described the committees as "an enhanced PTA". Stakeholders described various roles for the SBMCs including accountability for school administrators, coordination of small construction projects, help with enrolment, support for families so they may send their child to school and general mobilization of resources. A state-level CSO representative described how SBMCs have voluntarily contributed money to identify water sources, pay teachers a stipend and buy land for the school. When speaking about mechanisms that enhance effectiveness, a Kwara official contributed the following:

It's part of their responsibility to inform every parent that your child must go to school. And if the child is not in school, they will go and ask the person what is wrong that your child is not in school. If there is any financial crisis preventing the boy [child], the committee will decide to bring out some amount to help the child to get back to school. They provide school uniforms, writing materials, school shoes and so on just to motivate the pupil to come to school. And during enrolment, when they want to carry out the enrolment in the communities, they do go to the schools see how they are enrolling the pupils. (Kwara Education Official)

This excerpt provides an illustration of the breadth of SBMC interventions as well as enthusiasm for their contributions.

Conclusion

nigeria's overall education financing is far below that of other African countries and transparency in financing data is extremely weak. At the state level, actual expenditure regularly falls below planned expenditure due to the non-release of capital funds budgeted. The inability of some states to access UBEC counterpart funding is a lost opportunity to enhance basic education at the state level.

Funding for basic education is inherently shared between multiple actors, including the federal government, state governments, development partners, private actors and parents, among others. Funding for basic education is complex and data is incomplete or nonexistent, thus

Effect2: What are the funding sources available to implement the plan?		
Evaluation question (Effectiveness)	Likely strength of evidence	Data sources
What are the funding sources available to implement the plan?	Medium	Literature review, education financing analysis, KIIs

precluding a robust analysis of government funding sources. Funding levels vary between states. Even with basic education declared as free, parents still bear a considerable burden in getting their children to school. While originally intended to cover gaps in spending, school and PTA levies contradict free education promises and pose a serious challenge. They are heavily contested and politically charged.

The response to this EQ builds upon the earlier response to the first efficiency question above investigating the efficient implementation of the MSP. The response begins with background on the governance structure and institutional framework under which basic education operates in order to contextualize funding sources available for implementation of plans relevant to basic education.

Governance structure and institutional framework

The UBEC Act of 2004 is the legal instrument that clearly defined the roles of the various levels of government in funding basic education and provided for semi-autonomous agencies with executive function. As noted in the ESSPIN study of 2016, the Federal Ministry of Education now had a basic education counterpart in the UBEC. The SMOE's counterpart was the SUBEB. Even at the local level, the local government had its own Education Supervisor, and, with the passing of the UBEC Act of 2004, also saw the establishment of a separate Local Government Education Authority (LGEA).

At the implementation level, these roles are somewhat complex and, because basic education falls largely to the states, the effectiveness of the funding sources between federal, state and local government is entirely dependent on individual state commitments to implementing basic education services. Two studies cited in the ESSPIN 2016 report further explain the complexity of basic education financing. Firstly, the 2015 World Bank study noted that "while the Federal and State Ministries of Education are formally responsible for providing oversight to UBEC and SUBEB, in practice this is problematic because their funding is earmarked and routed outside of the budget of these Ministries of Education" (Steenbergen et al., 2016, p. 4). The second was Freikman (2007), which also noted that because basic education involves all three tiers of government (local, state and federal), and involves dual institutions at each level, Nigeria's system of basic education is often seen to be complex and produce "overlapping responsibilities, leading to confusion, weakened accountability, and duplication of efforts" (Ibid.).

Field interviews for the SDG4 evaluation further validated this complexity when education officials at the ministries of education at the federal and state levels were unable to speak authoritatively about the level and sources of funding to basic education from either UBEC or SUBEB. Similarly, neither UBEC nor SUBEB have complete information on the funding available to basic education from the ministries of education. Thus, it becomes difficult to accurately estimate how much funding comes from different government sources. This is one of the factors that complicates the cost-effectiveness analysis presented in EQ Efficiency2 above.

Funding sources

UBEC:

In order to ensure the success of the UBE programme, the federal government dedicates 2 per cent of its annual Consolidated Revenue Fund[43] to its implementation. While basic education is the constitutional responsibility of the state and local governments, the federal government's intervention at this level is assistance for the "purpose of uniform and qualitative basic education throughout Nigeria". To this end, the UBE intervention fund is channelled to providing and upgrading infrastructure in schools, enhancing teacher capacity, procuring instructional materials, promoting the education of children with special needs, and correcting education imbalances through programmes like the Tsangaya Education Programme, Nomadic and Migrant Education Programme, Boy-Child and Girl-Child Initiatives, etc.

Table 3.15 details UBEC allocations to the six case-study states beginning in 2015. The table includes information from UBEC as well as directly from case-study states. Data are limited to Enugu and Kwara States owing to the same challenges in obtaining data indicated above in response to the efficiency questions

External donors:

Another source of funding to basic education identified during field interviews is contributions from donors (international and local). This comes in the form of grants, loans, technical assistance, and donations, and varies widely.

All state-level stakeholders spoke at length about the various projects underway through development partner support in their states. This SDG4 evaluation's school-level survey data also provided insights about funding within concerned states. When asked if the surveyed school currently receives support in cash or kind from any other organization or programme, the proportion of head teachers responding affirmatively ranged from 33.8 per cent in Enugu to 88.6 per cent in Katsina. There is no consistency between these findings and designations of the states as low, transitioning, and high-performing states. (See Annex G for more detailed information.)

In addition, the FMOE Minister's annual press briefly highlighted current partnerships, notably BESDA and AGILE, two World Bank initiatives funded at US$611 million and US$500 million, respectively. Contributions from other donors are more challenging to calculate and other development partners were not as forthcoming during interviews.

Parental contributions:

Also, as indicated above, other sources of funding include contributions from parents, either through PTA levies[44] or direct charges in the form of school development levies. The two quotes below from Kwara and Kano state again speak to the financial contributions that SBMCs make.

Then there is another one; community contribution, those that philanthropists, businesspeople. Sometimes they also get involved in conducting some activities maybe in support and in providing teaching materials, renovating classrooms or schools. Maybe some are engaged in providing teaching and learning materials. That's why the government ensure that each and every school has School-Based Management Committee. The SBMC, part of their responsibility is to mobilize resources in ensuring that that school is kept. (Kano Official)

At least we have seen some people donate, the PTA especially the Parents Teachers Association in different schools; you will see some of them donating computer systems to the school, some will build a block of 2 or 3 classrooms, some will provide stationery for the students, some have even gone to the extent of sewing school uniforms for the less privileged students. Some have even donated school buses for the schools. (Kwara Education Official)

The existence of these sources of funding varies from state to state. KII data indicate that what is common to all six case-study states is that parents still bear a lot of cost in terms of purchase of school supplies, transport money, and other incidentals. This situation belies the promise that education would be free and compulsory. One CSO representative was particularly emphatic:

Those things are in the policy but there is no implementation. Because if there is implementation like the free education, that means there is 'free education' in [State] [45] but students still are being charged to pay school fees. It means implementation is not there to support anything, you know there is no tuition fee but they end up paying more than the tuition fee, all those illegal fees they charge in school. Not every parent can pay whereas in the policy it said every child can go to school no matter the challenge. But still, they are collecting something. (CSO state representative)

Not only do parents suffer the opportunity cost of sending their child to school but there are additional out-of-pocket

Table 3.15: Disbursement of matching grant to states from 2015–2019 (in Naira)

STATE	2015-2016	2016-2017	2017-2018	2018-2019	2019-2020	Total (2015-2020)
ENUGU	1,828,183,235.49	2,084,054,054.04	2,572,686,367	2,947,665,690.40	1,335,810,845.90	10,768,400,192.95
KADUNA	1,918,783,783.78	0.00	1,286,343,183.55	1,473,832,845.20	0	4,678,959,812.53
KANO	1,918,783,783.78	0.00	1,286,343,183.55	1,473,832,845.20	0	4,678,959,812.53
KATSINA	1,918,783,783.78	0.00	1,286,343,183.55	1,473,832,845.20	0	4,678,959,812.53
KWARA	1,753,513,513.52	2,084,054,054.04	2,572,686,367.10	2,947,665,690.40	3,039,768,157.72	12,397,687,782.78
ZAMFARA	1,918,783,783.78	0.00	1,286,343,183.55	982,555,231.51	0	4,187,682,198.84

Table 3.16: Indicative fees and levies for newly enrolling students into JSS1 at Unity Schools [46,47]

No.	Fees and Levies for 2016/2017 Session[48]	Amount (N)
1	Prospectus	500
2	Boarding fees per term for boarders only	15,000
3	Bed bunk and classroom furniture (once)	16,000
4	Caution fees	1,000
5	Textbook deposit	12,000
6	Exercise books per session	3,000
7	Uniforms per set	1,000
8	Blazer	5,500
9	Identity Card	500
10	Medical	1,000
11	Stationery	500
12	Vocational	1,000
13	Sports	500
14	Clubs and Societies	500
15	Utility	1,000
16	Security	1,000
17	ICT/Website/e-results	3,000
18	Extra Lessons	2,000
19	Insurance (once per session)	5,000
20	PTA[49]	5,000
	Total	75,000

expenses. For some families, these requirements are significant enough to constitute a barrier to enrolment and retention. The evaluation team has constructed an illustrative table of primary school fees and levies based on practices at the JSS level. This information was not available for primary school levies, but Table 3.16 provides an indication of the system and the growing culture of exacting levies from parents even within the context of UBE. These JSS levies may also apply at the primary level.

The next section moves from a study of the efficiency of Nigeria's progress towards obtaining SDG4 to examining the possible impact of its interventions.

3.5 Impact

Overall Finding: Insufficient impact of Education MSP 2016–2019 – Nigeria is unlikely to achieve SDG4

Quality of the Evidence: Medium

Conclusions

close study of learning outcomes scores over time demonstrates a gain between baseline measures (GEP3 2015 evaluation and ESSPIN 2015 Composite Survey, used as 'baseline' studies) and SDG4 evaluation assessments for end-of-P2 and end-of-P4 literacy and numeracy overall

and for almost all of the six case-study states. Pupils in Enugu State consistently outperform others while Kwara State also showed significant improvement. Kaduna State P4 pupils also demonstrated noticeable improvement (analysis was not possible for P2 pupils due to school closures for early primary levels). Conclusions are limited, however, because comparison with baseline studies was not possible for all states.[50]

Inadequate economic power remains a barrier to access, and more so for girls than boys, according to SDG4 school survey findings and NEDS results. Government policies recognize sociocultural beliefs and practices as well as the significant challenge of insecurity in some of Nigeria's states as barriers. Interview findings underline repeatedly that insecurity in Katsina, Kaduna and Zamfara significantly hinders access. Insecurity poses a serious threat to Nigeria meeting its SDG4 goals. It is likely that pupils in areas with continued insecurity will continue to fall behind and not have an opportunity to learn like their peers in more stable environments.

Despite MSP-espoused actions to improve school infrastructure, findings show that poor infrastructure, notably insufficient numbers of classrooms and inadequate and poorly maintained structures, continues to serve as a barrier to progress. Data were generally lacking for this analysis and NDES data, though available, suffer

SUMMARY CONCLUSIONS (IMPACT)

Quantitative evidence from NEMIS data presented in Figures 18 and 19 on access indicators and findings from NEDS (2015) on learning outcomes reveal that Nigeria is not likely to achieve the global agenda of universal inclusive and equitable quality basic education for all (100per cent) school-age children by 2030. The net enrolment rate shows that just over two thirds of children (69.9per cent) were attending school in 2019. Regarding quality, NEDS 2020 data show that only 41 per cent of P2-age children were able to read one word from a flashcard and 44 per cent were able to perform a single-digit addition problem. Results for literacy remained stable whereas numeracy results decreased by 10 percentage points since 2015 (see Table 29).

Evidence from Primary Data Collection (School-Based Students Learning Outcomes Assessment) completed in 6 cases study States by the independent evaluation in 2021 revealed that the Pupils Proficiency in Literacy is Higher in only Enugu State (603.38 against a benchmark of 500) and Lower in the remaining 5 States of Kano (488.77), Zamfara (443.38), Katsina (452.71) and Kwara (493.56). The Benchmark of the composite indicator used for the measurement of Proficiency in Literacy is 500.

Regarding the Learning Outcomes in Numeracy, findings from the independent SDG4.1 Evaluation school-based primary data collection done in 2021 in 6 selected states revealed that only two states have higher score of Pupils Proficiency in Numeracy: Enugu (599.46) and Kwara (565.28 against the benchmark of 500); other remaining four states have lower Pupils Proficiency in Numeracy: Kano (463.14), Zamfara (437.04) and Katsina (476.70). Primary data collection on pupils learning outcomes wasn't undertaken in Kaduna due to insecurity issue.

The Federal Ministry of Education and the Universal Basic Education Commission have not yet developed and adopted the global standard method of calculating Pupils Minimum Proficiency Level in Literacy and Numeracy for Nigeria. There is also absence of national benchmarks that prevents meaningful comparisons of pupils' proficiency over time and between states; However, to address this challenge, UNICEF's Nigeria will support the Federal Ministry of Education to establish a Nationally accepted standard for calculating Minimum Proficiency Level in Literacy and Numeracy for Nigeria including adequate Data Collection Tools.

Inadequate economic power remains a barrier to access, and more so for girls than boys. Government policies recognize that sociocultural beliefs and practices as well as the significant challenge of insecurity in some of Nigeria's states act as barriers. Insecurity poses a serious threat to Nigeria meeting its SDG4 goals.

Despite MSP-espoused actions to improve school infrastructure, findings show that lacking infrastructure, notably insufficient numbers of classrooms and inadequate and poorly maintained structures, continues to serve as barriers to progress.

Investigation of human resources as a potential driver for improving quality shows that few gains have been made in increasing teacher coverage within the period of the SDG4 evaluation.

The National Home-Grown School Feeding Programme (NHGSFP) is the most prominent flagship programme related to education. While NHGSFP reports also demonstrate enrolment increases, analysis of learning outcomes shows little improvement for participating schools within the SDG4 school sample compared to non-participating schools.

While the impact of the COVID-19 pandemic will continue to emerge, schools experienced at least four months of learning loss. More than half of pupils surveyed report not having participated in an alternative form of learning during school closures. While findings are inconsistent, they indicate that one fifth of schools had experienced a loss of a quarter or more of their pupils at the time of data collection.

Imp1: To what extent has the MSP contributed to observed changes in education access, completion, equity and quality in Nigeria?

Evaluation question (Impact)	Likely strength of evidence	Data sources
To what extent has the MSP contributed to observed changes in education access, completion, equity and quality in Nigeria?	Strong	Literature review, School-based survey, NEMIS 2019, MICS, NEDS 2015 & 2020, NDHS, KIIs

from inconsistencies. Key informant interview findings somewhat contradict statistics as education officials in some states emphasized efforts to improve infrastructure. This contradiction may suggest that the dismal state of schools' infrastructure is still an improvement over the previous situation or that infrastructure efforts were limited in their reach.

Investigation of human resources as a potential driver for improving quality shows that few gains have been made in increasing teacher coverage within the period of the SDG4 evaluation. Pupil-teacher ratios have also unfortunately increased in this period as teacher recruitment has not been able to keep up with population growth and enrolment increases. At the same time, the qualifications of existing teachers seem to have improved during this time period.

Analysis of differences in drivers supporting and hindering success in reaching SDG4 goals during different periods within the time frame of the evaluation are inconclusive as there was variation in experiences and outcomes for the different case-study states during these periods. At the same time, development partner interventions surface as the most common attribute for post-2016 changes, and to a lesser extent the NHGSFP. The creation and success of SBMCs, a development partner initiative, is also notable. Negative drivers include the recession, insecurity and changes in national and state administration as well as non-sustainability of activities when development partner projects recede.

According to the OECD, impact refers to the "extent to which the intervention has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects". For the SDG4 evaluation, we assess various aspects of impact by an investigation of three main areas: (1) observed changes in access, completion, equity and quality in basic education in Nigeria and possible driving factors, (2) the impact of the Government of Nigeria's flagship policies, and (3) the impact of COVID-19 on the education sector. As necessary, we have grouped together evaluation questions to allow for greater readability.

Imp1: To what extent has the MSP contributed to observed changes in education access, completion, equity and quality in Nigeria?

The response to this question builds upon the findings for the first effectiveness evaluation question that explored literacy and numeracy results from the SDG4 evaluation school-based survey. Acknowledging that a later EQ focuses on human rights, 'leave no one behind' and equity, we focus here instead specifically on access, completion and quality. Quality is represented by observable changes in learning outcomes within the evaluation period. The section closes with a summary analysis of critical SDG4 indicators.

Access

Analysis of three indicators provides insights into access to basic education in Nigeria: i) net enrolment ratio using the FMoE's NEMIS data, ii) net attendance ratio using MICS and NEDS data, and iii) the completion rate using MICS data. These data complement findings reported earlier in the cost-effectiveness section.

Net enrolment ratio 1995–2019

According to the NEMIS Annual Statistics Report on Education Performance Indicators published regularly by the Federal Ministry of Education, the net enrolment ratio for primary education has evolved sporadically, as depicted

in Figure 3.11. Trend analysis shows NER changing direction from an increasing trend during the period 1995 to 2005 to decreasing during the last 15 years until 2018, before again starting to increase from 2018 (60 per cent) to 2019 (69.9 per cent). The negative effect of COVID-19 will likely result in a decrease in access to primary school in 2020 and 2021, which has further reduced the already low chance that Nigeria will achieve the SDG4 commitment of universal access to basic education by 2030.

Net attendance ratio

We turn to analysis of secondary data to provide insights about changes over time in access to education in Nigeria. Net attendance rate measures the number of children of primary grade school age that are actually attending school. Overall, MICS data show that 60.9 per cent of children nationally between 6 and 11 years old were in school in 2016 and this proportion increased to 62.1 per

Figure 3.11: Primary school net enrolment ratio in Nigeria from 1995 to 2019

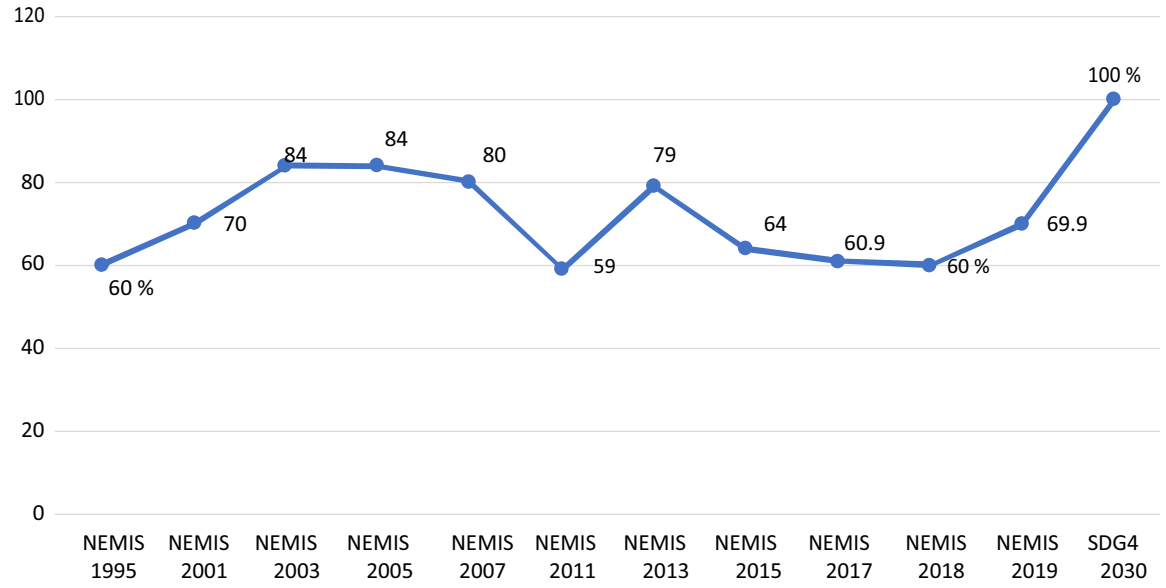
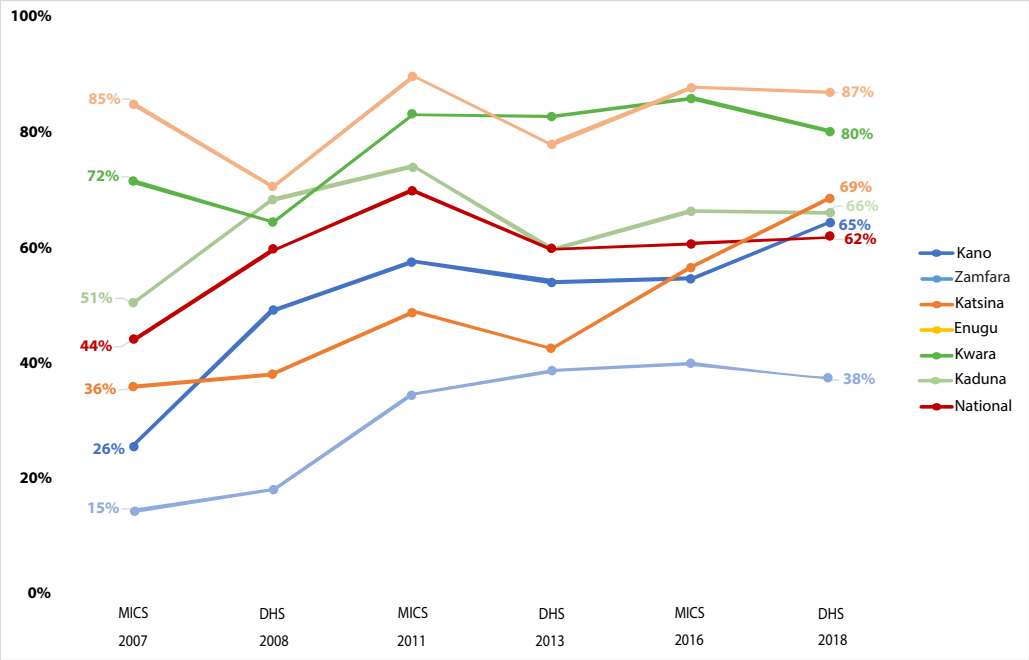


Table 3.17: Primary school net attendance rate by year

State	2007	2008	2011	2013	2016	2018
	MICS	DHS	MICS	DHS	MICS	DHS
Low-performing states						
Kano	25.9per cent	49.3per cent	57.7per cent	54.0per cent	54.8per cent	64.6per cent
Zamfara	14.7per cent	18.3per cent	34.8per cent	38.8per cent	40.1per cent	37.6per cent
Transitioning states						
Katsina	36.1per cent	38.3per cent	49.0per cent	42.7per cent	56.8per cent	68.7per cent
Enugu	85.0per cent	70.8per cent	89.8per cent	78.1per cent	87.9per cent	87.1per cent
High-performing states						
Kwara	71.6per cent	64.7per cent	83.3per cent	82.9per cent	86.1per cent	80.3per cent
Kaduna	50.6per cent	68.6per cent	74.2per cent	59.9per cent	66.5per cent	66.2per cent
National	44.4per cent	59.9per cent	70.1per cent	59.9per cent	60.9per cent	62.1per cent

Figure 3.12: Primary school net attendance rate by year



cent according to the 2018 NDHS study. This proportion is lower than what was observed in 2011, but still higher than 2007 and 2008 values. It should also be noted that in 2018, this net attendance rate demonstrated great variation among selected states as it ranged from 37.6 per cent in Zamfara to 87.1 per cent in Enugu. For half of the case-study states, the net attendance rate was lower in 2016 and 2018 than what was observed in 2011. According to MICS and DHS data sets, Kano and Katsina are the two states that present the biggest improvement in this indicator since 2007, with an increase of 38.7 and 32.6 percentage points respectively. In addition, Zamfara State has also made notable progress as its rate more than doubled between 2007 and 2018. Table 3.17 and Figure 3.12 depict these data by year across states.

Completion

The completion rate is computed as the number of children who enter the last grade of primary school divided by the number of children who are of age to enter the last grade of primary school. Consequently, this indicator may result in a calculation that exceeds 100 per cent, which is what is observed for Enugu in 2011. In 2018, for the population, the completion rate was at 75.5 per cent, an improvement of 39.5 percentage points since 2007. While there was an increase from 2007 to 2008, the national completion rate stayed about the same until 2018. The greatest improvement for this indicator was in Kwara and Zamfara States. The 2018 completion rates vary from 58.5 per cent in Kano State to 95.8 per cent in Kwara State. Table 3.18 and Figure 3.13 show completion rates by year across states.

Quality

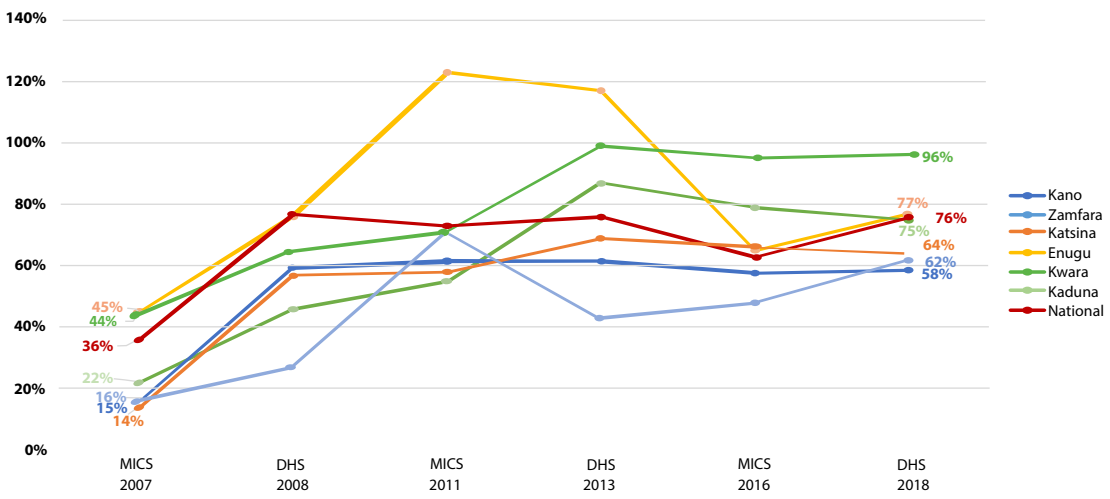
Information about pupils' actually learning most appropriately addresses the issue of educational quality. We approach this question through both document review and through analysis of learning outcome data over time.

There have been some positive achievements in the Nigerian education sector since 2010, but, overall, the picture of pupil learning outcomes is fairly bleak. As an illustration, Adeniran, Ishaku and Akannai (2020) analysed NEDS data and determined that "55 per cent and 49 per cent of the school children surveyed demonstrate competencies in numeracy and literacy respectively. This will suggest Nigeria has made modest progress in ensuring quality and inclusive education" (p. 4). They also identified that pupils in urban areas perform better than pupils in rural areas and that the gender gap is fairly small. Analysis of MICS and DHS data confirm these trends. Similarly, the recent GPE country-level evaluation provides an evaluation of GPE inputs relative to the education sector in

Table 3.18: Completion rates by year

State	2007 MICS	2008 DHS	2011 MICS	2013 DHS	2016 MICS	2018 DHS
Low-performing states						
Kano	15.3per cent	58.8per cent	60.6per cent	61.2per cent	56.9per cent	58.1per cent
Zamfara	15.9per cent	27.4per cent	70.8per cent	43.4per cent	47.9per cent	61.5per cent
Transitioning states						
Katsina	14.3per cent	57.3per cent	58.0per cent	68.8per cent	65.5per cent	63.6per cent
Enugu	44.7per cent	75.8per cent	123.2per cent	117.1per cent	65.4per cent	76.5per cent
High-performing states						
Kwara	43.5per cent	65.4per cent	71.3per cent	98.7per cent	95.2per cent	95.8per cent
Kaduna	21.9per cent	45.9per cent	55.0per cent	86.9per cent	79.0per cent	74.6per cent
National	36.0per cent	77.3per cent	73.4per cent	75.6per cent	63.0per cent	75.5per cent

Figure 3.13: Completion rates by year



five intervention states: Jigawa, Kaduna, Kano, Katsina and Sokoto. These states overlap with three of the case-study states for the present SDG4 evaluation, Kaduna, Kano and Katsina. GPE's analysis indicates that where learning outcomes have been measured, the majority of pupils in the five participating states of their study generally fail to meet basic minimum standards in literacy and numeracy. The report also indicates that participating states have made improvements in their outcomes, albeit that these are not reflected nationally (Outhred and Turner, 2020).

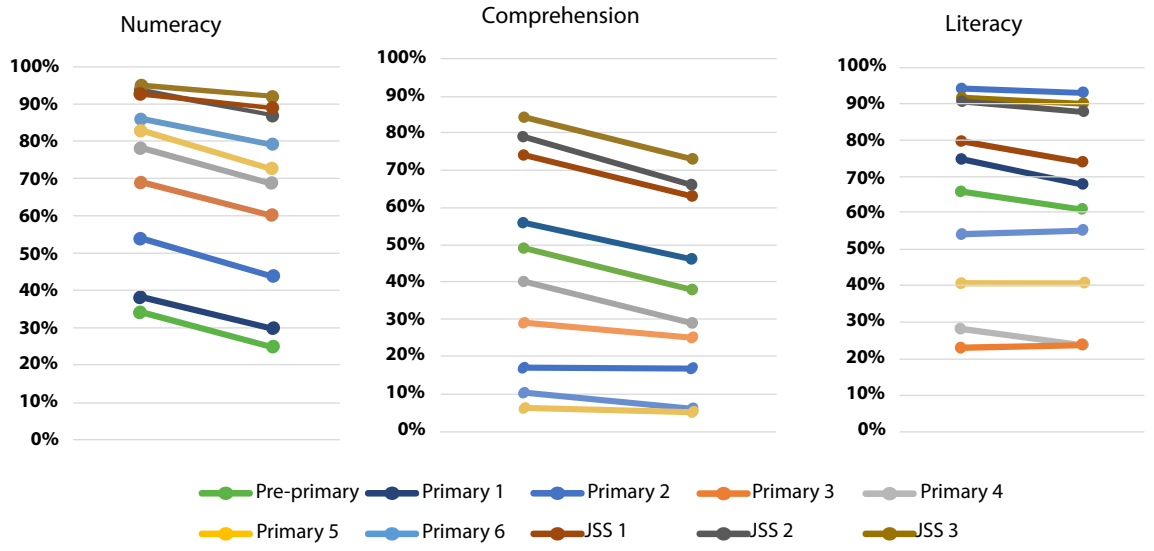
Comparison of NEDS data

NEDS produced reports in 2015 and 2020 that included data on learning outcomes. (See above first effectiveness evaluation question: To what extent have the outcomes of the MSP been achieved? for explanation of NEDS proficiency criteria.) Examination of results reveals a general downward trend between 2015 and 2020 for all three learning outcomes: literacy, comprehension and numeracy. Reading comprehension showed the greatest declines. Nonetheless, as shown in Table 3.19 and Figure

Table 3.19: Comparison of NEDS 2015 and 2020 results by competency

	Literacy		Comprehension		Numeracy		Change from 2015		
Class	2015	2020	2015	2020	2015	2020	Literacy	Compre-hen-sion	Num-eracy
Pre-pri-mary	23per cent	24per cent	6per cent	5per cent	34per cent	25per cent	1per cent	-1per cent	-9per cent
P1	28per cent	24per cent	10per cent	6per cent	38per cent	30per cent	-4per cent	-4per cent	-8per cent
P2	41per cent	41per cent	17per cent	17per cent	54per cent	44per cent	0per cent	0per cent	-10per cent
P3	54per cent	55per cent	29per cent	25per cent	69per cent	60per cent	1per cent	-4per cent	-9per cent
P4	66per cent	61per cent	40per cent	29per cent	78per cent	69per cent	-5per cent	-11per cent	-9per cent
P5	75per cent	68per cent	49per cent	38per cent	83per cent	73per cent	-7per cent	-11per cent	-10per cent
P6	80per cent	74per cent	56per cent	46per cent	86per cent	79per cent	-6per cent	-10per cent	-7per cent
JSS 1	91per cent	88per cent	74per cent	63per cent	93per cent	89per cent	-3per cent	-11per cent	-4per cent
JSS 2	92per cent	90per cent	79per cent	66per cent	94per cent	87per cent	-2per cent	-13per cent	-7per cent
JSS 3	94per cent	93per cent	84per cent	73per cent	95per cent	92per cent	-1per cent	-11per cent	-3per cent

Figure 3.14: Comparison of NEDS learning outcomes between 2015 (1st point) and 2020 (2nd point)



3.14, differences are slight and may not surpass the margin of error, suggesting the need for caution in interpretation. It is clear, nonetheless, that there is no marked increase in learning outcomes within this five-year timespan. Because 2020 data were collected between 3 January and 3 March 2020, COVID closures cannot provide an explanation for 2020 results as they began later in March 2020 (see final EQ on impact for further explanation of the impact of COVID-19 on the education system.).

We next turn to SDG4 evaluation school-based survey results.

Comparison of SDG4 school-based survey with baseline data set

The evaluation design required comparison of SDG4 survey results with three data sets from projects implemented around the beginning of the SDG period: ESSPIN, GEP3 and TDP (Teacher Development Programme). Unfortunately, the TDP data set was not available to the SDG4 evaluation team. In addition, the GEP3 project included data only for P2 pupils, not for P4. Similarly, all the studies used as a proxy for baseline are missing data on numeracy competencies for both grades as well as literacy scores for P4, which explains the data not presented in the tables below. As previously, we present the findings using both a continuous score and according to both NEDS and ESSPIN benchmarks. We present each competency separately.

End-of-P2 literacy results

Analysis of literacy results for end of P2 (current P3 pupils) demonstrates improvements overall, and for all states, with the exception of Katsina, where results stayed the same. Positive results are statistically significant for four of the five states, with the exception of Kano, as indicated by p-values of less than 0.005 in Table 3.20. There is also greater variability between states in 2021 than was observed previously. At baseline, averages varied between 424.42 and 476.86 while the averages for this 2021 SDG4 evaluation vary between 437.04 and 599.46. Kaduna P2 pupils were not yet back in school so they did not participate in this assessment. Enugu State pupils recorded the greatest change. Findings display according to completion rate groups.

Applying the NEDS benchmark calculation, a minimal proficiency benchmark, to the SDG4 school-based survey data naturally yields outcomes that appear better. As Table 3.21 illustrates, differences between time points were positive and significant for all states except for Zamfara, which presents about the same proportion at both time points, so shows little change. Kwara demonstrates the greatest change, with 18.7 per cent of children at baseline and 83.6 per cent at the time of the SDG4 evaluation testing as having reading competency according to NEDS criteria. Enugu followed with over a 40 percentage point increase.

As with the results presented above for effectiveness, the application of the ESSPIN benchmark, a more demanding proficiency standard, results in very weak scores, as Table 3.22 depicts. Pupils in three states recorded no reading competency at all (Kano, Katsina and Zamfara). As may be expected given the effectiveness scores above, however, Enugu pupils demonstrated statistically significantly higher competency in reading than all of the other five states, with a change of nearly 40 points from baseline. It is not possible to test significance for the other states.[52]

End-of-P2 numeracy results

Analysis of end-of-P2 numeracy results using the continuous score method demonstrates a statistically significant improvement in all regions, as illustrated in Table 3.23. Improvements are greatest in Enugu. Data

Table 3.20: Comparison of end-of-P2 literacy results, baseline and SDG4 evaluation (continuous score method)

		Time period	
State	Baseline	SDG4 evaluation	p-value
Low-performing states			
Kano	441.66	463.14	0.025
Zamfara	458.69	437.04	0.001
Transitioning states			
Katsina	476.86	476.70	0.984
Enugu	468.88	599.46	0.000
High-performing states			
Kwara	446.51	565.28	0.000
Kaduna	424.42	N/A	
Total	436.57	470.31	0.000

Table 3.21: Comparison of end-of-P2 literacy competency over time using NEDS benchmark

			Time period
State	Baseline	SDG4 evaluation	p-value
Low-performing states			
Kano	14.4per cent	30.0per cent	0.005
Zamfara	19.9per cent	18.3per cent	0.713
Transitioning states			
Katsina	27.0per cent	46.8per cent	0.000
Enugu	50.1per cent	91.5per cent	0.000
High-performing states			
Kwara	18.7per cent	83.6per cent	0.000
Kaduna	9.4per cent	N/A	
Total	13.4per cent	36.0per cent	0.000

Table 3.22: Comparison of end-of-P2 literacy competency over time using ESSPIN benchmark

Time period			
State	Baseline	SDG4 evaluation	p-value
Low-performing states			
Kano	1.0per cent	0per cent	
Zamfara	2.3per cent	0per cent	
Transitioning states			
Katsina	3.0per cent	0per cent	
Enugu	4.0per cent	43.0per cent	0.000
High-performing states			
Kwara	0.0per cent	12.2per cent	
Kaduna	0.1per cent	N/A	
Total	0.7per cent	1.2per cent	0.360

Table 3.23: Comparison of end-of-P2 numeracy results, baseline and SDG4 evaluation (continuous score method)

			Time period
State	Baseline	SDG4 evaluation	p-value
Low-performing states			
Kano	437.12	488.77	0.000
Zamfara	N/A	443.38	
Transitioning states			
Katsina	N/A	452.71	
Enugu	489.87	603.38	0.000
High-performing states			
Kwara	434.89	493.56	0.000
Kaduna	425.42	N/A	
Total	434.89	493.56	0.000

Table 3.24: Comparison of end-of-P2 numeracy competency over time using NEDS benchmark

Time period			
State	Baseline	SDG4 evaluation	p-value
Low-performing states			
Kano	26.7per cent	39.7per cent	0.010
Zamfara	N/A	33.5per cent	
Transitioning states			
Katsina	N/A	40.0per cent	
Enugu	47.8per cent	95.8per cent	0.000
High-performing states			
Kwara	40.0per cent	92.7per cent	0.000
Kaduna	23.6per cent	N/A	
Total	26.3per cent	43.1per cent	0.000

Table 3.25: Comparison of end-of-P2 numeracy competency over time using ESSPIN benchmark

			Time period
State	Baseline	SDG4 evaluation	p-value
Low-performing states			
Kano	3.2per cent	0.9per cent	0.029
Zamfara	N/A	2.1per cent	
Transitioning states			
Katsina	N/A	0.7per cent	
Enugu	14.8per cent	40.9per cent	0.000
High-performing states			
Kwara	7.8per cent	22.6per cent	0.000
Kaduna	1.3per cent	N/A	
Total	2.8per cent	2.5per cent	0.696

Table 3.26: Comparison of end-of-P4 literacy results, baseline and SDG4 evaluation (continuous score method)

Time period			
State	Baseline	SDG4 evaluation	p-value
Low-performing states			
Kano	452.11	457.91	0.464
Zamfara	N/A	456.88	
Transitioning states			
Katsina	N/A	486.82	
Enugu	500.79	612.31	0.000
High-performing states			
Kwara	468.29	562.54	0.000
Kaduna	431.16	513.43	0.000
Total	446.62	481.78	0.000

Table 3.27: Comparison of end-of-P4 literacy competency over time using NEDS benchmark

Time period			
State	Baseline	SDG4 evaluation	p-value
Low-performing states			
Kano	22.8per cent	40.6per cent	0.036
Zamfara	N/A	41.1per cent	
Transitioning states			
Katsina	N/A	64.3per cent	
Enugu	68.7per cent	92.3per cent	0.000
High-performing states			
Kwara	45.9per cent	83.8per cent	0.000
Kaduna	7.5per cent	70.1per cent	0.000
Total	19.3per cent	53.9per cent	0.000

Table 3.28: Comparison of end-of-P4 literacy competency over time using ESSPIN benchmark

Time period			
State	Baseline	SDG4 evaluation	p-value
Low-performing states			
Kano	1.5per cent	99.7per cent	0.060
Zamfara	N/A	100.0per cent	
Transitioning states			
Katsina	N/A	98.9per cent	
Enugu	9.0per cent	71.4per cent	0.000
High-performing states			
Kwara	2.7per cent	91.8per cent	0.018
Kaduna	0.1per cent	97.1per cent	0.000
Total	1.2per cent	98.3per cent	0.000

Table 3.29: Comparison of end-of-P4 numeracy results, baseline and SDG4 evaluation (continuous score method)

Time period			
State	Baseline	SDG4 evaluation	p-value
Low-performing states			
Kano	436.53	460.93	0.033
Zamfara	N/A	436.55	
Transitioning states			
Katsina	N/A	477.16	
Enugu	479.69	607.66	0.000
High-performing states			
Kwara	467.93	563.49	0.000
Kaduna	413.43	497.38	0.000
Total	430.67	476.37	0.000

Table 3.30: Comparison of end-of-P4 numeracy competency over time using NEDS benchmark

Time period			
State	Baseline	SDG4 evaluation	p-value
Low-performing states			
Kano	32.7per cent	43.3per cent	0.117
Zamfara	N/A	33.3per cent	
Transitioning states			
Katsina	N/A	50.9per cent	
Enugu	47.4per cent	97.5per cent	0.000
High-performing states			
Kwara	44.5per cent	96.0per cent	0.000
Kaduna	25.2per cent	74.0per cent	0.000
Total	30.9per cent	53.7per cent	0.000

Table 3.31: Comparison of end-of-P4 numeracy competency over time using ESSPIN benchmark

Time period			
State	Baseline	SDG4 evaluation	p-value
Low-performing states			
Kano	1.6per cent	0.2per cent	0.008
Zamfara	N/A	0.0per cent	
Transitioning states			
Katsina	N/A	0.0per cent	
Enugu	9.1per cent	32.4per cent	0.000
High-performing states			
Kwara	2.4per cent	15.7per cent	0.926
Kaduna	0.7per cent	1.6per cent	0.280
Total	1.5per cent	1.5per cent	0.280

were not available for numeracy sub-tasks for Katsina and Zamfara within baseline data sets.

Similarly, Table 3.24 shows how the four states in which analysis was possible display improvements in numeracy proficiency using the NEDS benchmark. Kwara State saw the greatest increase (52.7 per cent), followed by Enugu (48.0 per cent).

As Table 3.25 depicts, application of the ESSPIN benchmark for end-of-P2 numeracy proficiency indicates significant changes in Enugu, Kano and Kwara states between assessments, but not for the overall sample. Increases vary between 14.8 points for Kwara State and 26.1 points for Enugu State. Kano numeracy proficiency scores experienced a slight decrease during this period.

End-of-P4 literacy results

We performed the same analysis for reading proficiency for end-of-P4 pupils. The GEP3 data set that serves as the comparison time point only assessed P2 pupils. We still indicated SDG4 evaluation findings within subsequent tables. Analysis of literacy competency using a continuous score shows significant positive changes in all states except for Kano. Increases are largest for Enugu and Kwara States, followed by Kaduna State. See Table 3.26 for more details.

Analysis using the NEDS benchmark approach again shows higher levels of reading proficiency and positive changes in all states and overall, as illustrated in Table 3.27. In contrast to the above findings for other proficiency areas, as Table 3.26 demonstrates, Kaduna State registers the greatest improvement (62.6 points), followed by

Kwara State (37.9 points). In this way, findings from the continuous score calculation differ from NEDS benchmark results.

Results derived from analysis using the ESSPIN benchmark approach also differ from end-of-P4 reading continuous scores. As Table 3.28 portrays, Kano and Kaduna States, followed by Kwara, demonstrate the greatest improvements (98, 97 and 89 per cent respectively.) Results are statistically significant for Enugu, Kaduna and Kwara States.

End-of-P4 numeracy results

Finally, we compare results from baseline data sets with the SDG4 evaluation school-level survey numeracy assessment results. As for other continuous score results above, in Table 3.29 we see statistically significant improvements for the four states with data, as well as for the overall sample. Enugu demonstrates the greatest improvement in numeracy proficiency over time, followed by Kwara and Kaduna States. The improvement in Kano is less substantial.

Analysis of change in end-of-P4 numeracy competencies using the NEDS benchmark demonstrates significant changes in all regions except for Kano. Improvements are greatest for Kwara State followed by Enugu and then Kaduna State, as displayed in Table 3.30.

Lastly, analysis of end-of-P4 numeracy proficiencies using ESSPIN criteria shows much less change than for other competency areas. The overall sample experiences no significant changes, as indicated in Table 3.31. Enugu, though leading among states, increased by only 23 percentage points – a smaller margin than for the other competency areas.

Summary of changes in learning outcomes over time

Given the complexity of the findings above, we provide a brief synthesis here. Analysis of the four proficiency areas (P2-literacy, P2-numeracy, P4-literacy, P4-numeracy) using a continuous score as well as two distinct benchmark calculations generally demonstrates that pupils increased their reading and maths proficiencies between 2015 and 2021. Such a finding signals improvement in educational quality. The exception is P4 numeracy results, where the ESSPIN analysis demonstrated no significant change. The continuous score results are most consistently positive. Similarly, Enugu State registers the highest results each time for this analytical approach. Application of the ESSPIN benchmark almost always shows Enugu with the greatest change over time, though this is not the case for end-of-P4 literacy. Results using the NEDS benchmark are generally more variable in terms of which state shows the greatest improvement over time. Even with this benchmark, learning outcomes are very low as nearly half of pupils complete P4 without being able to read one word from a flashcard or perform a single-digit addition problem. Pupils in urban areas outperform pupils in rural areas. Overall, the gender gap is small with girls generally trailing behind, and more so in rural areas.

At the same time, the improvement in learning competencies over time that the SDG4 evaluation school-based survey demonstrates contradicts the findings that result from comparisons of NEDS 2015 and 2020 data. NEDS comparisons generally show a downward trend for all learning outcomes: literacy, comprehension and numeracy. The discrepancy may result, in part, because the NEDS 2020 data used here is for 17 states and includes four of the case-study states, but this is merely conjecture. Additional investigation into learning outcomes is clearly warranted and the need for a single comprehensive benchmark for literacy and numeracy competencies is clear.

Summary of analysis by completion rate groupings

The evaluation team also synthesized learning outcome findings by completion rate groupings. Unfortunately, this lens does not provide a clear conclusion as states did not perform according to these groups. Most notably, even if Enugu was identified as a transitioning state, it presents the best results for almost all indicators. Enugu presents the highest results for every test and benchmark. Pupils from Enugu present the highest attendance rates as well as one of the highest completion rates. Compared with the baseline measure, Enugu also shows the greatest improvement in P2 literacy. Along with Kwara State, Enugu has the lowest number of pupils per classroom and per teacher. In Enugu and Kwara, the socioeconomic quintile seems to have less relationship to attendance in school. Enugu also presents the highest proportion of female teachers followed by the high-performing states (Kwara and Kaduna). Finally, Enugu has the highest rates of qualified teachers.

Table 3.32: Possible drivers of differences in key education variables

Primary school attendance rate	Rate of right-age children at the end of primary	Age-appropriate early childhood development
Bivariate and Multivariate Regression Analysis		
Student's gender	Socioeconomic quintile	Children receive learning support at home
Socioeconomic quintile	Child labour	Presence of children's books at home
Mother frequented at least primary school		

For the two low-performing states (Kano and Zamfara), both have the lowest literacy and numeracy results, and results are similar according to NEDS and ESSPIN benchmarks. These two states present the lowest proportion of female teachers; they also have the lowest gender parity index but they improved in this last year. Only Zamfara still presents a gender parity index that is less than desired (0.81 in 2018). Zamfara's GPI is also lower in Kaduna (0.88). Finally, Zamfara shows the largest gap between boys' and girls' completion rates.

Lastly, for the high-performing states (Kwara and Kaduna), Kwara State presents similar results as Enugu in demonstrating the lowest number of pupils per classroom and per teacher and for the smallest link between socioeconomic quintile and attendance. Kaduna, on the other hand, shows attendance and completion rates more similar to Katsina, a transitioning state.

Although the analysis of learning outcomes by completion rates was inconclusive, the evaluation team studied the differences between the drivers applicable to key education variables for the case-study states with low completion rates (Kano and Zamfara) and high completion rates (Kwara and Kaduna) based on 2016 MICS data. Accordingly, regression analysis reveals the characteristics in Table 3.32 as possible drivers for attendance rate, a child having the right age at the end of primary and age-appropriate development.

Summary status of SDG4.1 indicators in Nigeria

SDG4.1 Commitment: By 2030, ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes

Table 3.33 presents education results from Nigeria against SDG4.1 global and thematic indicators. UNICEF provided the framework and the evaluation team compiled data from multiple sources, including SDG4 evaluation data, computations of MICS (2017) data, EMIS (2019) and NEDS (2020) findings. Grey highlight identifies the global indicators. Analysis shows that Nigeria has met one of the eight indicators included here.

The response to this question complements many of the above findings by explicitly examining the drivers and determinant factors that affect access to and quality of basic education in Nigeria. The evaluation team recognizes the overlap between these three impact questions and addresses them simultaneously. First, we present the drivers generally using a combination of sources that include document review, secondary data analysis and primary data analysis from the SDG4 evaluation school-level survey. Then, we present findings, largely from qualitative data, that explore how these factors may have applied differently during different periods between 2011 and 2018, and for the six case-study states. We apply a determinants analysis in order to elicit insights into barriers and other factors that contribute to the current state of plateaued or, more likely, declining education outcomes. In alignment with the MORES framework, sub-sections specifically explore demand for education as related to access. We also explore quality through the domain of supply.

Drivers and barriers to access

The enabling environment is a major domain within the MORES framework.[60] Four determinant factors compose the enabling environment: social norms, legislation/policy, budget/expenditure and management/coordination. Earlier sections including the second relevance question, the coherence question and efficiency questions above address issues related to legislation/policy, budget/expenditure and management/coordination. In theory, the education sector policy environment is highly supportive of basic education, as is evidenced by the 2004 Universal Basic Education Act, the establishment of the Universal Basic

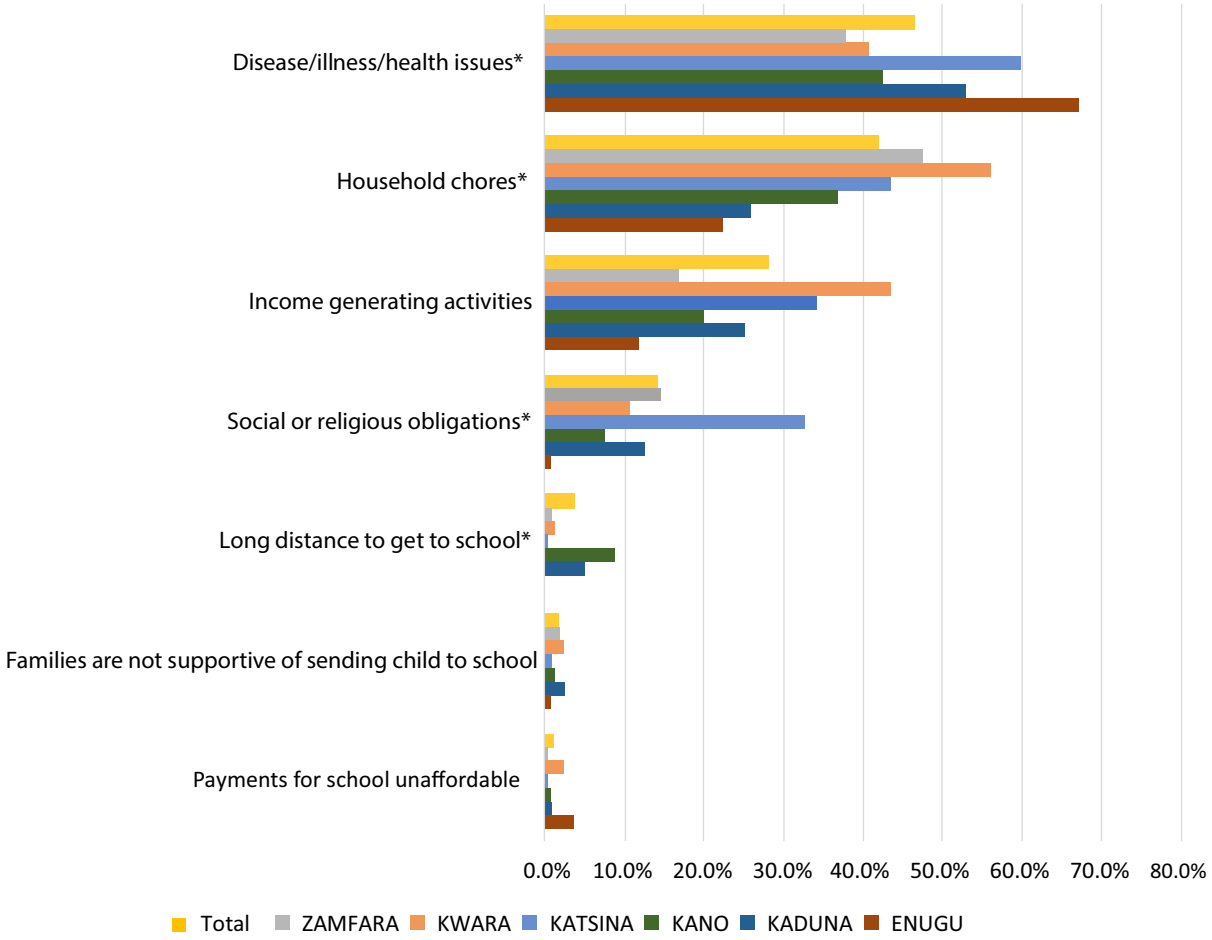
Table 3.33: Summary status of SDG4.1 indicators in Nigeria

SDG4 N°	SDG4.1 Indicators	SDG4 Target in 2030	Current Status of Nigeria in 2020	Appreciation
4.1.1[53]	Proportion of children and young people (a) in Grade 2 or 3; (b) at the end of primary education; and (c) at the end of lower secondary education achieving at least a minimum proficiency level in (i) reading and (ii) mathematics[54], by sex	100per cent	Literacy: G2: 41per cent; G3: 55per cent (NEDS, 2020[55]); G2: 1.2per cent (ESSPIN proficiency standard[56]); Maths: G2: 44per cent, G3: 60per cent (NEDS, 2020); G2: 2.5per cent (ESSPIN proficiency standard)	Nigeria unlikely to achieve SDG target in 2030
4.1.2	Administration of a nationally representative learning assessment (a) in Grade 2 or 3; (b) at the end of primary education; and (c) at the end of lower secondary education	Present	Absent[57]	Nigeria unlikely to achieve SDG4 target in 2030
4.1.3[58]	Gross intake ratio to the last grade (primary education, lower secondary education)	100per cent	66.4per cent (MICS 2017)	Nigeria unlikely to achieve SDG target in 2030
4.1.4a	Net enrolment ratio in primary education	100per cent	69.9per cent (NEMIS, 2019)	Nigeria unlikely to achieve SDG target in 2030
4.1.4b	Completion rate (primary education, lower secondary education, upper secondary education)	100per cent	63per cent (MICS 2017)	Nigeria unlikely to achieve SDG target in 2030
4.1.5	Out-of-school rate (primary education, lower secondary education, upper secondary education)	0per cent	31.3per cent (MICS 2017)	Nigeria unlikely to achieve SDG target in 2030
4.1.6	Percentage of children over-age for grade (primary education, lower secondary education)	0per cent	31per cent (MICS 2017)	Nigeria unlikely to achieve SDG target in 2030
4.1.7	Number of years of (a) free and (b) compulsory primary and secondary education guaranteed in legal framework	Present in legal framework	6 years primary, 3 years junior secondary[59]	Target met: All years of basic education are, by law, free and compulsory

Evaluation question (Impact)	Likely strength of evidence	Data sources
How and why? What are the drivers of success or shortfalls of access & quality?	Medium	Literature review, KIIs
What are the main driving factors of increased completion rate at the primary school level during the 2011–2013 period?	Medium	Literature review, KIIs
What are the driving factors of decreased primary school completion rates in the 2013–2018 period?	Medium	Literature review, KIIs

Education Commission and the state SUBEBs. According to interviews, some measures taken in addressing the barriers and promoting education quality and completion are policy emphasis on full implementation of the UBE Act; and establishment of UBEC to provide direct funding intervention for school improvement infrastructures; and other forms of funding support from the federal level to build the capacity for education sector management both at the state and federal level. Such funding comes from multilateral loans and grants. All of these factors can be characterized as supply-side factors.

Figure 3.15: Pupils' reported challenges that make it difficult to come to school, by state



Indicates differences between states that are statistically significant ($p \leq 0.05$)[61]

This leaves social norms, which also overlap with the domain of demand for education. The SDG4 evaluation report specifically focuses on social norms as also related to the demand for education; that is, how children and parents indicate and act upon the desire and need for basic education – in this case, primary schooling.

Demand

Three determinants contribute to this domain of the MORES framework. These factors are (1) financial access, (2) social and cultural practices and beliefs, and (3) timing and continuity of use.

Financial access

The report explores funding for education as part of the second effectiveness question above, touching, for instance, upon challenges that families face in sending children to school even within the context of Universal and Basic Education policies. Similarly, the section below on the principles of human rights, universality and leaving no one behind (section 3.6) specifically addresses how Nigeria's approach to basic education targets the most financially vulnerable constituents. In addition, document review demonstrates that dramatic increases have occurred in school enrolment that supply-side efforts have failed to fully meet. School enrolment increased dramatically between 2009 and 2013, especially in northwest states, including Kaduna and Kano (Ogbanna, 2016). As highlighted in previous sections of this report, poverty remains an important factor affecting the demand for education. As further explanation, Cambridge Education underlines findings and offers that many children "are not able to afford the direct costs of participation or wait for the long-term returns that accrue with higher educational achievements" (Cambridge Education, 2020, p. 13). Lee and Crawfurd (2014) report on previous studies conducted on household expenditures related to access by which

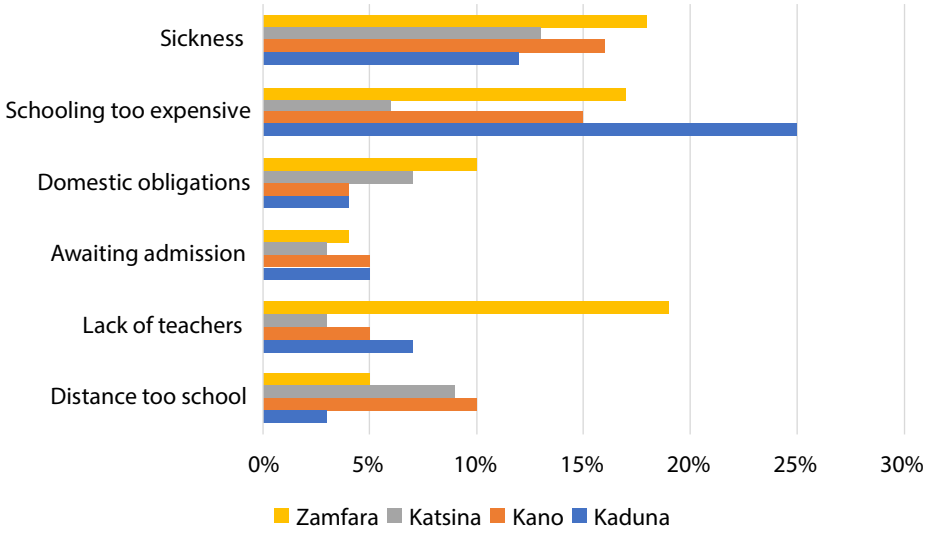
hidden costs (such as uniforms, transport and lunch) as well as PTA levies constitute major barriers to education for poorer families.

Data collected from pupils support the prominence of economic issues as barriers to attending school. Given that discussions with parents were outside the scope of the evaluation, these responses provide critical insights into demand for basic education. The SDG4 school survey asked pupils to comment on challenges they may experience in coming to school. Across the sample, just under one quarter of pupils (24.2 per cent) indicated that they do encounter issues, though this proportion varied between 12 per cent in Enugu State and 31.2 per cent in Katsina State, as indicated in Figure 3.15. The top three challenges reported were disease/illness/health issues (46.9 per cent of pupils reported "yes"), followed by household chores (42.1 per cent) and then income-generating activities (28.3 per cent). These findings emphasize the interconnectedness between health and schooling that we have also explored as part of the first relevance evaluation question above. Although the proportion of children who identified payments for school being unaffordable was nearly negligible, the higher proportion of children identifying income-generating activities recognizes the opportunity cost of education.

Gender-specific analysis of the SDG4 survey shows that across the sample, boys' involvement with income-generating activities may complicate school attendance (34.3 per cent for boys compared to 22.2 per cent for girls). At the same time, girls cite needing to help out with household chores more than boys (45.4 per cent for girls compared to 38.7 per cent). Girls are also more likely to report needing to attend social or religious obligations (18.2 per cent to 10.3 per cent). Boys and girls reported near equal proportions in regard to health issues (45.3 per cent for boys compared to 48.5 per cent for girls). Similarly, analysis related to urban or rural locations also reveals differences, as rural pupils are also more likely to be involved in income-generating activities (35.9 per cent compared to 13.5 per cent) and household chores (47.6 per cent compared to 31.4 per cent). On the other hand, urban pupils were more likely to identify illness as a challenge to coming to school (53.1 per cent compared to 43.7 per cent for rural pupils).

Nigeria has the distinction of having the largest number of OOSC worldwide, making up 11 to 20 per cent of the world population of OOSC with variation to source, definition of OOSC and methodology. Cambridge Education's 2020 report on the OOSC phenomenon identifies that despite increases in school enrolment, the rate of OOSC is estimated to be 27 per cent of all school-age Nigerian children. The profile of OOSC varies greatly by geographic region, "from 11 per cent in southern states to 40 per cent in northern states" with much higher rates of OOSC within rural areas at 39 per cent of rural boys and 41 per cent of girls compared to 11 and 12 per cent of urban boys and girls (p. 13). While the SDG4 evaluation school survey only reports data about in-school children, the NEDS 2020 report presents interesting findings about

Figure 3.16: Factors responsible for school dropouts (adapted from NEDS 2020 report)



factors affecting dropout rates for four of the six case-study states of the SDG4 evaluation. Like the SDG4 evaluation finding, Figure 3.16 shows that NEDS results also identified sickness as a major impediment. This was followed by schooling being too expensive, and for as many as one quarter of pupils in Kaduna State.[62] The expense of schooling may not be as problematic for pupils from Katsina (6 per cent), however. Nearly one fifth of respondents (19 per cent) identified insufficiencies in teacher supply as a factor for dropout.

Social and cultural practices and beliefs

A review of the literature demonstrates that among the factors influencing demand, social and cultural norms have an important role in shaping the willingness of families to access education. Home and/or community circumstances, lifestyles and cultures are recognized among the 'pull' factors for which children do not enrol or fail to persist or to achieve in school. In terms of social and cultural norms, key factors that affect families' demand for public education also include religion and culture, particularly in northern states where "non-secular Islamic and Qur'anic education is preferred by some families, and in rural communities across the nation that still hold strongly to culture and tradition" (Cambridge Education, 2020, p. 13).

In addition, the MSP identifies social and cultural practices and beliefs to be a major barrier to schooling for out-of-school children. The policy identifies how sociocultural factors include "negative perception of the importance and value of western education as well as the low status accorded girl-child education and early marriage" (FMOE, 2017, p. 28). Similarly, the MSP identifies sociocultural beliefs that prevent girls from participating in basic education as an inhibiting factor.

While focus group discussions with parents were beyond the scope of the SDG4 evaluation, interviews with federal and state-level education officials and non-state actor representatives frequently addressed social and cultural practices and beliefs, including gender norms. Most often, participants referred to beliefs about girls being destined for early marriage. For boys in certain states like Enugu, it was mentioned that they feel pressure to join the workforce as quickly as possible (see gender equality evaluation question below for more details). A discussion between a small group of KII participants in Kano State provides a glimpse into conversations that may happen within certain families:

Respondent 1: "For completion, particularly for girls, the moment the girl develops fully her secondary sexual characteristics, and there's a suitor, that's all. Some parents don't care because they have that impression that the education should end in her husband's house."

Respondent 2: "Now, you have husbands. Why do you worry?' Some will claim that, 'I didn't prevent her, let her go and school in her husband's house!'" (Kano State participants)

Finally, regression analysis of MICS 2016 data reveals that ethnicity other than Hausa correlates strongly with primary school attendance rate and age-appropriate early childhood development when comparing low- and high-performing states (by completion rate groupings). A family's religion also correlates strongly with the rate of right-age children at the end of primary and age-appropriate early childhood development. These results further heighten our attention to the relevance of contextual factors and the need to take them into account when considering possible interventions. Parental engagement and advocacy efforts to prioritize education are critical.

Timing and continuity of use

Disruption in demand for education services is a major impediment to successful completion of the basic education cycle. A clear example of education disruption is the COVID-19 pandemic, the focus of the last evaluation question in this impact section. The COVID-19 pandemic affects both the demand for education as well as service provision, i.e., supply. Findings show that insecurity, the focus of the sub-section below, has been an even more constant and insidious disruptor for many pupils, educators and communities in Nigeria, particularly in certain of the SDG4 evaluation case-study states.

Insecurity

Insecurity has greatly disrupted many families, particularly in the northeastern part of Nigeria, leading to many families becoming internally displaced. Referring to FAO and ECOWAS documents, the 2020 VNR concludes that this situation led to negative effects for food security and gender inequality. Moreover, in areas under continued militant control, girls' access to education is further limited (FRN, 2020).

Several data sources emphasize insecurity as a barrier to educational quality and learners' duration within the education system. As one federal education official pointed out,

"In some parts of the country, it is, you know, on a downward trajectory for some of the reasons I mentioned. For instance, the Boko Haram, issue of the kidnapping, you know, for some of the states, especially in the northeast. States like maybe Yobe, Adamawa, states like Katsina, states like Sokoto, and Zamfara. … In this particular area, you are talking about issues – you know, even the issue of the enrolment, because when you have an unstable environment, obviously education would be the first to be affected. (Federal official)"

In addition, head teachers surveyed by the SDG4 school survey also reported on school closures lasting more than two weeks since September 2018 that were not related to COVID-19. Among the 480 head teachers who responded to the school survey, 104 reported school closures, representing 17.5 per cent of the weighted sample. Nearly all head teachers in Katsina (92.4 per cent) reported school closures since 2018, followed by 15 per cent of head teachers in Enugu and 12.5 per cent of head teachers in Zamfara. By far, insecurity was the most common reason for extended school closures for four of the states. All head teachers in Kaduna (100 per cent) who reported non-COVID closures chose insecurity as the reason, followed by nearly all of Katsina State head teachers (98.6 per cent), 83.3 per cent of Kano head teachers and just under two thirds of Zamfara head teachers (60.0 per cent). Insecurity was not reported as a reason for extensive school closures in either Enugu or Kwara State.

Interviews with state officials within the six case-study states provide additional context for understanding the scope and ramifications of insecurity on the education system. Officials in Katsina, Zamfara and Kaduna indicated that insecurity poses an existential threat, particularly in the rural areas, where many schools have closed down due to insurgency attacks and banditry. Some schools have been converted to IDP (internally displaced persons) camps or military bases. The security challenges are eroding the successes recorded by various interventions from donors and programmes of the government. Out of 34 local governments in Katsina State, nine have been completely taken over by insurgents and bandits, and schools have been closed in the affected LGAs. In Zamfara, most schools in rural areas are hard to reach due to fear of armed criminals. The security challenge was identified as an important factor that affects the declining completion rate in these states at different periods. There are parts of Kaduna, like Briningwari, where pupils have not attended school since 2011. This has slowed down enrolment, retention and completion particularly in rural areas that are seriously affected by kidnapping of schoolchildren and banditry. Kwara State has not recorded any case of banditry or pupil kidnapping. However, interviews indicate that Kwara State is increasingly witnessing cases of sexual violence, rape, bullying and drugs in schools.

Drivers and barriers to quality

The MORES framework determinant domains pertaining to quality of education are supply and quality. The domain of supply shines light on the infrastructures and human resources that make up the education system. An analysis of quality of education has been conducted in relation to learning outcomes in the first impact evaluation question above. Here, we briefly report on findings from the SDG4 evaluation school survey that relate to supportive and hindering factors for pupils' performance from the perspective of head teachers, before turning to data on infrastructure and human resources.

General supporting and hindering factors

Before closely examining infrastructure and human resource factors, this report briefly examines teachers' understanding of elements that both support and hinder education quality and pupil performance. We also briefly examine the relationship between household wealth and school performance.

Head teachers' perspective on determinant factors

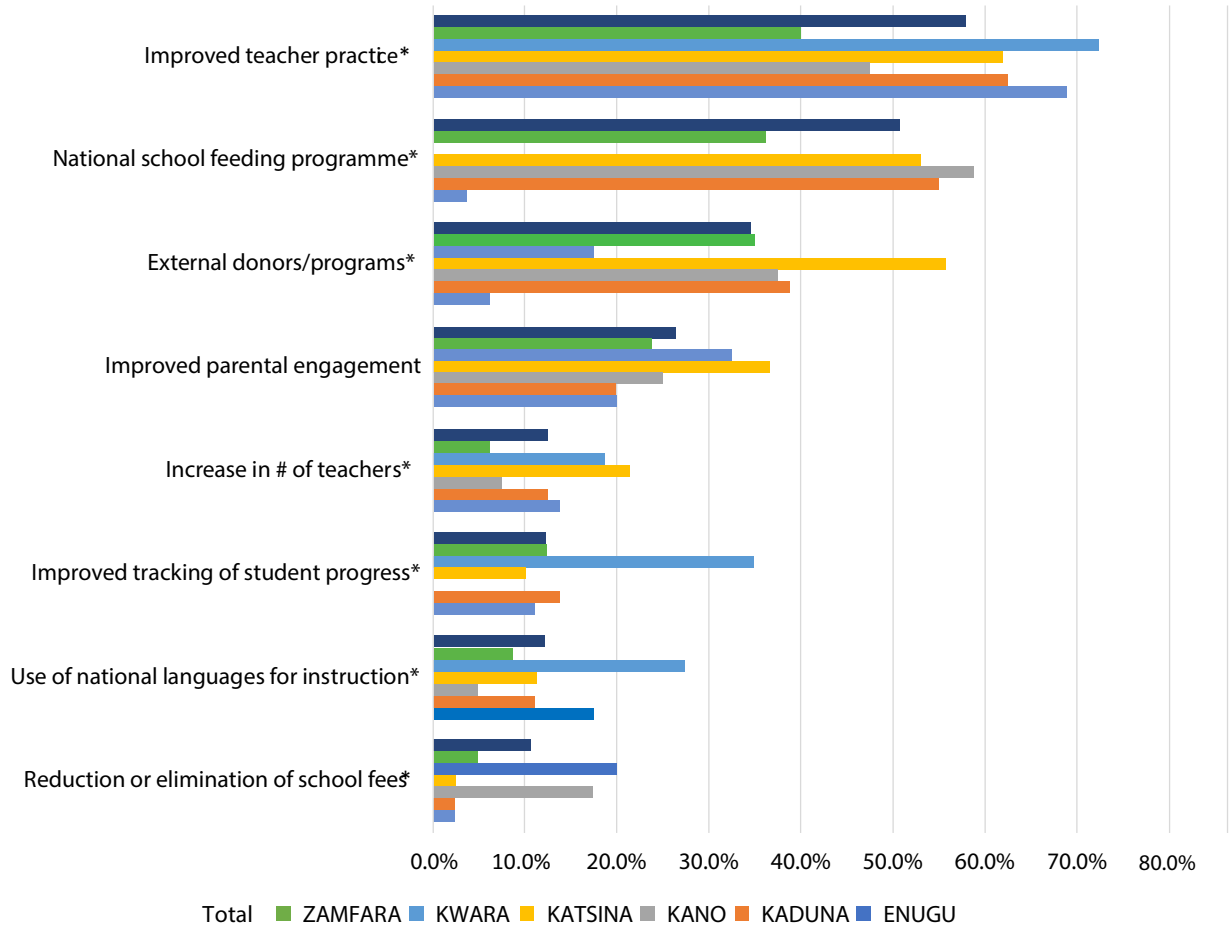
As part of the SDG4 evaluation school survey, head teachers identified factors that they thought may possibly contribute to improved pupil learning since 2016. As Figure 24 depicts, across all six states, the highest proportion of head teachers chose improved teacher practice (57.8 per cent), followed by the national school feeding programme (42.9 per cent) and contributions from external donors or programmes, all supply-side factors. Overall, just over a quarter (26.4 per cent) of head teachers identified improved parental engagement as having a positive influence. This is a demand-side factor.

There is great variation between state results notwithstanding that Kwara State did not participate in the

National Home-Grown School Feeding programme. The largest gap between states concerns the contribution of the school feeding programme (a difference of 55 per cent in the proportion of head teachers who identify this factor in Kano and the proportion in Enugu). The second largest gap concerns external donor support. The proportion of head teachers in Kaduna, Kano and Zamfara is around one third and over one half for Katsina, compared to 6.2 per cent of head teachers in Enugu and 17.5 per cent in Kwara States who cite external donor support as contributing to improved pupil learning since 2016. These differences may reflect the coverage of the school feeding programme in Enugu State as well as the concentration of development and crisis assistance in the Northwest Region.

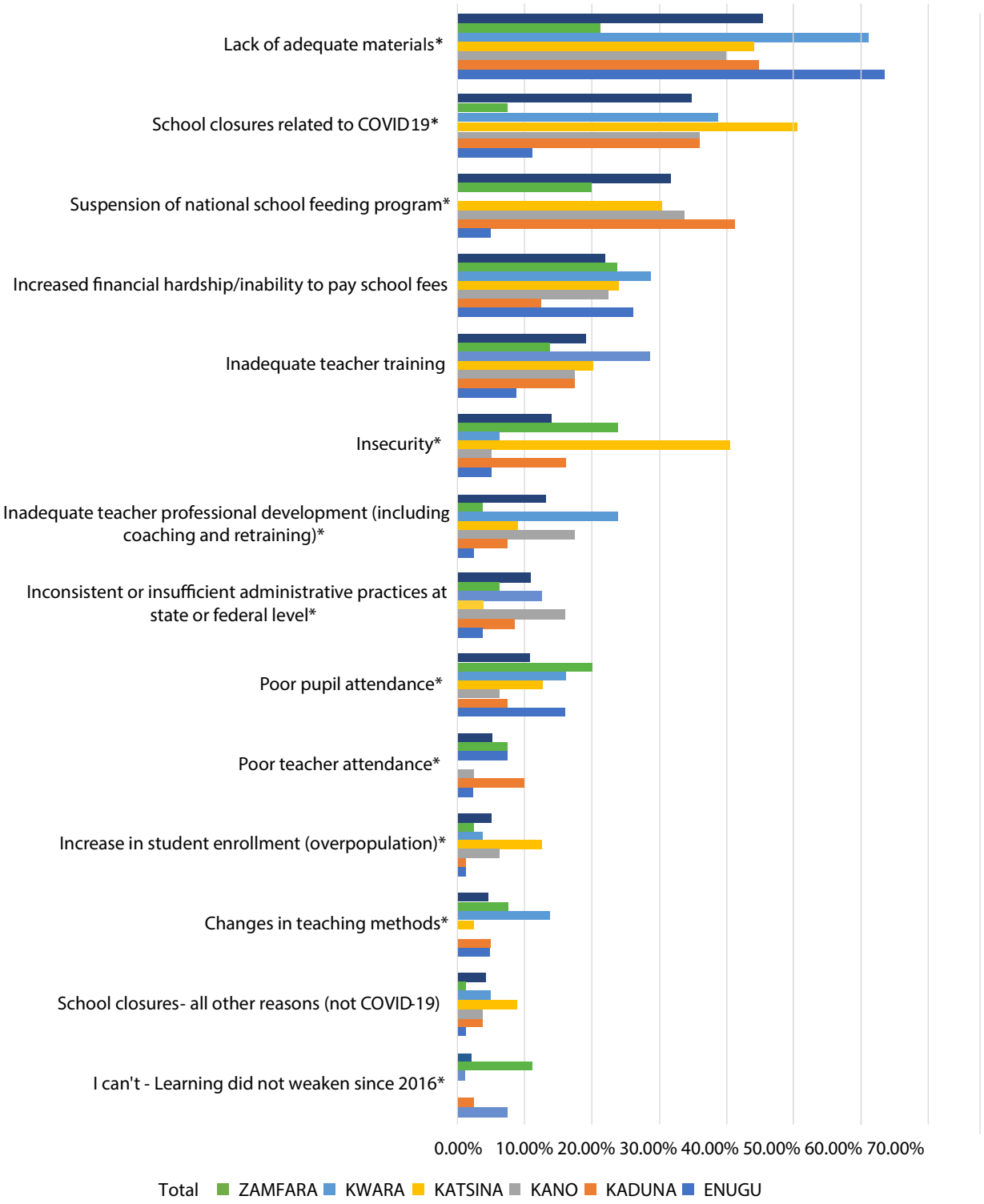
Head teachers participating in the SDG4 school survey also provided insights about factors they feel may contribute to weakened pupil learning since 2016. In general, there was less consensus about these factors than for supportive factors for pupil learning. Still, for the sample at large, more than a quarter of head teachers interviewed identified three factors: (1) lack of adequate materials (45.4 per cent), (2) school closures related to COVID-19 (34.9 per cent), and (3) the suspension of the national school feeding programme (26.4 per cent). These are supply-side factors. As Figure 3.18 illustrates, there is great variation among state responses. For example, a considerably higher proportion of head teachers in Enugu and Kwara States pointed to inadequate materials as a contributing factor when compared to the mean (63.7 per cent and 61.3 per cent, respectively, compared to 45.4 per cent). State variation is also noticeable concerning how COVID-19 may have contributed to reducing pupil learning as well as for the suspension of the home-grown school feeding programme. Finally, head teachers in Katsina were more likely to identify insecurity as a problem, followed by head teachers in Zamfara State (40.5 per cent and 23.8 per cent, respectively).

Figure 3.17: Factors contributing to improved learning outcomes, according to head teachers (%), by state



Indicates differences between states that are statistically significant (p≤0.05)

Figure 3.18: Factors contributing to weakened learning outcomes, according to head teachers (%), by state



Brief examination of the relationship between household SES and pupil performance

While the later human rights evaluation question investigates in greater detail the relationship between household socioeconomic status and pupil performance, Table 3.34 presents financial poverty indicators alongside basic education indicators. Proficiency levels draw from both NEDS 2020 data and the SDG4 evaluation school survey results using the NEDS benchmark approach. (See the first impact question for an explanation.)

Analysis of these data shows, however, that enrolment doesn't seem to be linked to the poverty rate as we do not see the NER fluctuating alongside poverty indicators. Rather, poverty seems more linked to learning outcomes. This confirms the relationship we find below between SES and proficiency scores in literacy and numeracy. (See human rights evaluation questions below for that analysis.)

Infrastructure (supply-side)

In terms of infrastructure, multiple sources demonstrate that there remain major impediments to education provision. These include insufficient schools, particularly in rural areas, inadequate infrastructure, facilities and resources to encourage and sustain school enrolment, completion and learning outcomes. School supply has an impact on both pupil access, because distance to school is a major factor in children's non-enrolment, and on school quality, since insufficient schools to satisfy demand for schooling can lead to overcrowded classrooms (Lee and Crawfurd, 2014, p. 32).

The evaluation team again turned to NDES data in order to view change in classroom availability over time. Table 3.35 lists the number of classrooms existent within each of the six case-study states and nationally between 2017 and 2019.

Table 3.34: Comparative analysis of household financial poverty with education performance indicators of basic education in Nigeria and in six case-study states

State	Incidence of HH Financial Poverty in 2019	Basic Education Performance indicator								
	Poverty Headcount Rate	Poverty Gap Index	Net Enrolment Ratio	Proficiency level NEDS 2020 - Literacy	Proficiency level NEDS 2020 - Comprehension	Proficiency level NEDS 2020 - Numeracy	Proficiency level SDG evaluation 2020 – using NEDS benchmark – P2 Literacy	Proficiency level SDG evaluation 2020 – using NEDS benchmark – P2 Numeracy	Proficiency level SDG evaluation 2020 – using NEDS benchmark – P4 Literacy	Proficiency level SDG evaluation 2020 – using NEDS benchmark – P4 Numeracy
Low-performing states										
Kano	55.08	15.24	98.1	35	22	32	30	39	41	43
Zamfara	73.98	24.95	57.8	28	20	22	18	34	41	33
Transitioning states										
Katsina	56.42	16.18	98.29	25	14	22	47	40	64	51
Enugu	58.13	16	66.54	N/A	N/A	N/A	92	96	92	98
High Performing states										
Kwara	20.35	4.45	45.47	N/A	N/A	N/A	84	93	84	45
Kaduna	43.48	15.51	93.22	44	30	51	N/A	N/A	70	74
Nigeria	40.09	12.85	69.86	N/A	N/A	N/A	N/A	N/A	N/A	N/A

Analysis shows that there are fluctuations in the data year-to-year. In addition, there is cause for concern that some of the data may be incorrect given the large changes. It is rare that so many classrooms would come out of service at one time. Kano, for instance, lost nearly 21,000 classrooms over a three-year period. Similarly, these data show that Kaduna gained over 73,000 classrooms. It is unlikely that these data correctly reflect the situation on the ground. Kaduna State is experiencing major problems with insecurity and insurgents and it is not possible for the state to have developed this number of classrooms in that time. While interesting, these data are not very realistic and require additional triangulation.

Similarly, the evaluation team investigated changes in the pupil-classroom ratio during the same period of time. Table 3.36 presents these data

Again, analysis of pupil-classroom ratios showed large fluctuations, particularly between 2018 and 2019, when both Kano and Zamfara States seem to have experienced either an increase in the school-going population and/or a decrease in the number of classrooms available. On the other hand, Kaduna and Katsina States in particular reported important decreases in the pupil-classroom ratio. In the case of Kaduna, the number of pupils per classroom decreased from 83 pupils in 2017 to 15 pupils in 2019. This change, if accompanied by other supportive determinant factors, might suggest improved educational quality. Nonetheless, as with the above results, the magnitude of the changes raises concerns about the validity. Overall, however, the trends seen in Table 3.36 support the trends depicted in Table 3.35 related to classroom availability.

SDG4 evaluation school survey findings further demonstrate that the situation in the six case-study states needs attention. Findings go beyond the availability of classrooms to investigate other important elements. Table 3.37 summarizes these findings. Notably, most of the surveyed schools do not have access to electricity (with the exception of Kano, where electricity was available in 38.8 per cent of schools visited). In all states, except Katsina and Kwara, about one fifth of schools have makeshift classrooms. Libraries (or collections of books for the pupils to read) are also not widely available; the figure ranges from 28.7 per cent of schools in Kaduna with a library to 42.5 per cent in Kano. In Kano, the state with seemingly better access of children to printed materials, one child out of two still does not have access to supplementary reading materials at school.

In addition, findings on the status of available infrastructure indicate additional cause for concern. In all the states the majority of the available facilities are in need of repair, as shown in Table 3.38, thus providing an additional burden to education quality. Most alarming, the state of the school's roof or ceiling necessitates repair at the majority of schools surveyed. This proportion ranges from two thirds of schools in Zamfara and Kano to more than 90 per cent (91.2 per cent) of schools in Kwara State. Classroom walls are also in need of repair in the majority of schools. Kano's school walls are in the best shape, as just over half require attention, yet

Table 3.35: Number of primary education classrooms in Nigeria by state (2017–2019)

State	# Classrooms (2017)	# Classrooms (2018)	# Classrooms (2019)	Change (2017-2019)
Low-performing states				
Kano	30,679	35,282	9,927	-20,752
Zamfara	6,324	7,654	6,487	163
Transitioning states				
Katsina	13,831	17,714	15,772	1,941
Enugu	7,558	7,902	7,485	-73
High-performing states				
Kwara	10,784	8,455	8,703	-2,081
Kaduna	18,513	21,984	92,018	73,505
National	461,632	406,778	458,287	-3,345

Source: NDES, 2017, 2018, 2019

Table 3.36: Pupil-classroom ratios from 2017 to 2019 for primary education, by case-study state

State	# Pupils/ classroom (2017)	# Pupils/ classroom (2018)	# Pupils/ classroom (2019)	Change (2017-2019)
Low-performing states				
Kano	94	79	328	234
Zamfara	95	63	100	5
Transitioning states				
Katsina	116	90	95	-21
Enugu	24	20	23	-1
High-performing states				
Kwara	19	18	16	-3
Kaduna	83	59	15	-68
National	46	40	45	-1

Source: NDES, 2017, 2018, 2019

Table 3.37: Availability of infrastructure elements within case-study states

State	Electricity	Makeshift classrooms	Library (or collection of books)	Fence or boundary wall	Playground
Low-performing states					
Kano	38.80per cent	21.20per cent	38.80per cent	48.80per cent	67.50per cent
Zamfara	12.50per cent	21.20per cent	28.70per cent	23.80per cent	61.30per cent
Transitioning states					
Katsina	10.10per cent	6.30per cent	30.40per cent	19.00per cent	81.00per cent
Enugu	8.80per cent	18.80per cent	42.50per cent	12.50per cent	90per cent
High-performing states					
Kwara	25.00per cent	11.20per cent	30.00per cent	26.20per cent	83.80per cent
Kaduna	8.80per cent	20.00per cent	28.70per cent	27.50per cent	82.50per cent
Overall	22.2per cent	17.1per cent	33.4per cent	32.1per cent	76.3per cent

Table 3.38: School infrastructure in need of repair, by proportion of schools within sample

State	Fence or boundary wall	Windows	Roof or ceiling	Classroom walls	Playground
Low-performing states					
Kano	30.80per cent	62.50per cent	67.50per cent	55.00per cent	11.20per cent
Zamfara	42.10per cent	78.80per cent	67.50per cent	71.20per cent	72.50per cent
Transitioning states					
Katsina	46.70per cent	82.30per cent	84.80per cent	75.90per cent	87.30per cent
Enugu	70.00per cent	83.80per cent	80.00per cent	80.00per cent	43.80per cent
High-performing states					
Kwara	71.40per cent	92.50per cent	91.20per cent	86.20per cent	67.50per cent
Kaduna	50.00per cent	73.80per cent	77.50per cent	78.80per cent	56.20per cent
Overall	43per cent	75.4per cent	76.9per cent	71.2per cent	40.2per cent

this proportion is close to, or higher than, three quarters for all other states.

These findings, however, contradict some findings from key informant interviews with state- and federal-level actors. For example, education officials in Kaduna, Katsina and Kwara States spoke about how efforts to improve infrastructure have contributed to improved educational quality. An education official in Kwara, for instance, spoke at length about the integrated school development model that they had initiated:

The state then identified three things. To have a high learning outcome you need: (1) the infrastructure, (2) adequacy of staffing, (3) adequacy of physical facilities; and we are talking about institutional management development. These are the three things. There was a very heavy investment in infrastructure, there was a very high-level commitment from the state government. The people at the helm of the affairs understood very well the scheme and there was adequate and proper monitoring and supervision. (Education Official, Kwara State)

Among other possibilities, this contradiction may suggest that the dismal state of schools' infrastructure is still an improvement over the previous situation or that infrastructure efforts were limited in their reach.

WASH facilities (supply-side)

WASH facilities require special mention as they constitute an important enabling factor for access to education, especially for girls. The GPE First Annual Report for Nigeria (Turner et al., 2019) presents data from 2015 and 2016 Annual Education Sector Performance Review (AESPR) documents and they highlight a failure to provide adequate facilities for pupils as well as a failure to make progress towards improving the situation. Toilets and sanitary facilities can be considered particularly important as this issue disproportionately affects female pupils, who, in the absence of sanitary and private toilet facilities, are more likely to be absent from school or drop out due to menstruation. Data from the SDG4 school survey show a similar picture, as indicated in Table 3.39.

The gender equality evaluation question below investigates this issue in further detail.

Human resources

The SDG4 evaluation team sought to better understand the supply of teachers to support basic education provision. While the evaluation team has some concerns about the reliability of NDES data, as stated elsewhere in this report, NDES data allow for analysis over time. Table 3.40 presents the number of teachers in Nigeria, as well as in each of the six case-study states between 2015 and 2019.

Analysis shows that the number of teachers increased in five of the six states while decreasing for Enugu and nationwide by around 5 per cent. At the same time, three of the states demonstrate nominal changes that are less than Nigeria's population growth rate, estimated at 2.6 per cent for 2019 (World Bank, 2019). In addition, the data are reflective of events in the education sector in Kaduna between 2017 and 2019, where teachers who failed a competency test were laid off and a new set of teachers who passed through a

Table 3.39: Availability of toilets at SDG4 evaluation sampled schools (mean)

State	Toilets available	Toilets for girls
	Mean	Mean
Low-performing states		
Kano	4.8	3.2
Zamfara	4.3	2.5
Transitioning states		
Katsina	6	3.1
Enugu	3.6	2.5
High-performing states		
Kwara	2.5	1.9
Kaduna	4	3.3
Overall	3.7	2.8

Table 3.40: Teacher coverage in Nigeria from 2015 to 2019 for primary education, by case-study state

State	# Teachers (2015)	# Teachers (2016)	# Teachers (2017)	# Teachers (2018)	# Teachers (2019)	Change (2015-2019)
Low-performing states						
Kano	45,772	45,802	40,053	19,009	46,520	1.6per cent
Zamfara	9,632	9,315	8,951	13,105	9,742	1.1per cent
Transitioning states						
Katsina	19,274	19,435	21,468	25,044	27,423	42.3per cent
Enugu	11,133	10,415	9,779	10,179	10,491	-5.8per cent
High-performing states						
Kwara	13,959	12,849	12,927	13,807	14,369	2.9per cent
Kaduna	32,938	34,004	32,060	25,896	37,937	15.2per cent
National	567,380	542,533	472,077	594,653	543,688	-4.2per cent

Source: NDES, 2015, 2016, 2017, 2018, 2019

Table 3.41: Pupil-teacher ratios from 2015 to 2019 for primary education, by case-study state

State	# Pupils/ teacher (2015)	# Pupils/ teacher (2016)	# Pupils/ teacher (2017)	# Pupils/ teacher (2018)	# Pupils/ teacher (2019)	Change (2015-2019)
Low-performing states						
Kano	56.1	59.4	72	161	71.2	26.9per cent
Zamfara	49.5	51.4	67.1	39.7	68.3	38.0per cent
Transitioning states						
Katsina	80.2	76	74.7	71.6	71.6	-10.7per cent
Enugu	15.9	16.7	18.5	17.3	17.1	7.5per cent
High-performing states						
Kwara	14.3	15.7	15.9	12.9	12.6	-11.9per cent
Kaduna	35.8	41.8	47.9	59.6	48.1	34.4per cent
National	36.6	41.2	45	37.6	44.7	22.1per cent

Source: NDES, 2019

competitive process were recruited instead. Also, Katsina demonstrates a large jump as the number of teachers available in the state nearly doubled between 2015 and 2019.

In addition, study of pupil-teacher ratios provide insights about how the system is able to respond to increases in enrolment. Again, NDES provides these data for 2015–2019 as depicted in Table 3.41.

Results show high variability between states. In 2019, pupil-teacher ratios ranged from 12.6 pupils per teacher in Kwara to 71.6 pupils per teacher in Katsina State. Figures in red within the change column indicate increases that would likely be detrimental to the quality of education while green text indicates a positive change. Between 2015 and 2019, three of the case-study states as well as the national aggregate increased the pupil-teacher ratio in a way that may detract from quality teaching and learning. Two states,

Enugu and Kwara State, demonstrated changes that stay within an acceptable range for pupil-teacher ratios. In Katsina State, the ratio decreased between 2015 and 2019, a positive change, yet the ratio still remains the highest of the six case-study states. In general, the increases far exceed Nigeria's population growth, and again, further investigation is warranted in order to confirm data validity, particularly for Kwara State values which seem to be very low.

Teacher qualifications (supply-side)

The recent 2020 Voluntary National Review (VNR) identifies important successes addressing human resources within the education sector. These include a teacher certification policy that has helped teachers to obtain minimum qualifications, well-stocked libraries for many schools and strong relationships between the government and other stakeholders, including civil society organizations. Nonetheless, the literature continues to point out that many Nigerian teachers are not adequately trained and do not have the necessary teaching and learning materials at their disposal to assure adequate instructional quality. In addition, weaknesses in the teacher recruitment and deployment system lead to imbalances in teacher-pupil ratios across the educational system (Ogbanna, 2016; FRN, 2020). The supply of trained teachers and their deployment across the country, along with appropriate management, remains a challenge in many areas and is a contributing factor to the high number of out-of-school youth in Nigeria (Cambridge Education, 2020).

NDES data also demonstrate increasing levels of appropriate teacher qualification in recent years. In the SDG4 survey, state analysis shows that in all states the majority of teachers have a Senior Secondary Certificate Examination (SSCE) (from 79.7 per cent in Katsina to 53.8 per cent in Kano). Data for Kaduna, Kano and Katsina show that no sampled school within these states has unqualified teachers, though Enugu shows a worrying 12.5 per cent of teachers without an academic qualification. At the same time, these results for Enugu may be unreliable simply because many respondents selected "other" when asked this question.

While the section below provides additional details about how states are addressing teacher capacity reinforcement, qualitative data from KIIs underline that development partners, in particular, have provided necessary support for teacher training. Education officials make the connection between qualified and trained teachers and educational quality. As a non-state actor from Kaduna State pointed out:

Kaduna State is now employing more qualified teachers as we speak. Because the moment we have teachers that know what they are doing, they are able to engage learners better. A conducive learning environment, which also helps to take away that violence in schools … So, it helps to keep the children in school, gives parents encouragement that their children are learning and for them to encourage children to go to school. (Kaduna non-state actor)

The next section provides a more nuanced investigation of how changes to the education sector may have varied over the time period central to the SDG4 evaluation.

Availability of Learning Materials (supply-side)

The Education Policy (2004) didn't make a mandatory provision of education text books and numeracy books to all primary school. Access of pupils to learning materials depends on the financial capacity of parents. The ratio of learning material per pupil still very low in Nigeria. Text Book is the major learning resource used in school by teachers. This gap or inequality of access to text books by children due to the high HH poverty, represents a key determinant constraining factor of quality of education in Nigeria.

Language of Instructions

The National Policy on Education established in 1977 and enshrined in the 1979 Constitution and Political Bureau Report in 1987, establishes the delivery of learning and teaching in the Mother Tongue or Language of Immediate Environment (L1) from Primary 1 to Primary 3; and from Primary 4 to Primary 6 in English (L2).

Findings of the study on language in education in Nigeria undertaken by UNICEF in 2021 in 8 selected states revealed the weakness of transition from Mother Tongue to English in education as stated in the executive summary report of the study: "The main findings of this study reveal that there is non-compliance to the provisions of the National Policy on Education (NPE) relating to transition from Mother Tongue (L1) to English (L2) between Primary 3 and Primary 4 by all schools; rather the use of dual medium transition for teaching and learning

is adopted for classroom practice;…the practice of code-switching by teachers during classroom teaching and learning to explain or emphasize difficult concepts by the major language of immediate environment, differs across the states: for example, Hausa in the North-East and West (Bauchi, Taraba, Kano and Sokoto); Tiv in specific areas in Benue State in the North-Central; Igbo in the South-East (Imo); Yoruba in South-West (Osun); and Kalabari and Obollo in specific areas of South-South (in Port-Harcourt and Andoni respectively)".

This inappropriate application of language transition and code switching among states of Nigeria affects the quality of Education and mostly Pupils Leaning Outcomes as demonstrated by the language study in education.

Information from fieldwork observations from the areas of study indicate that there is no school at the basic primary level that teaches Reading and L1 subjects in Mother Tongue (MT) or LIE. Some government schools that adopt English as Medium of Education (EME) do not teach reading as a subject. Apart from the schools that are currently, running a donor-based intervention programme in Kano, Bauchi, and Sokoto; and in Andoni in Rivers State (a community funded project), Reading is not part of the basic education curriculum in the schools that participated in the study. Similarly, schools that adopt the use of MT or LiE do not also teach Reading as a subject.

Teachers Supervision and Monitoring and Mentoring

From the classroom observation, it reveals that there is weak system of teachers monitoring & mentoring and classroom-based support to teachers to deliver quality learning, which contributes to poor quality learning outcomes. The SUBEB and the LGEA should ensure grassroot monitoring of the implementation of the NPE provisions on education across all schools within their various areas of coverage or jurisdiction to enforce implementation of the policies by all schools – both private and public as there is the current practice of non-compliance with the policies by so many schools.

Close investigation of drivers of increased and decreased completion rates over time

The original Impact 4 and Impact 5 evaluation questions specifically addressed driving factors of increased primary completion rates during the 2011–2013 period and decreased completion rates between 2013 and 2018. As noted in the background section above, the SDG4 evaluation period included some major shocks, such as a major recession in 2016, a fall in crude oil prices between 2016 and 2020 and increasing security problems beginning in 2016. In addition, 2015 marked the end of the MDGs and 2016 marked the beginning of the application of the SDG agenda.

Key informant interviews, specifically, provide the bulk of the data for responding to these questions. In the field, the evaluation team encountered multiple challenges in obtaining relevant secondary data from government sources. First of all, completion rate trends varied significantly between states. As Figure 3.13 indicates, Enugu and Zamfara States experienced major decreases in their completion rates in 2013 while other states experienced them in 2016. In the case of some states, the decrease has been relatively minor and completion rates have plateaued rather than decreased. In addition, for respondents, recalling the situation back to 2013 was challenging, due in part to mobility and turnover within the education system and for development partner staff, but also simply because of the length of time that had passed. When conducting interviews, the evaluation team presented Figure 3.13 to participants and discussed the statistics presented in order to better ground the conversation. Nonetheless, during at least five interviews with various stakeholders, participants were unable to comment because they did not feel they had enough mastery of the data. In addition, one development partner representative acknowledged that the trajectory had not been clear across the states, but that it had varied. Education officials in Kano State disagreed outright with the MICS and DHS findings that informed Figure 3.13. Rather, they argued that completion rates had been steadily increasing. These challenges aside, findings reveal some useful information about how various drivers have changed during the time frame of the SDG4 evaluation.

Drivers leading to positive improvements

In regard to positive improvements, some stakeholders pointed to supply-side improvements in infrastructure (as noted above) and improved teacher quality. Actors from Enugu, Kaduna, Katsina and Kwara States specifically mentioned the latter. In addition, it is noteworthy that non-state actors in Kaduna indicated that accountability of the state government to non-state organizations has also grown in this time period.

Development partner interventions

Without doubt, however, the most common response among stakeholders when asked to what they attribute post-2016 changes was the supply-side intervention of development partners. The HGSFP also surfaced within findings, but not to the extent that NGO-led projects did. KII participants referenced projects that included ESSPIN, GEP, UNICEF, NIPEP, the World Bank and the Qatar Foundation, among others. Most notably, many respondents applauded the ESSPIN project, and in particular its implementation and support of SBMCs. Of the six case-study states, Enugu, Kaduna, Kano and Kwara participated in the then-DFID funded ESSPIN project from 2008 to 2017. In addition, Katsina and Zamfara KII participants also spoke about the importance of development partner support for SBMCs. As an illustration, when asked what changes in education, access, completion, equity and quality have occurred since 2016, a Kano official described how SBMCs had been influential in the following way:

[Through] collaboration with development partners, stakeholders of the state and collaboration with SBMC, with the community is another way. When I say SBMC, I mean the community that surrounds the school, I mean the Parent Teacher Association, because Parent Teacher and SBMC are together. So, using them in the aspect of educational activities also enhanced this progress. (Kano Education Official)

Like this official, the majority of interview participants also spoke of sensitization of parents as a key factor in achieving success during this time period.

Drivers leading to decreases in positive indicators

While some respondents indicated that they were not in a position to comment on the reasons for decreases in key education indicators, like enrolment, completion and transition rates, others pointed to contextual factors that included the recession, insecurity and changes in administration. For instance, two development partner representatives, in Kano and Katsina, respectively, commented on how the recession has complicated education delivery and take-up, both supply- and demand-side factors. They noted that children have needed to step in to contribute as earners to help their families. While data are not yet available to support the claim, it is likely that the economic effects of the COVID-19 pandemic and imposed prevention measures may also have similar effects on the economy and on enrolment and completion. As indicated above, findings from KIIs generally acknowledged the interdependence of multiple drivers affecting education outcomes. As a high-level FMOE official pointed out:

Yes, when we have prolonged school closures or prolonged strikes based on the state governments not meeting their salary obligations to teachers, it also leads to those lower completion rates. And you see that there will even be variation from state to state. So, these are some of the other factors. Even when the economy goes down, you know, people are now having difficulties fending for themselves. They begin to withdraw their children from school because (A) they don't have money to pay for the fees anymore, but (B) because they need their labour to augment the family income. So, these local factors tend to affect them. …That is why we believe that holistic approach... There's no silver bullet. You cannot say I am hitting one, therefore, everything will fall in place. You have to be attacking all the various challenges that you face and from time to time they improve as other things improved. (FMOE Senior Official)

In addition to the findings above, KII respondents from Kaduna, Katsina, Kwara and Zamfara States, in particular, spoke at length about how the challenging insecurity situation has impacted the education sector. Federal actors also acknowledged the disruption that insecurity has caused. A respondent from Katsina, for instance, shared the following:

One of the things that give rise to the figures that you quoted earlier, most of them were the rural areas and now the rural areas are the worst hit in terms of insecurity, especially the banditry … And most of them are displaced in fact … many of their parents have been killed …, so many of them have lost their means of livelihood. (Katsina participant)

Zamfara officials also pointed out that the decrease in completion rates for their state took place earlier and they blamed insecurity.

In addition, respondents also cited competition between private and public schools for pupils and teachers as having a negative effect on public schools. A development partner and officials from Enugu State made this claim. One official from Enugu further explained how parents may wish to send their children to private school for junior secondary school (a demand-side consideration) and in doing so, their child skips a primary grade, thereby not finishing the

primary school cycle. Participants also pointed to PTA levies as having a negative effect on enrolment and completion. (See the second effectiveness evaluation questions above and the human rights evaluation question below for greater detail.)

Lastly, just as KII participants indicated above that development partner interventions contributed to improved education outcomes, some also identified the end of development projects as the reason for outcomes subsequently declining. Two federal-level participants made this assertion, which also has implications for sustainability. One of them provided the following reason for decreasing trends:

Another thing could be, take for instance, in Kano, like now you mentioned Kano, I want to tell you as we are speaking, now if you go to Kano, you find more than five or ten projects from IDPs. Now, at this time, because of this project deal with schools they will have a lot of enrolment, but there won't be sustainability from the start. As soon as these projects end, 1 year, 2 years, because there's no sustainability, all the dust will go back. So maybe within this period, there a lot of interventions and all of a sudden, the interventions are no more and there there's no sustainability. (Federal Education Official)

The evaluation team will revisit the role of development partners within the final sustainability evaluation question. 3.5.4

Imp3: To what extent did the following flagship policies and programmes of the education sector achieve overall expected results: Home-grown School Feeding Programme, Social Cash Assistance to poorest families, etc.?

Conclusion

The National Home-Grown School Feeding Programme (NHGSFP) is the most prominent flagship programme related to education. While NHGSFP reports also demonstrate enrolment increases, analysis of learning outcomes shows little improvement for participating schools within the SDG4 school sample compared to non-participating schools. Similarly, the programme suffers from implementation inconsistencies that require attention. At the time of writing, the NHGSFP was still suspended due to the pandemic.

The evaluation team turned to various sources to inform the response to this question, including document review, key informant interviews and learning assessment results specific to investigating the impact of the HGSFP. At the same time, information was sparse, particularly for the Social Cash Assistance programme. None of the documents available to the evaluation team directly identified expected results or a results framework. For this reason, the evaluation team interprets this question to explore possible effects of the flagship programmes most relevant to education. As this section will demonstrate, there is more information about the school feeding programme, and though comments were positive about the programme, there is little evidence that the programme positively affects learning outcomes.

As background, a 2019 impact evaluation and occasional mention of cash transfers in KIIs also provided some useful data. As background, the 2017 ERGP recognized achieving macroeconomic stability to be a key execution priority for the Nigerian government. This would require changes to social policies, including education, that would "invigorate the economy and enhance human capital" (Federal Government of Nigeria, 2019, p. 4). These flagship initiatives align not only with the SDG goals but also with Nigeria's goal of being a top economy by 2030.

Both the Nigerian National Cash Transfer Programme (NCCT) and the NHGSFP began in 2016. The government implements the CCT in 33 states and the school feeding program in 34 states (National Home-Grown School Feeding Programme (NHGSFP), 2020, p. 2). The programmes were originally implemented by the Office of the Vice President, but were transferred to the Ministry of Humanitarian, Disaster Management and Social Development in 2019 in order to promote institutionalization. The CCT aims to (1) improve household consumption; (2) increase utilization of

Evaluation question (Impact)	Likely strength of evidence	Data sources
To what extent did the following flagship policies and programmes of the education sector achieve overall expected results: Home-Grown School Feeding Programme, Social Cash Assistance to poorest families, etc.?	Medium	Literature review, KIIs

health and nutrition services; (3) improve school enrolment and attendance; (4) Improve environmental sanitation and management; (5) encourage household financial and asset acquisition; and (6) engage beneficiaries in sustainable livelihood (Federal Government of Nigeria, 2019, p. 15). Beneficiaries are poor and vulnerable members of the population and they receive N5,000 per month in the hope of lifting them out of poverty.

The NHGSFP addresses five federal government priority areas: (1) Expand access to education; (2) enlarge agricultural output; (3) enhance social inclusion; (4) reduce poverty; and (5) build a thriving economy. The NHGSFP has as its target 12 million children while the National Cash Transfer Programme (NCTP) targets one million of the poorest households. The NHGSFP is funded by the Nigerian government. The programme provides free school lunches to pupils in P1–3 in participating states. The aims of the programme are as follows:

It is expected that by improving their health through regular and hygienic feeding, their level of enrolment in school, as well as their ability to learn and comprehend properly, is significantly improved. The programme, by extension, also aims to empower unemployed, often unskilled low-income women by hiring them as cooks to prepare and provide the meals to the pupils and support local farmers by ensuring the cooks utilize locally produced farm inputs in preparing and providing meals to the pupils. (NHGSFP impact evaluation, slide 2[63])

Of the six case-study states for the SDG4 evaluation, only Kaduna and Zamfara participated in the NCCT programme and five participated in the school feeding programme at the time of the evaluation. Kwara did not, although education officials indicated that the state had recently launched the programme. They explained that the hesitancy had been due to political disagreements between the previous state administration and the federal government. At the time of writing, the school feeding programme was suspended in all states due to the COVID-19 pandemic.

Perceived impact of flagship programmes

State-level actors from all five enrolled states were overwhelmingly supportive of cash transfer programmes and school feeding programmes, yet participants referred most often to development partner cash transfer programmes rather than the national programme. In addition, they noted that through the school feeding programme, the federal government has succeeded in improving enrolment rates, particularly for girls. Some also argue that retention has increased. While, by design, the HGSFP only provides for limited grades, P1–3 findings demonstrate that three state governments provide school lunches for the remaining grades of the primary cycles (P4–6). They are Enugu, Kano and Kwara States. Kwara officials indicated that they intend to cover the upper three grades when the programme initiates. Kano officials also explained that the state began a school feeding programme around 2000 supporting Grades 1–3 and then shifted to the upper grades when the federal programme began.

Key informant interview data most frequently indicate that flagship programmes, the HGSFP in particular, increased enrolment. Fewer stakeholders commented on cash transfer programmes, but they also associate these with development partners like UNICEF and GPE. One education official in Katsina spoke from his professional experience, but also as a father. He indicated how the school feeding programme has provided his own children with incentives:

I also frankly encouraged my little two twin daughters, to go to school as early as possible … they say, 'Teacher says if you come early, you get food with meat; if you come late, you get food without meat.' (Katsina Education Official)

Impact reports for both programmes substantiate claims of increased enrolment. The 2019 impact evaluation of the CCT found that 7 per cent more beneficiaries have at least one child in school compared to non-beneficiaries (Nigeria Policy Innovation Unit, 2019). The 2019 impact evaluation of the school feeding programme also identified that the initiative led to an increase in enrolment of 1,922,593 pupils between 2017 and 2019 (21 per cent increase). The NHGSFP impact report also found improvements in pupil attendance and academic performance at the schools where the programme is offered. (We investigate learning outcomes separately below.) The report notes that the programme is associated with an average per class increase of three pupils (results are not statistically significant). More teachers in participating schools reported complete attendance compared to teachers in control schools.

Possible effects on learning outcomes

The SDG4 evaluation team sought to understand not only stakeholder perspectives on the effects of flagship

programmes on learning outcomes, but clear statistical evidence from learning assessments. To begin, findings show that teachers are generally positive about the programme and feel that it has contributed to improved learning outcomes. The 2019 impact evaluation of the HGSFP found that teachers in programme schools were more likely to report an increase in academic performance compared to teachers in non-HGSFP schools (94.9 per cent compared to 86.0 per cent). Similarly, as part of the school-level survey, head teachers identified factors that they think may have contributed to improved pupil learning since 2016. They were able to list multiple factors. Over one third of head teachers in Zamfara (36.2 per cent) and more than half of head teachers in Katsina (53.2 per cent), Kaduna (55 per cent) and Kano (58.8 per cent) identified the school feeding programme as contributing to improved pupil learning. Hardly any head teachers gave this response in Enugu (only 3.8 per cent). Kwara did not participate in the school feeding programme.

At the same time, results from the literacy and numeracy assessments when controlling for participation in the HGSFP show that the programme has not had an impact on pupils' results. We describe the findings here, beginning with an overview of the sample. In order to isolate schools participating in the school feeding programme, we obtained a list from the Vice President's office of participating schools and matched them with schools in the SDG4 school-based survey sample. Equivalent information for the CCT was not available.

Analysis shows that, overall, three quarters (76 per cent) of schools in the sample took part in the school feeding programme. State participation ranged from 68.8 per cent of schools in Enugu State to 86.1 per cent of schools in Katsina. There are no data for Kwara State as the programme in Kwara was not yet fully in place at the time of data collection. The SDG4 evaluation team compared mean results for all four competency areas (end-of-P2 literacy and numeracy, end-of-P4 literacy and numeracy) using continuous scores. The results show little difference between both groups across the six case-study states, as indicated in Figure 3.19. In addition, Figure 3.20 shows how disaggregation by state reveals very little meaningful information after controlling for multiple variables. (See Annex G for detailed tables.) Criticisms of school feeding programmes (discussed in the section below) in general, and in Nigeria in particular, coupled with implementation challenges may help explain the lack of definitive impact.

Figure 3.19: Average scores for HGSFP schools and non-program schools by competency and grade level

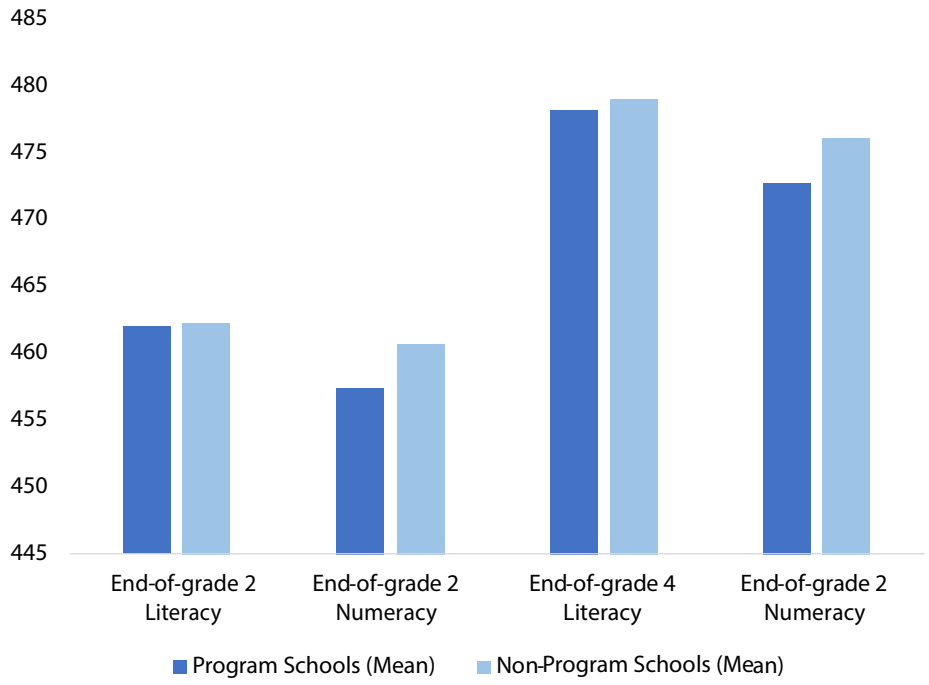
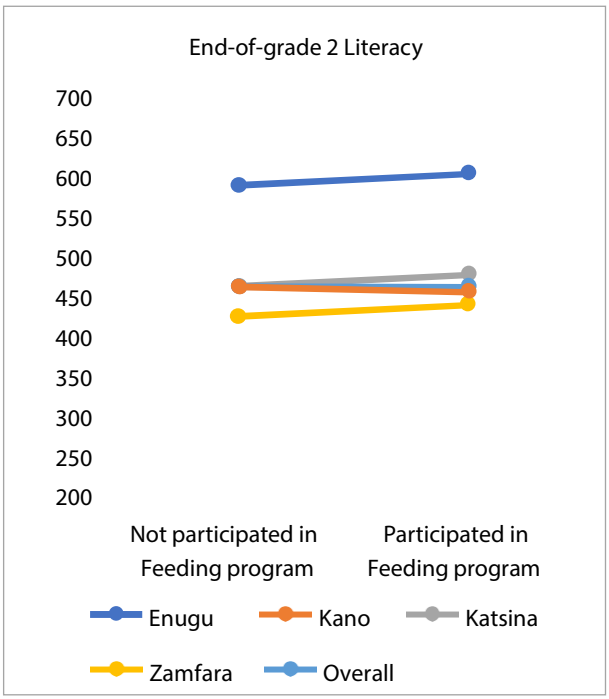
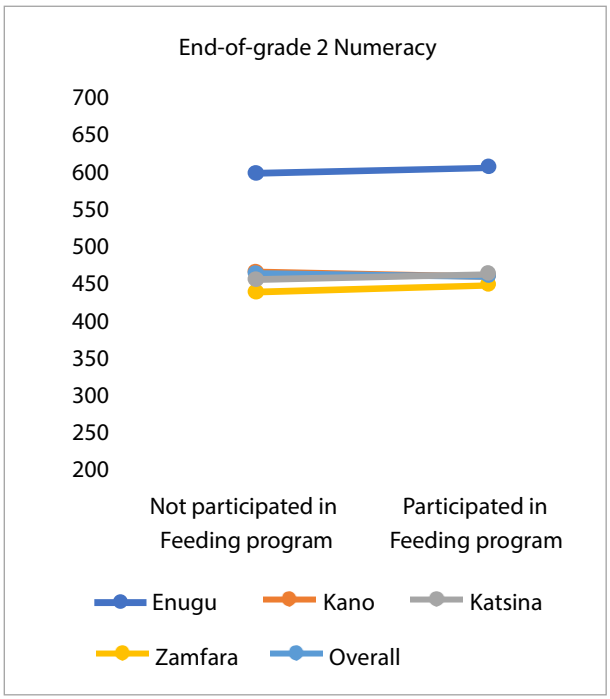
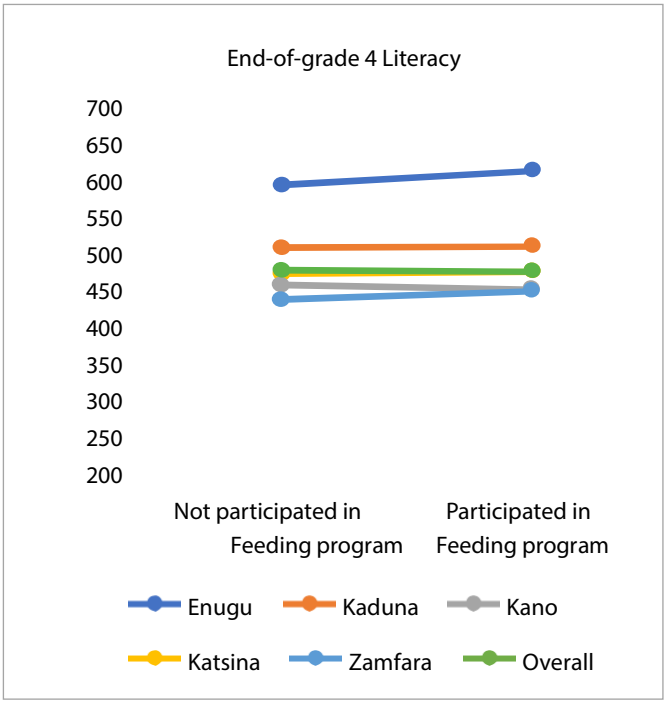
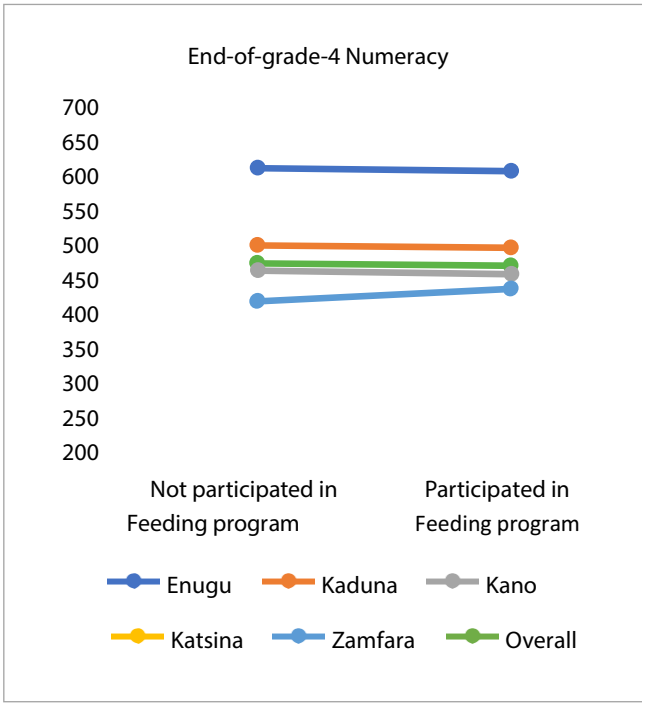


Figure 3.20: Average scores for HGSFP schools and non - program schools by competency and grade, by state









Persistent widespread critique of school feeding

In spite of general enthusiasm for the programme, findings demonstrate that many stakeholders criticize the approach. Their criticism may explain the lack of impact that school survey findings demonstrate above. The evaluation team also acknowledges the ongoing debate about school feeding internationally and its contribution to educational gains. The 2020 WFP State of School Feeding Worldwide report (World Food Program, 2020) cites how between 2013 and 2020, the number of children receiving school meals grew by 9 per cent globally and by 36 per cent in low-income

countries. The report also acknowledges that there is growing evidence that effective school feeding programmes improve both access to schools and learning while cash transfers primarily affect access. Nonetheless, it is also clear that when enrolment increases suddenly, education systems around the world may find themselves challenged to respond to meet increased demand (increasing teaching staff, remediating overpopulation through construction, etc.). Of the six interviews with development partners, this critique arose in four interviews. These development partner representatives noted that increased access does not equate to improved learning outcomes. One of the development partner representatives, a Nigerian, acknowledged the controversy but took a more pragmatic approach:

Whatever the government is doing, it will mean, as an education person, it's better than nothing. Whether they do it well or not is another issue. Can they do it better? Can they have value for money? Can they do it in a more impactful way? I think all those can be done, but in a country that for so many years that you don't see much and now we are seeing a lot that has been done, we are caught in a corner. If you say that it's not been doing well, and they should stop. But what we are saying is it's not about stopping but about making it more effective and efficient and if there is value added. (Development partner representative)

Some government officials and CSO representatives at the state and federal level also commented on the absence of a causal link between school feeding and educational quality.

Implementation challenges

While far fewer in proportion than those applauding flagship programmes, some government and CSO stakeholders espoused similar criticisms of the school feeding programme. One senior FMOE official described the initiative as a well-rounded approach that sought to stimulate education, agriculture and nutritional outcomes, but that it is vulnerable to mismanagement and challenging to implement. As the official described,

The home-grown school feeding had a tremendous impact where it was being well done, but it also comes with a huge cost. And if you do not organize it very well, by involving the private sector, involving the community, involving the parents and teachers, letting schools even have school farms, letting parents handle issues around cooking and all that and so on and sharing the burden. If you make it a capital thing like the big companies are doing, you will never get it right. (Senior FMOE Official)

Others reiterated that the feeding programme draws children to school, but that they may leave shortly after or simply aren't invested in learning. The initiative also seems to lack proper monitoring and evaluation. Insufficient information forthcoming to the SDG4 evaluation team confirms this gap. A CSO representative in Zamfara and Katsina also shared how their organization monitors school feeding activities and how after publication of a report a school reinitiated the programme. This experience demonstrates the power of monitoring, evaluation and reporting. Moreover, a couple of stakeholders, including high-level federal officials and state actors, in Kano in particular, indicated clearly that the programme was highly politicized. Finally, the programme has suffered from vendor quality issues, particularly in Enugu and Zamfara, according to stakeholders. This issue may be more widespread, however. Enugu stakeholders also commented on the flaw in the design of the programme. While pupils in P1–3 and – if states match the federal offer – P4–6, receive school meals, younger children enrolled in early education programmes do not. A CSO representative spoke of having pictures of young children crying when they could not eat the meals provided in front of them.

The impact report further notes some challenges to programme implementation. These include inadequate and inconsistent funding cycle where weeks can pass without school feeding, inconsistent structure and frequency of cooks' remuneration as well as infrastructure challenges that do not allow appropriate accommodation of enrolled pupils. The report also points to ineffective monitoring and updating of pupil enrolment records and the need for proper identification, location and living conditions of out-of-school children.

Imp6: How has COVID-19 impacted the education system, particularly in terms of access to education, retention and completion?

Conclusion

While the impact of the COVID-19 pandemic will continue to emerge, schools experienced at least four months of learning loss. Of concern, more than half of pupils surveyed report not having participated in an alternative form of learning during school closures. While findings

are inconsistent, they indicate that one fifth of schools had experienced a loss of a quarter or more of their pupils at the time of data collection. Much needs to be done to support local economies and enhance enrolment campaigns as well as to establish effective catch-up programming.

The COVID-19 pandemic presented education systems around the world with significant disruption. Nigeria was no exception. This evaluation question explores how the pandemic has impacted education in Nigeria. UNESCO's case study of the impacts of the COVID-19 pandemic on the Nigerian education system (Adediran, 2021) concludes that the pandemic has resulted in disruption of the academic calendar, learning loss, the widening of learning inequality, a rise in the number of out-of-school children, and the likelihood for many children, especially vulnerable children, of not returning to school. The study emphasizes that the pandemic will have financial implications for school continuity as education financing has been reduced due to shocks in government revenues, economic downturns for Nigeria as well as donor countries, and the pressing need for funds to be diverted to the health sector. The SDG4 evaluation team turns to document review, SDG4 school-based survey data and findings from key informant interviews to provide further answers to this evaluation question with a specific focus on school closures, alternative education delivery modalities and effects on enrolment and retention.

School closure

Document review indicates that the COVID-19 pandemic and accompanying school closures have further handicapped an already fragile system. Public schools closed in March 2020, with the exception of some exam classes, and did not resume until October or November 2020. Table 52 shows the closure and reopening dates of the six case-study states that were provided to the evaluation team through discussion with state education officials. Schools in Kaduna State were closed the longest. At the time of data collection for the SDG4 evaluation, P1 and P2 pupils had not yet resumed school in Kaduna.

Alternative education delivery modalities

While the government, in coordination with development partners, has sought alternative modes for delivering educational services, these services have largely been deemed inadequate. During the pandemic, UBEC supported the SUBEB's in sustaining the learn-at home programme (LHP) of the FMOE and funds were provided

Evaluation question (Impact)	Likely strength of evidence	Data sources
How has COVID-19 impacted the education system, particularly in terms of access to education, retention and completion?	Medium	Literature review, School based survey, KIIs

Table 3.42: School closure dates in six case study states

State	Date of closure	Date of reopening	Notes
Enugu	23 March 2020	28 September 2020	Closed again 7–17 January 2021 during COVID second wave
Kaduna	27 March 2020	8 February 2021	Reopening was partial; P4 to P6 resumed; P1 to P3 had not yet resumed at the time of data collection for this evaluation
Kano	23 March 2020	12 October 2020	P1 and P2: Monday and Tuesday; P3-P5 Wednesday-Friday; P6 all 5 days; Closed again for 7–17 January during COVID second wave; all pupils returned full time 18 January 2021
Katsina	20 March 2020	1 October 2020	Specific date of resumption in October not specified; All classes resumed; Schools closed again 12 December 2020 to 9 January 2021 due to insecurity after 100 pupils at the Govt. Sec. School Kankara were abducted
Kwara	23 March 2020	28 September 2020	Closed again 7–17 January 2021 during COVID second wave
Zamfara	(missing)	1 November 2020	Can assume that closed around 27 March 2020

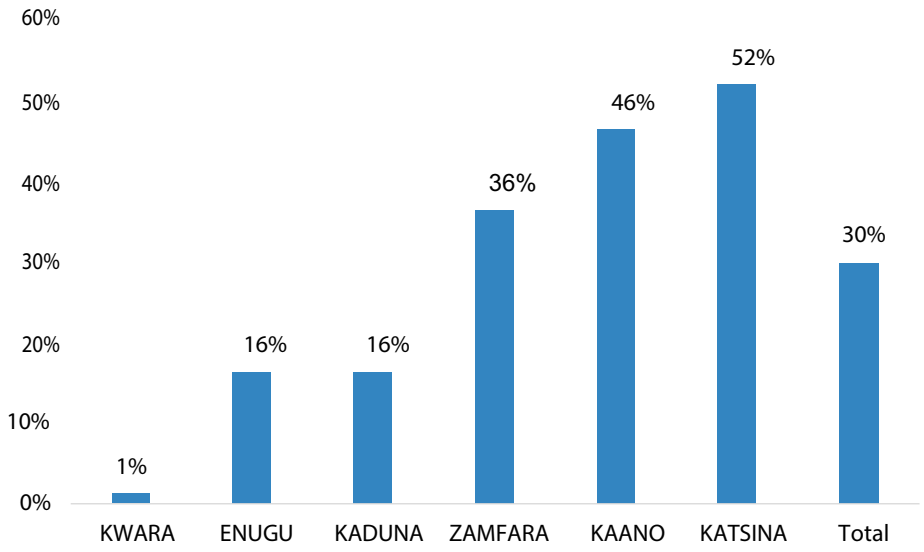
to states for use on electronic media platforms (Adediran, 2021). The 2020 VNR points out, however, that the transition to online coursework during the pandemic was out of reach for many in the country. The FMOE's October 2020 survey of education stakeholders reported that 90 per cent of respondents saw learning from home as ineffective and that "remote learning is adding little value to learning outcomes" (p. 3). At the same time, a majority of respondents saw alternative learning platforms, like radio and TV, as having the potential to help pupils recover lost learning time (FMOE, 2020). Moreover, the pandemic has further exacerbated existing inequalities, such as the urban/rural divide and limitations and lack of access related to poverty (FRN, 2020).

It has also brought the consciousness of the sector to the fact that there's a limit to how much it can reach all children within the sector, because we personally question the effectiveness of the e-learning to ask the Ministry, how we're catering for children in the rural communities where radio is a luxury; how do you cater for children who are hearing impaired; how do you cater for children who are visually impaired to be part of this? So, I think those questions we began to ask have also helped them to see that … left alone, they would say they've covered all children, but we've now made them realize that [they haven't]. (Kaduna Education Official)

SDG4 school-survey data confirms that access to alternative forms of learning was very limited. Overall, just under one third of head teachers (30 per cent) reported that the pupils at their schools had the opportunity to attend virtual learning. As Figure 3.21 depicts, the proportion varied greatly between states, from 1.3 per cent of head teachers in Kwara State to half of head teachers in Katsina State (51.9 per cent) reporting their pupils could take advantage of virtual learning. When respondents who reported that their pupils had access to alternative learning modalities were asked to identify the type of educational programming, head teachers nearly unanimously chose radio (93.6 per cent overall, ranging from 84.6 per cent in Kaduna to 100 per cent in Enugu and Kwara States).

Pupil data regarding learning during COVID-related closures confirms head teacher responses. The survey asked pupils about possible learning activities during school closures. By far, the most common activity reported was reading or practising schoolwork on their own (56.7 per cent) across all six states. Still, this means that nearly half of pupils reported not having engaged in any cited learning activity during closures. In terms of more directed activities, pupils reported radio most commonly but the proportion of pupils who participated in radio lessons was less than one third across all states and not much higher for individual states. Kano pupils reported the highest proportion of

Figure 3.21: Proportion of head teachers reporting pupils had access to virtual learning during COVID=related closures, by state



radio listening, at 38 per cent. The percentage of pupils participating in TV or SMS lessons was lower and hardly any pupils reported participating in online lessons (the highest proportion was 6.8 per cent of pupils in Kaduna state).

Interestingly, the proportion of pupils reporting participating in technology-assisted activities is highest in Kaduna State, with the exception of radio lessons, where the proportions were higher only in Kano and Katsina States (38.0 per cent and 37.2 per cent compared to 28.1 per cent, respectively). State differences for radio lessons were not statistically significant. Interviewees in Kaduna State explained that the state invested in e-learning technology during the school closure. It is planning a blended school system, where in-class learning will be supplemented by technology. Accordingly, the state has intensified procurement of tablets for pupils including primary schools on a pilot basis.

Survey data also confirm findings from document review that rural pupils had less access to learning opportunities than pupils living in urban areas. Gender disaggregation, on the other hand, resulted in very little distinction between boys and girls. As Figure 3.22 demonstrates, urban pupils are generally at least 10 percentage points higher in reporting participating in learning activities during COVID closures, including for reading or practising schoolwork and for teacher-provided lessons. Less than a quarter of pupils living in rural areas report having participated in any directed learning activity using any form of technology.

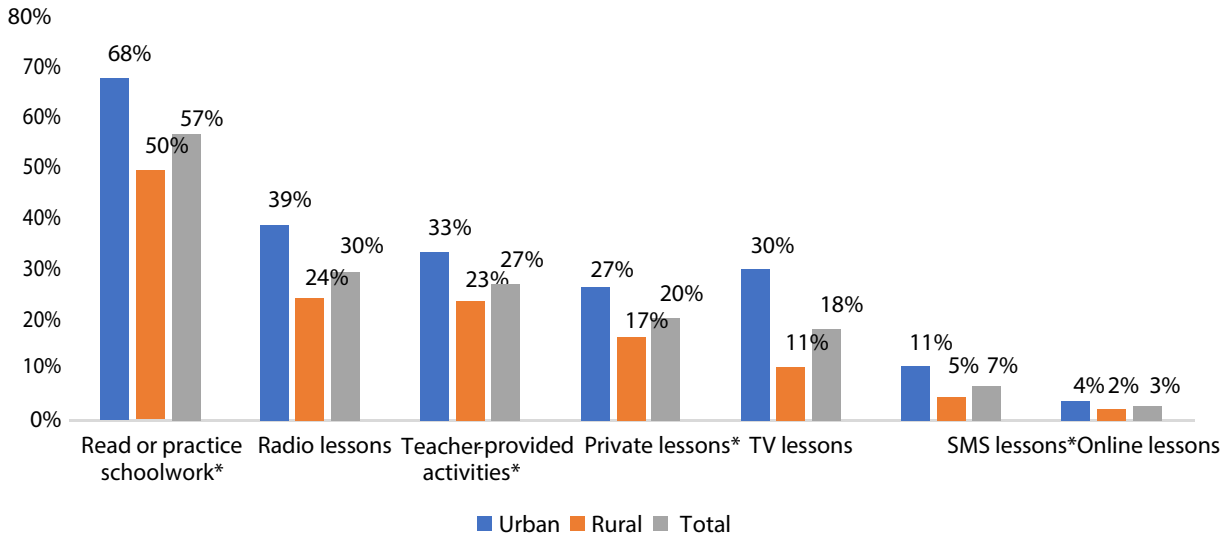
At the same time, interviews with stakeholders also reveal enthusiasm for continuing some of the alternative forms of educational delivery that emerged during the COVID-19 lockdowns. As indicated above, officials in Kaduna State, in particular, expressed a commitment to continuing to provide blended learning by supplementing in-person learning with e-learning on radio and television. Yet, they are not alone in seeing how the use of alternative modalities could apply to other contexts, as indicated by the quote below from a school official in Enugu State:

These advances have made it possible and opened our eyes to alternative ways of providing education. What is required now is how to make it cheap and available enough to all. It's not that they are not effective, but it is about access. If we can find ways to make them accessible to all, then we won't cry so much about situations like even if COVID-19 should stay longer and any other such situation can arise. We now find out that there are alternative means of delivering quality education apart from sitting in a classroom with your pupils. That's one opportunity that is yet to be beaten by COVID-19. Without COVID-19, we would not have explored this opportunity. (Enugu Education Official)

Effects on enrolment and retention

Although the effects of the pandemic are not yet fully known, at the time of data collection in February and March 2021, respondents reported that COVID-19 has

Figure 3.22: Pupil reporting of learning activities during COVID-related school closures by zone



affected the retention of pupils in schools and regularity in attendance. Kaduna closed its schools for a longer time than other states, as its public schools were not fully equipped for COVID-19 protocols like hand-washing systems and sanitizers. Respondents agree that COVID-19 has presented young people with a false choice between immediate economic opportunities or long-term investment in their future through education. Participation in the economy as entrepreneurs during lockdown may make it difficult for some children to return to school. Children may engage in activities that involve petty trade and menial tasks as well as more lucrative and mainstream activities. In addition, interviewees explained that some girls have been married off during the period of school closures and will not be returning to school. Others noted that girls were particularly vulnerable to gender-based violence during this period.

A senior FMOE official underlines how the pandemic affected different sub-groups of pupils differently:

Because of the experience and the fact that some children have stayed out of school for a long time, some have either been married off, some have become pregnant, some have gotten into some kind of trade and they don't want to leave it. Parents are making gains now; parents don't want them to leave it anymore. So, we lost children to the school system as a result of COVID-19 …. And even then, for those that are coming back adjustment time is required for them to get used to learning and reading again. We try to mitigate that by teaching them during the holidays but that was also limited; it was only those who have access to television and radio or those who have data that could access those open resources. So, in all cases, different segments of our school population suffered. (Senior FMOE Official)

In addition, the majority of stakeholders indicated concern over learning loss:

Well, COVID-19 is a general problem. We all know what happened at schools and other sectors that shut down, but it hit the school badly because even as other sectors opened, schools were still shut for a longer period and even as they opened, they were still shut for some weeks and all these things … and we know that this thing has a schedule. When you lose, you have lost. The problem is how do you regain what you have lost … we actually lost because staying at home for 6 months means a lot. (Enugu Education Official)

In terms of returning to learning, across all states, around four fifths of head teachers participating in the SDG4 school-based survey report that at least three quarters of their male and female pupils had returned after the last COVID-19 related school closure (see Figure 3.23). This finding suggests that one quarter or more of the pupil population at nearly one fifth of schools in the case

study states had not yet returned. This may indicate that a high level of permanent school leaving could follow the COVID-19 school closures. It is not clear currently if these pupils may be returning at a different point in the year or if they may have moved to a different school.

TThe difference in the proportion of female and male pupils returning is generally low (under 5 per cent) for five of the case-study states. In Zamfara, however, the gap is calculated at 15 per cent. This suggests that, at least in Zamfara State, girls may be more affected than boys by COVID-19 school closures. At the same time, a review of enrolment data as reported by head teachers during the SDG4 evaluation school-level survey for academic years 2019–2020 and 2020–2021 shows little difference, with the exception of Kaduna State. Whereas the difference in enrolment, measured as a percentage of 2019 enrolment, ranges from -4.7 per cent in Zamfara State to 0.6 per cent in

Figure 3.23: Comparison of the proportion of head teachers reporting that at least three-quarters of pupils have returned

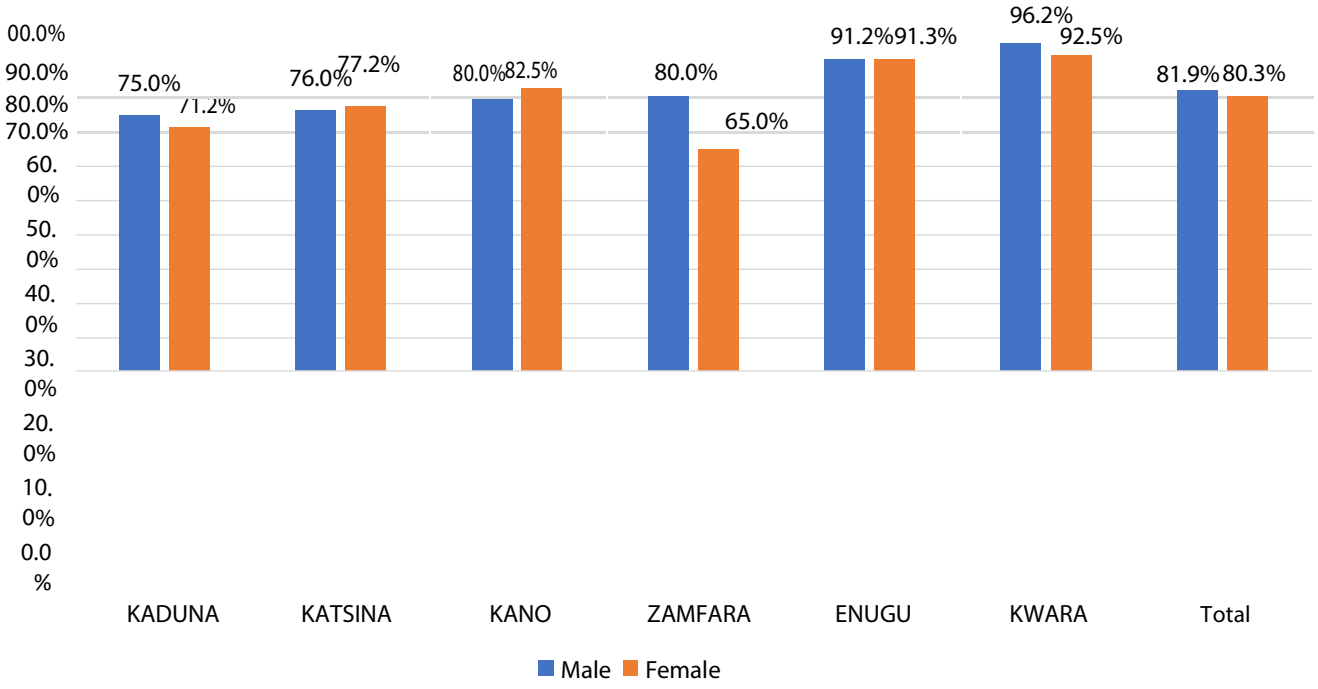
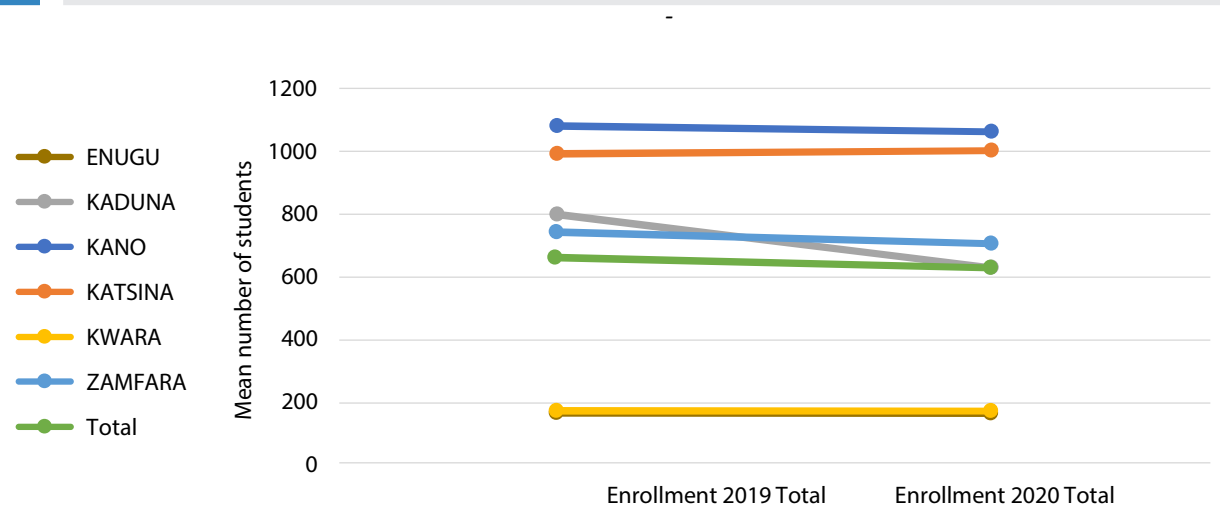


Figure 3.24: Comparison of enrollment data by state for AY 2019-2020 and AY 2020-2021



Enugu, Kaduna figures show that enrolment has dropped by 21.7 per cent overall, with the decrease in male enrolment being slightly higher than girls (23.1 per cent compared to 20.3 per cent). The fact that, at the time of data collection, P1–3 classes had not yet resumed in Kaduna State may explain the difference. At the same time, the discrepancy between head teachers' perceived change in enrolment (Figure 3.23) and analysis of their reported enrolment data (Figure 31) suggests the need for reliable data as the impact of the continuing pandemic becomes clearer. While these field-level data are not yet conclusive, UNESCO's case study of Nigeria's experience of COVID-19 (Adediran, 2021) suggests cause for concern and argues that there will be lasting effects for the most marginalized learners, in particularly, girls. Lessons from the Ebola outbreak in Sierra Leone, Guinea and Liberia indicate that girls' enrolment will drop and there will be increased rates of poverty, child labour and teenage pregnancy, all of which impact girls more than boys.

3.6 SDG Principle of Human Rights, Equity, Universality and Leave No One Behind

Overall Finding: SDG principles of Equity and LNOB are not met for education in Nigeria

Quality of the Evidence: Strong

The SDG4 evaluation goes beyond OECD criteria to investigate how Nigeria's approach to addressing SDG4 serves all people. The evaluation invokes the principles of the United Nations' commitment to ensuring respect for human rights, equity, universality and that no one should be left behind. The Education 2030 Framework for Action underlines this commitment and serves as a framework for analysis:

> *Inclusion and equity in and through education is the cornerstone of a transformative education agenda, and we therefore commit to addressing all forms of exclusion and marginalization, disparities and inequalities in access, participation and learning outcomes. No education target should be considered met unless met by all. We therefore commit to making the necessary changes in education policies and focusing our efforts on the most disadvantaged, especially those with disabilities, to ensure that no one is left behind. (UNESCO, 2015, p. 7)*

This section of the report provides a response to the evaluation question below. While it specifically addresses economic status, the findings expand to include geographic inequalities as well as education for children with disabilities. The evaluation question that follows this one addresses gender equity.

HR1: To what extent did the programme target the poorest and help reduce inequalities between the wealthier groups and the poorest groups?

Conclusion

Learning outcomes underline that children in the lowest wealth quintiles consistently underperform their peers

SUMMARY CONCLUSIONS (Human Rights)
Learning outcomes underline that children in the lowest wealth quintiles consistently underperform their peers and evidence shows no meaningful indication of change in improving learning and lessening economic barriers between baseline studies and the SDG4 evaluation.
National and state-level strategies, particularly UBE, emphasize education for all and providing services to the most marginalized groups. These strategies support principles of equity, universality and 'leave no one behind'.
At the state level, where implementation is most critical, however, deliberate strategies are absent and education programmes are failing to meet the needs of the most vulnerable children, including children with disabilities.
Most insidious of the structural barriers are PTA levies, which are deliberately constructed by schools and PTAs.

Evaluation question (Human Rights)	Likely strength of evidence	Data sources
To what extent did the programme target the poorest and help reduce inequalities between the wealthier groups and the poorest groups?	Strong	Literature review, MICS, NDES, KIIs

and evidence shows no meaningful indication of change in improving learning and lessening economic barriers between baseline studies (GEP3 2015 evaluation, ESSPIN 2015 composite survey) and the SDG4 evaluation. National and state-level strategies, particularly UBE, emphasize education for all and providing services to the most marginalized groups. These strategies support principles of equity, universality and leave no one behind. At the state level, where implementation is most critical, however, deliberate strategies are absent and education programmes are failing to meet the needs of the most vulnerable children, including children with disabilities. Most insidious of the structural barriers are PTA levies, which are deliberately constructed by schools and PTAs. Additional sensitization is required for education officials to recognize the challenges and structural barriers that prevent the most marginalized from truly accessing and benefiting from educational services.

To answer this question, the evaluation team again turned to policy and document review, key informant interviews and primary and secondary school-level data. To begin, with the National Policy on Education, the ESSP and MSP clearly emphasized education for all in alignment with key equity-focused principles, which included providing services to the most marginalized groups. The 2013 National Policy on Education provided the broad outlines for understanding the philosophy behind Nigeria's approach to education. The foreword of the 2013 National Policy on Education stated that

> *These strategy plans in education have engendered an expanded role for education as an investment for economic, social and political development; an aggregate tool of empowerment for the poor, and the socially marginalized groups; an effective means of developing the full capacities and potentials of human resource, as well as the development of a competent work force through the acquisition of practical life skills relevant to the world of work as a veritable means of developing sound intelligent learning societies, fit and relevant to the 21st century. (Government of Nigeria, 2013, p. ii)*

The policy further accentuated that "education is compulsory and a right of every Nigerian irrespective of gender, social status, religion, colour, ethnic background and any peculiar individual challenges" (p. 1). The policy's goals and values also adhered to the principles outlined above through its statement of goals and values. Among other concepts, the policy identified "inclusiveness in education" (p. 10) as an important component of its approach. It also noted that all levels of government would "develop appropriate strategies and programmes to provide Basic Education for children of peculiar circumstances (such as children of pastoral nomads, hunters, migrant, fisher folks, orphans, children in apprenticeship, etc.) who are unable to benefit from Basic Education within the conventional educational system" (p. 10). The cornerstone of this approach was the provision of educational services for every Nigerian child, particularly primary education. As noted in the policy and context section above, the 2004 UBE Act made schooling a right for all children within the public school system. To date, it has been the most evident and focused policy that targets universality and equity in education in Nigeria.

The ESSP built upon the UBE Act and the national policy's commitment to universal and basic education to identify specific actions to support the approach. The ESSP included a four-page action plan for basic education. Seventeen actions were identified and focused on girls' education and access. There was no direct mention of economic vulnerability or poverty. This seemed to be an understood tenet of the approach. Key actions included community mobilization and sensitization to the LGA level in order to boost enrolment for girls, in particular, and to make known the provision of the UBE Act. Within its action plan for out-of-school children, the ESSP referenced the Home-Grown School Feeding programme. The ESSP also contained specific strategies for addressing issues and challenges of basic education with particular mention of special needs education. Strategies included:

- Establish new schools and provide the requisite teaching-learning facilities and instructional materials aimed at broadening access to disadvantaged groups, e.g. nomadic groups, the handicapped etc.;
- In order to broaden access to education for girls, roll out the GEP programme nationwide so as to boost enrolment for girls;
- Support States to establish Special Schools for Girls in States that have low participation rates for girls;
- Provide Special schools to broaden access to children with special needs and make all schools accessible to children with special needs;
- Provide qualified teachers for children with special needs;
- Finalize and implement the policy on special needs education" (FMOE, 2016, pp. 12–13)

The MSP was a continuation of these same assertions. In the MSP, in fact, the government essentially self-assessed its failure to provide services in line with equity-based principles:

The continued existence of the phenomenon of out-of-school children is the strongest evidence yet, that Nigeria has failed to achieve one of the EFA (Education For All) goals and Millennium Development Goals (MDGs) of universalizing access to primary education for all school-age children, irrespective of social class, religion, region, or ethnicity. (MSP, p. 11)

The Ministry made reference again to the central role of the UBEC as well as to actions of development partners to address access, namely UNICEF and NGOs. There was mention of creating temporary structures for schooling to improve access as well as strategies related to insecurity. For instance, the plan mentioned the need to build the confidence of teachers to support children who have suffered traumatic experiences of violence and war.

In addition to these sector-wide policies, as discussed in the impact section on flagship programmes (section 3.5.4), the aims of Nigeria's National Social Investment Programmes were to increase access of poor and vulnerable households to income/livelihood, reduce inequalities and wide disparities, and stimulate productivity and growth especially in rural communities. As addressed in the impact section, the NCTP, in particular, was designed to provide targeted monthly cash transfers of N5,000 to poor and vulnerable households. Community facilitators were to support beneficiaries and encourage the formation of savings groups. Additional grant money was available for individuals who also participate in other related human capital development and sustainable environment activities (Federal Government of Nigeria, 2019). The NHGSF programme also targeted vulnerable children namely out-of-school children, and communities, though at the time of the evaluation, this programme was not operating due to COVID-19 prevention measures.

A closer look at programming to support the most marginalized

The sections below specifically explore findings relevant to education for children from the poorest families, as well as support for pupils with disabilities. While exploration of the provision of education services to pupils in conflict- and crisis-affected areas was beyond the scope of the evaluation question, findings also revealed that insecurity is increasingly an inhibitor to education. A conflict-sensitive approach to education is applicable to many communities within Nigeria, and unfortunately, is becoming more common.

Education for the poorest groups

Interviews with state- and federal-level actors, as well as with development partners, reveal initiatives underway to promote access to education for all pupils. One development partner pointed out that the FMOE is performing very well in terms of community mobilization, particularly through CSOs like Mothers' Associations. Findings also revealed notable strategies within some states. As mentioned above, Kano State provides uniforms to all pupils in order to address the hidden costs of education. Kaduna State's programme design and implementation are also geared toward equity and quality. To demonstrate this, the Kaduna State Governor enrolled his children in a public school. Kaduna officials also explained that there are special scholarships for some bright pupils, which may include pupils from across the household economic spectrum. Officials also pointed to development partner programming, such as the World Bank AGILE project in Katsina that is building schools to be within two kilometres of all villages, according to an MOE official. A Zamfara official also pointed to the SMOE's work to construct schools so they are in closer proximity. Interview participants in Kano and Katsina pointed to GPE efforts while Kwara and Zamfara officials referenced the Reading and Numeracy Activity (RANA)'s provision of materials for pupils. A Zamfara official also mentioned the GEP project and the early TDP project, which addressed girls' education, in particular. In Kaduna State, teachers in rural areas receive 28 per cent more pay than their colleagues in urban areas. Officials see this policy as addressing the urban/rural divide but not necessarily poverty.

State-level officials in Kaduna, Kano, Katsina and Kwara also shared examples of private initiatives. A sponsor programme in Kaduna State, for instance, covers the expenses of exam fees, according to a CSO representative. Participants also pointed to the generosity of wealthier families and philanthropists in providing support for individual pupils and their families. An Enugu official described how individual charity helps pupils without materials/means to go to school by supplying necessary backpacks, shoes, etc. This support, however, is not systematized and is unlikely to be sustainable.

Furthermore, investigations at the state level revealed that overall, most states did not have a deliberate strategy to target the poorest and reduce inequalities between the richer groups and poorest groups. When asked about specific strategies, the majority of officials pointed the evaluation team to the UBE Act and some also mentioned the cash transfer and school feeding programmes. A high-level official in Kaduna State said "there is no discrimination in the provision of education services. Public Schools are free for all children of school age." Officials from Kano, Zamfara, and even the federal level echoed this sentiment that approaching education as free and compulsory should allow for all children to attend primary. Even at the federal level, however, at least one key actor underlined how policies may exist, but that implementation may be inadequate. The official said:

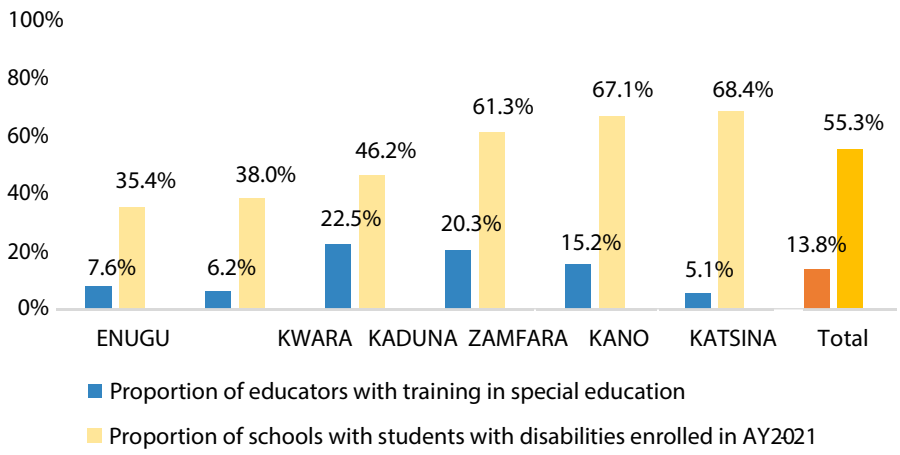
It is not easy. You know, it cannot … there are so many factors that bring about poor and rich. The gap is too wide, you know, so … the education sector and ministerial strategic plan does not, cannot address to bridge the gap between the rich and the poor. It's the truth. I am just saying it. (Federal Education Official)

Findings confirm that while education is termed universal and free, some pupils still have trouble accessing education. It is clear that a proportion of families continue to struggle financially to send their children to school even within the context of the UBE Act of 2004. This seems to be due to opportunity costs as well as the remaining hidden costs of schooling, such as uniforms, school materials, and in some cases, fees associated with the PTA or SBMC (see efficiency and effectiveness sections above for more information). One non-state actor was very clear that PTA levies violate human rights to education. The interviewee explained how the fees are part of a larger scheme that involves local authorities and government and how the SUBEB and the LGA sometimes misappropriate the fees. It is a problem that development partners have even been unable to solve. The issue appears to be highly sensitive and politically charged (see Guardian Nigeria, 2016).

Education for children with disabilities

Although the evaluation question itself addresses poverty and wealth specifically and the subsequent evaluation question addresses gender, it is necessary to address findings here relevant to education for children with disabilities. Indeed, the ESSP laid out at least six strategies specific to children with disabilities. The topic also emerged as an important theme during interviews when discussing equity. For instance, an Enugu SUBEB official described how they are currently building an inclusive school and how UNICEF has also provided materials for children with auditory and speech impairments. A Kano CSO representative identified that a policy on inclusive education exists, but that it is still weak and that children with disabilities are still not able to access their right to education. A federal education official also clarified that UBEC allocates 2 per cent of its funds to special education.

Figure 3.25: Proportion of schools within SDG4 evaluation sample where head teachers report training on supporting children with disabilities as well as schools with relevant disaggregated enrollment data



The SDG4 evaluation collected data on educators' qualifications to teach inclusively, as well as information about pupils with disabilities at sampled schools. Across the entire sample, just over one tenth of head teachers indicated that either they or any teacher at their school had received training to support children with disabilities. This means that almost 90 per cent of teachers have had no preparation to meet the needs of a vulnerable and diverse community of learners. As Figure 3.25 shows, the percentage ranged from only 5.1 per cent in Katsina to 22.5 per cent in Kaduna State. Investigation of enrolment data showed that over half of schools overall reported having children with disabilities enrolled. Schools in Kwara were less likely (38 per cent) to report pupils with disabilities while schools in Katsina were most likely (68.4 per cent) to report enrolling pupils with disabilities. This discrepancy indicates that many schools are not tracking enrolment of children with disabilities, a critical step to being able to foster appropriate inclusive education. If learning is to truly be universal and leave no one behind, all schools should be reporting having pupils with disabilities enrolled and teachers should receive necessary training for teaching and learning by pupils with disabilities to be successful.

Performance data demonstrate continued inequalities

Next, we turn to data on pupil learning in order to understand if the education system has been able to close the learning gap between pupils of various backgrounds. Specifically, the evaluation team investigated the relationship between learning and geographic location as well as socioeconomic status. The subsequent evaluation question specifically addresses the issue of gender.

Geographic inequality and access and quality indicators

Table 3.43 presents findings relevant to pupil attendance and learning outcomes by state. Green colouring indicates the top three values while red colouring indicates the last three values for each of the categories.

Table 3.43: Basic education performance indicators by state and Federal Capital Territory (FCT)

Geographic entity (State, FCT, Country)	Net Enrolment Ratio (NDES 2019)	Literacy (NEDS 2020)	Comprehension (NEDS 2020)	Numeracy (NEDS 2020)
Abia	47.09			
Adamawa	85.1	38	24	38
Akwa Ibom	96.64			
Anambra	44.51			
Bauchi	72.95	24	17	21
Bayelsa	33.96			
Benue	64.42			
Borno	60.47	44	29	40
Cross River	97.83	77	55	83
Delta	55.43			
Ebonyi	80.23	57	40	57
Edo	70.66			
Ekiti	34.66			
Enugu	66.54			
Federal Capital Territory (FCT)	71.84			
Gombe	74.81	26	18	27
Imo	96.25			
Jigawa	67.33	20	13	20
Kaduna	93.22	44	30	51
Kano	98.1	35	22	32
Katsina	98.29	25	14	22
Kebbi	79.86	21	14	21

Kogi	90.9			
Kwara	45.47			
Lagos	41.97			
Nasarawa	89.8			
Niger	63.39	40	30	40
Ogun	60.05			
Ondo	120.17			
Osun	64.41			
Oyo	97.11	64	44	68
Plateau	71.79			
Rivers	32.37			
Sokoto	41.65	23	13	20
Taraba	96.82	36	21	38
Yobe	96.65	24	14	22
Zamfara	57.8	28	20	22
Nigeria	69.86			

Results are mixed, due in part to concerns about data quality. The net enrolment ratio (NER) for some of the states contrasts with what is generally known about the state of education in those states. For instance, UNICEF in 2018 reported that 69 per cent of Nigeria's out-of-school children – estimated in the MSP to number 10.5 million, and the UNICEF 2015 MICS to number about 13.2 million – are located in the northern part of the country.[65] Therefore, the NER calculations of 93.2 per cent, 98.1 per cent and 98.29 per cent for Kaduna, Kano and Katsina cannot be statically correct. In addition, these figures, as reported, exceed Kwara State rates, which is one of the higher-performing states in terms of enrolment and completion. Kwara State is identified as high-performing among the SDG4 evaluation case-study states as well. NDES data show that Kwara has a NER of only 45.7 per cent, about half of the rate for Kaduna, Kano and Katsina, clearly indicating inaccuracies. Furthermore, the NER for Lagos and Ekiti States cannot be correct. The NDES data report those two states as having an enrolment rate of 34.7 per cent and 42 per cent respectively.

Proficiency level results are also consistent with the observed gap between education performance between the southern states and the northern states. For instance, the three southern states of Cross River, Ebonyi, and Oyo hold the highest scores for proficiency in literacy, comprehension and numeracy and outperformed all the northern states included on the table. Cross River is the highest performer with 77 per cent in literacy, 55 per cent in comprehension, and 83 per cent proficiency in numeracy, followed by Oyo State and Ebonyi. Except for Kaduna State, which scored 51 per cent in numeracy, no other northern state scored above 44 per cent in all the three proficiency levels.

When reviewed together, these results point to the need for more reliable enrolment data as well as general consistency that southern states outperform northern states in terms of learning proficiency and gender parity.

SES inequality and access and quality indicators

In addition to geographic inequalities, the SDG4 evaluation closely examined the relationship between SES and access and quality indicators.

Inequality in access to basic education

Secondary data analysis using MICS 2016 data for the six case-study states showed that, with the exception of Enugu, attendance rates were lowest for pupils of the poorest socioeconomic quintile. For these five states, as Table 3.44 indicates, the attendance race is higher for children in wealthier families than for children in poorer families. For example, only 26.4 per cent of children in the poorest quintile attend primary school at the national level while the attendance rate is at 91 per cent for families in the richest quintile. Nationally and across the five states, the attendance rate for children within the poorest families is about half the rate of children from the wealthiest families. In Enugu, while the overall attendance rate is high, analysis did not reveal significant variation between

Table 3.44: Primary attendance ratio by socioeconomic quintile for case study states

State	Poorest	Second	Middle	Fourth	Richest	Total
Low-performing states						
Kano*	26.8per cent	50.6per cent	66.3per cent	77.5per cent	82.1per cent	54.8per cent
Zamfara*	20.8per cent	36.9per cent	57.3per cent	70.4per cent	88.7per cent	40.1per cent
Transitioning states						
Katsina*	32.4per cent	65.4per cent	75.7per cent	84.0per cent	85.0per cent	56.8per cent
Enugu	100per cent	81.5per cent	90.5per cent	86.6per cent	95.0per cent	87.9per cent
High-performing states						
Kwara*	42.6per cent	77.1per cent	83.9per cent	93.3per cent	97.3per cent	86.1per cent
Kaduna*	35.6per cent	57.6per cent	69.3per cent	77.5per cent	83.8per cent	66.5per cent
National*	26.4per cent	52.7per cent	69.4per cent	79.9per cent	91.0per cent	60.9per cent

Table 3.45: Country-wide primary net attendance ratio by socioeconomic wealth quintile

Wealth Quintile	NDHS 2013	MICS 2016
Lowest	32.2per cent	26.4per cent
Second	57.0per cent	52.7per cent
Middle	72.8per cent	69.4per cent
Fourth	79.1per cent	79.9per cent
Highest	78.9per cent	91.0per cent

socioeconomic status levels. Enugu data showed a perfect rate of attendance for children within the poorest quintile, which is explained by an extremely small number of families (n=2) in this quintile.

Comparison of net attendance ratios over time required comparison across NDHS 2013 and MICS 2016 data sets, shown here in Table 3.45. While direct comparison was not possible, for both time periods attendance improved with increased socioeconomic wealth.

The evaluation team compared SDG4 evaluation school-survey data to MICS data. The SDG4 evaluation targeted children already enrolled in school, in contrast with the MICS household survey, which was able to capture information about out-of-school children. Information from the SDG 4 evaluation school-level survey could shed light on changes in socioeconomic status of children over time, and, in this way, provide an indication of whether or not children's socioeconomic status was improving. The design of the school survey required separation of the sample into four distinct school groups: pupils who were assessed for Grade 2 literacy, Grade 2 numeracy, Grade 4 literacy and Grade 4 numeracy competencies. Analysis of SES status between "baseline studies" and the SDG4 evaluation yielded few conclusive results and revealed very little about how the household financial situation of pupils was different over time. While we see that SES was lower on the SDG4 evaluation school survey overall for end-of-grade-4 pupils who took the literacy assessment across the sample, the opposite was true for pupils in the same grade taking the numeracy assessment. We noted no significant difference in SES between the previous study and the SDG4 evaluation samples overall for end-of-grade-2 pupils taking the literacy assessment. The evaluation team could not compare this information for pupils taking the numeracy assessment as this information was not collected by the baseline studies. (See tables in Annex G for more details.) With such contradictory data, it is unfortunately not possible to draw a clear conclusion from the SDG4 evaluation data about how pupils' overall household financial situation has changed over time.

Inequality in quality of basic education

In order to examine the quality of basic education provision, the evaluation team examined learning performance in relation to SES. NEDS found, as was similar for MICS data above on attendance rates, that pupils in the highest quintile performed the best on both literacy and numeracy assessments while pupils in the lowest quintile performed the worst. Table 3.46 also indicates change over time with large improvements in both literacy and numeracy ranging from 6 to 30 per cent, with one exception,[66] between 2004 and 2010. Changes between 2010 and 2015 did not show a pattern of continued improvement. Rather, both the lowest and highest quintiles decreased in the proportion of literate children during the five years in question, though by a narrow enough range to not exceed the margin of error. All quintiles decreased in their numeracy performance, with a range between 1 and 12 percentage points. Unfortunately, wealth quintile data were not reported in the NEDS 2020 report accessible to the evaluation team so we cannot complete the table to include 2020 data.

The SDG4 evaluation analysis also investigated the relationship between SES and learning outcomes results. A decrease in the strength of the relationship between these two factors might indicate that basic education interventions in Nigeria were effectively targeting more economically disadvantaged pupils. At the same time, the economic challenges occurred within this period of 2016–2019 may also have countered any progress. Findings from the SDG4 evaluation that compare the relationship between SES and learning assessment results demonstrated little change. The evaluation team was able to compare results for three of the four learning assessment groups as data from previous studies were not collected for end-of-grade-2 pupils taking the numeracy assessment. In addition, baseline data sets did not collect data for all six

Table 3.46: Literacy and numeracy rates by socioeconomic status

Wealth Quintile	Literacy			Numeracy		
	2004	2010	2015	2004	2010	2015
Lowest	10per cent	16per cent	14per cent	26per cent	26per cent	14per cent
Second	14per cent	30per cent	32per cent	33per cent	45per cent	38per cent
Middle	22per cent	48per cent	52per cent	41per cent	64per cent	61per cent
Fourth	35per cent	65per cent	66per cent	54per cent	77per cent	75per cent
Highest	67per cent	83per cent	82per cent	81per cent	88per cent	87per cent

Source: Adapted from NEDS, 2015

Table 3.47: Regression coefficients by time period for end-of-grade-2 literacy results

	Baseline			Endline		
	Coefficient	95per cent CI	p-value	Coefficient	95per cent CI	p-value
Low-performing states						
Kano						
Zamfara	7.52	0.88; 14.16	0.027	10.11	2.47; 17.76	0.010
Transitioning states						
Katsina	14.91	5.98; 23.84	0.001	24.45	14.52; 34.38	0.000
Enugu						
High-performing states						
Kwara						
Kaduna						
Overall	9.52	4.12; 14.92	0.001	21.86	14.13; 29.59	0.000

Table 3.48: Regression coefficients by time period for end-of-grade-2 literacy results

	Baseline			Endline		
	Coefficient	95per cent CI	p-value	Coefficient	95per cent CI	p-value
Low-performing states						
Kano						
Zamfara						
Transitioning states						
Katsina						
Enugu	18.33	10.68; 25.98	0.000	16.26	6.11; 26.41	0.002
High-performing states						
Kwara	6.98	0.24; 13.72	0.043	27.00	17.40; 36.60	0.000
Kaduna	13.75	9.47; 18.03	0.000	23.24	9.70; 36.78	0.001
Overall	17.29	14.84; 19.75	0.000	22.24	15.15; 29.32	0.000

Table 3.49: Regression coefficients by time for end-of-grade-4 numeracy results

	Baseline			Endline		
	Coefficient	95per cent CI	p-value	Coefficient	95per cent CI	p-value
Low-performing states						
Kano	19.81	5.18; 34.45	0.008	2.77	-6.02; 11.56	0.532
Zamfara						
Transitioning states						
Katsina						
Enugu	-6.68	-21.00; 7.63	0.357	20.21	11.21; 29.21	0.000
High-performing states						
Kwara	0.43	-17.73; 18.60	0.962	13.49	4.38; 22.59	0.004
Kaduna	8.56	-3.73; 20.86	0.171	8.86	-2.65; 20.37	0.130
Overall	16.54	6.50; 26.58	0.001	11.19	3.91; 18.46	0.003

states so results, in general, are able to only portray a partial picture. The tables below Tables 3.47, 3.48 and 3.49 present the strength of the relationship between SES and learning results using regression analysis. Missing values reflect data that were not collected as part of baseline data sets.

For all three analyses, there was little observable change across any state, using available data and paying attention to adequate confidence intervals. The only significant differences were for Kwara State end-of-grade-4 pupils taking the literacy assessment and Enugu State end-of-grade-4 pupils taking the numeracy assessment. For Kwara, the regression coefficient was significantly higher at endline than at baseline (27.00 compared to 6.98). Yet, this difference was not observable for Kwara pupils taking the other two assessments. For Enugu, a similar trend was observed where the regression coefficient was significantly higher on the SDG4 evaluation survey than on the previous study used as baseline (20.21 compared to -6.68). In sum, we observed no meaningful indication in assessment results that change has occurred to improve learning and lessen economic barriers. Moreover, contextual changes such as the economic downturns within the 2016–2019 period may be obscuring progress.

3.7 Gender Equality

Overall Finding: Gender equality is still not met as girls continue to lag behind

Quality of the Evidence: Strong

Attention to how gender affects access to education services and the quality of those services is a major focus of the SDG4 goal. The Education 2030 Framework for Action clearly underlines the significance of gender:

> *We recognize the importance of gender equality in achieving the right to education for all. We are therefore committed to supporting gender-sensitive policies, planning and learning environments; mainstreaming gender issues in teacher training and curricula; and eliminating gender-based discrimination and violence in schools. (UNICEF, 2015, p. 8)*

In turn, the SDG4 evaluation incorporated one question focused specifically on gender equality. This question aligns closely with the approach and findings from the human rights-focused evaluation question in section 3.6 above.

GE1: To what extent did the Education Sector Strategic Plan and flagship programmes incorporate considerations of gender equality and the empowerment of women and girls into the design, implementation and monitoring of interventions?

Conclusion

Government policies demonstrate attention to gender equality and the empowerment of girls and women, yet completion rates of girls continue to lag behind boys overall and comparison of learning results between baseline studies and the SDG4 evaluation shows little progress in closing the gender gap. There has been improvement in recruitment of female teachers since 2016 and generally female teachers are more qualified than their male counterparts according to available data. Nonetheless, much remains to be done to make girls more comfortable, supported and successful at school over the longer term in order to stay in school and complete primary school, including more deliberate policies, activities and gender-sensitive monitoring efforts.

The response to this question investigates both interview data and statistics on educational data most relevant to access and quality within basic education. To set the context for understanding these results, we begin with interview data that assesses gender-focused programming as well as some of the inherent challenges.

When asked about how the ESSP and flagship programmes support women and girls, the responses of many KII participants were similar to the human rights findings above. Results were mixed. The majority of interviewees were well aware of programming. Less than the majority, but still a noticeable number of interviewees, responded that there

SUMMARY CONCLUSIONS (Gender Equality)
Government policies demonstrate attention to gender equality and the empowerment of girls and women though much remains to be done to make girls more comfortable, supported and successful at school over the longer term in order to stay in school and complete primary school, including more deliberate policies, activities and gender-sensitive monitoring efforts. Development partners have put in place a number of initiatives to support girls' education, with emphasis on improving access to WASH facilities.
Despite emphasis on girls' education, completion rates of girls continue to lag behind boys overall and comparison of learning results between baseline studies and the SDG4 evaluation show little progress in closing the gender gap. The negative impact of COVID-19 will likely be greater for girls than for boys.
Analysis of barriers to education continue to point to a perceived lower importance of girls' education and gender norms as persistent obstacles, especially in the North. Some boys may also feel societal pressures to leave school in order to enter the labour market, though likely more in the South than in the North.

Evaluation question (Gender Equality)	Likely strength of evidence	Data sources
To what extent did the Education Sector Strategic Plan and flagship programmes incorporate considerations of gender equality and the empowerment of women and girls into the design, implementation and monitoring of interventions?	Strong	Literature review, NDES, MICS, DHS, KIIs

was nothing specific to girls' education within state plans and also that it is a universal approach that pertains to both girls and boys. These respondents included senior officials at the state level as well as a small number of federal-level actors. The same finding applies to the prominent flagship programmes, the NCTP and the NHGSFP. Both programmes should have the potential to ameliorate some of the factors that often hinder girls' education in providing money for hidden school costs and through provision of daily meals at school. At the same time, flagship programme documentation, namely the overview document for National Social Investment Programmes and the available impact evaluation summary for the NHGSFP, do not specifically reveal targeting of women and girls. Similarly, some actors in the field emphasized that the programme addresses all children, not girls in particular. In this way, findings echoed the positions of KII participants who made similar statements regarding interventions for the poorest families. They argued that programming is meant to improve their situation as well, but not uniquely. One exception was that the impact evaluation summary slide deck identified that the NHGSFP also has as its aim "to empower unemployed, often low-skilled women by hiring them as cooks to prepare and provide the meals to the pupils". In general, however, data presented in the slide deck summary infrequently provided gender disaggregation, with the exception of body mass index calculations. Similarly, there is one brief mention of improving women's financial literacy within the internal NHGSFP report. Monitoring data for these programmes was not available in order to verify if data were appropriately disaggregated.

At the same time, other respondents signalled that the situation of girls' education has improved since the beginning of the SDG agenda. A federal-level official made the following assessment:

When you go to many rural areas where before now, you know, you don't have health, you know, women health experts or maybe in their schools … you don't have female teachers, that trend has been on the increase and … the resistance to female enrolment has been going consistently … down, there's now much awareness unlike before. So, I think we can say it is a success. (SDG evaluation working group)

Document review showed that initiatives by the government in conjunction with internally displaced persons (IDPs) and community-based organizations (CBOs), or by communities through SBMCs, have claimed some success in increasing girls' enrolments (and retention, to a lesser extent) (Abbas et al., 2018). These initiatives have often focused on "inputs", such as scholarships and free uniforms, some of which (e.g. renovated classrooms and provision of textbooks) have increased the enrolment of boys too (Oduwaiye & Bakwai, 2017).

KII participants most commonly pointed to development partner projects. These included many of the projects listed in Table 1.2 above, including:

- Girl for Girl (G4G), He for She (H4S), Girls Education Programme (GEP), Reading and Numeracy Activity (RANA) by UNICEF and DFID
- Global Partnership for Education (GPE) (World Bank)
- Better Education Service Delivery for All (BESDA) and AGILE (World Bank)
- Quarter Foundation cash transfer programme in Zamfara

Kano State officials also described how they developed a policy brief on girl child education with support from ACE Charity through the Malala Fund (malala.org). Others mentioned state-supported second chance programming for girls who have dropped out of school. All these interventions are special programmes that incorporate considerations of gender equality and the empowerment of women and girls into their design, implementation and monitoring. All interviewees who spoke of these projects perceived that these programmes have contributed to increased enrolment, retention, equity and completion rates, particularly of girls.

Gender Dimension in Education in Nigeria

Despite many progress achieved by Nigeria toward Gender Parity Index in Basic Education, Gender Dimension in education still a challenge in the country. Evidence from the Final Evaluation of Girls Education Program in Northern Nigeria 2012-2021 has revealed that: ''the most compelling element of change in gender equality would have been undoubtedly the change in the defined script for a daughter by the different groups from the community. The change in script is clearly generational. The option for a woman to contribute to the family income through paid work outside the home is not really embraced in the country. From some qualitative focus group discussions, while both boys and girls mentioned girls becoming doctors, teachers or lawyers

as one of the main outcomes of girls' education, the main outcome mentioned by fathers and men in general was that an educated woman can properly look after the house and children and even help them with their homework''.

There are some innovative broader approaches that have been introduced within some programs funded by partners that have contributed to improving the school environment to allow good management of periods at school; offering life skills programme in the "Girl 4 Girl" component; and taking into account different barriers and concerns that could represent an obstacle to the pursuit of schooling for a girl who has reached puberty.

There was evidence of social and economic empowerment of women and improved livelihood for households as a result of the CTP. In spite of the latter, socially transmitted fear of (and shame associated to) a pregnancy out of wedlock, which is also a major reason for girls' early marriage after their first menstruation, didn't seem not been adequately taken into account in Gender dimension of Education at school.

Progress in improving WASH provisions

Among the sorts of programmes mentioned, one theme stood out from others as an area where progress has been possible, particularly for non-state actors. In both Kano and Kaduna States, for instance, representatives described how infrastructure has been improved to support water, sanitation and health (WASH) initiatives. A representative at the federal level as well as one from Enugu also stressed the importance of WASH activities. The latter commented:

Then one other thing that should be considered, biological nature of girls sometimes they may not be able to buy sanitary towels when it started … it become an embarrassment. Some of them use tissue and some have little knowledge of how to use it. That should be put into consideration as a threat to education. If it makes it available, accessible… And such embarrassment can stop girls from coming to school. (Enugu non-state actor)

Challenges to boys' education

While girls' education is the focus of this evaluation question, boys' education is also prominent within education policy as well as within interview data. Education officials explained that, in the case of Enugu, gender equality means sensitivity to boys' education. This situation is true of other Nigerian states. The MSP also referenced the problem of boys' school-leaving. The MSP contextual analysis pointed specifically to the areas of the South-East and South-South geopolitical zones as well as the Lagos axis (MSP 2018–2019, p. 28). Enugu officials interviewed explained that they were concerned with boys' completion rates, and to some extent enrolment. (Boys tend to drop out after P6.) Findings below triangulate this observation as gender parity rates in Enugu State are above 1, indicating that more girls than boys attend school. An Enugu education official explained that boys leave school for petty trade and to learn artisan work. They feel pressure to join the economy as soon as possible. To remedy this, the official argues, requires emphasis on vocational, technical education so that pupils feel that they are developing practical and relevant skills while at school. Similarly, a federal official spoke of UBEC's programming that focuses on girls' education in the northern part of the country and boys' education in the southern part. He also affirmed that technical and vocational schools are the government-preferred solution.

Remaining challenges to promoting girls' education

In addition to barriers identified above (see section 3.5.3.1), KII participants also clarified challenges they face in developing gender-sensitive programming. The challenges of girls' education were most obvious during interviews, perhaps because five of the six case-study states are in the North of Nigeria where girls are more numerous among the out-of-school population than in the South. The two examples here come from Kano State, but are likely challenges that apply to other states. One education official in Kano, for instance, spoke of simply being overwhelmed by the numbers of girls and their families needing support. This official stated that,

You know the challenge is that it's not every girl despite the challenges they have in coming from the poorest families, not all of them are benefiting from the programme … Because they are in hundreds of thousands. So, since the money from the donor partner cannot cover them all, it is only some selected that will benefit from that. And that also brings discouragement to the others. (Kano Education Official)

Analysis also identified a serious unintended consequence of gender programming. Another colleague in Kano recounted strong imagery of working with fathers and boys who were not supportive of funding going directly to

their wives or to girls. In this case, the official specifically mentioned the GPE cash transfers. The project stipulated that the mother of the girl was to receive the funding. The education official recounted that some men had threatened to divorce their wives due to the targeting of the cash transfer to women only. As a solution, the official indicated that they worked with village head leaders to intervene and settle the issue. Certainly, other challenges also apply but many have already figured above in the human rights and impact sections. The next section investigates the possible evidence of positive change as a result of gender-focused initiatives.

Recruitment and qualifications of female teachers

Increasing the number of female teachers in Nigeria is one of the target results of the ESSP and the later MSP. The MSP further stated the objective of achieving "an equitable balance of male and female teachers between urban and rural areas to serve as role models for boosting girls' enrolment" (MSP 2018–2019, p. 30) within its action plan for out-of-school children at the federal level. Having female teachers may help girls feel more comfortable at school and see their own future more positively. In addition, there is often an imbalance between rural and urban schools in the number of female teachers, which needs to be addressed. The presence of female teachers and administrators not only provides role models for girls and boys in what they can achieve and how they can view one another equally, but also can serve to challenge often deep-rooted gender socialization and practice inequalities in school communities (Jenkins, 2019; Mount-Cors et al., 2020).

Recruitment of female teachers

Data available from NDES demonstrated change over time in the proportion of female teachers within each of the six case-study states and in Nigeria overall, as depicted in Table 3.50. Analysis shows that, overall, about half of the teachers in Nigeria are female. At the same time, there is great variability between case-study states. Zamfara has the lowest proportion of female teachers (19.9 per cent) and Enugu has the greatest proportion (86.6 per cent). Kano and Katsina also have lower rates of female teachers, both around one quarter of the teacher population. Analysis also shows that all states and the country as a whole increased the proportion of teachers who are female between 2014 and 2019. The change over time has been small, however, ranging from only 0.70 per cent in Zamfara to 8 per cent, a more notable increase, in Enugu State. The overall increase in recruitment of female teachers for Nigeria was 1.60 per cent between 2014 and 2019.

Table 3.50: The proportion of female teachers at primary schools in Nigeria and by state

State	2014-2015	2015-2016	2016-2017	2017-2018	2018-2019	Change from 2014
Low-performing states						
Kano	22.5per cent	23.7per cent	20.9per cent	24.2per cent	26.2per cent	3.70per cent
Zamfara	17.2per cent	16.7per cent	16.6per cent	16.7per cent	19.9per cent	2.70per cent
Transitioning states						
Katsina	22.5per cent	23.0per cent	23.4per cent	23.7per cent	24.9per cent	2.40per cent
Enugu	78.6per cent	80.1per cent	84.1per cent	83.2per cent	86.6per cent	8.00per cent
High-performing states						
Kwara	58.8per cent	59.5per cent	58.6per cent	55.7per cent	59.5per cent	0.70per cent
Kaduna	49.5per cent	48.4per cent	50.0per cent	47.5per cent	52.1per cent	2.60per cent
National	48.4per cent	47.8per cent	49.3per cent	47.4per cent	50.0per cent	1.60per cent

Source: NDES, 2020

The SDG4 evaluation team found similar results during primary school-level data collection where, overall, almost half of the teachers (49.1 per cent) were female. Enugu is the state with the highest percentage of female teachers (86.8 per cent). Kwara (69.4 per cent) and Kaduna (54.5 per cent) are the other states where more than half of the teachers were reported as female. In Kano (29.4 per cent) and Katsina (32.1 per cent), about 3 teachers out of 10 were female. Zamfara showed the lowest proportion with less than one quarter (only 22.4 per cent) of female teachers.

Qualifications of female teachers

While recruiting female teachers is important, having teachers who are appropriately qualified to teach pupils in order to foster effective and efficient learning is critical. NDES data provided an opportunity to analyse teacher qualifications. Figure 3.26 presents the data for the three most recently reported academic years, 2016–17, 2017–18 and 2018–19. Generally, results showed an increasing trend in the proportion of teachers who are qualified. Moreover, the proportion of female teachers who are qualified exceeds the proportion of male teachers in many cases. The latter is particularly true for Kaduna, Katsina and Zamfara States.

Results from SDG4 evaluation primary data collection confirmed the observation from the NDES report where overall 81.1 per cent of the female teachers are qualified. Enugu presented the highest proportion of qualified female teachers with 93.4 per cent; Kaduna followed with 86.9 per cent. In Katsina (73.7 per cent), Kwara (81.2 per cent) and Zamfara (79.4 per cent), about three quarters of the female teachers were qualified, according to head teachers. This percentage is at its lowest in Kano where only 62.8 per cent of the female teachers were qualified.

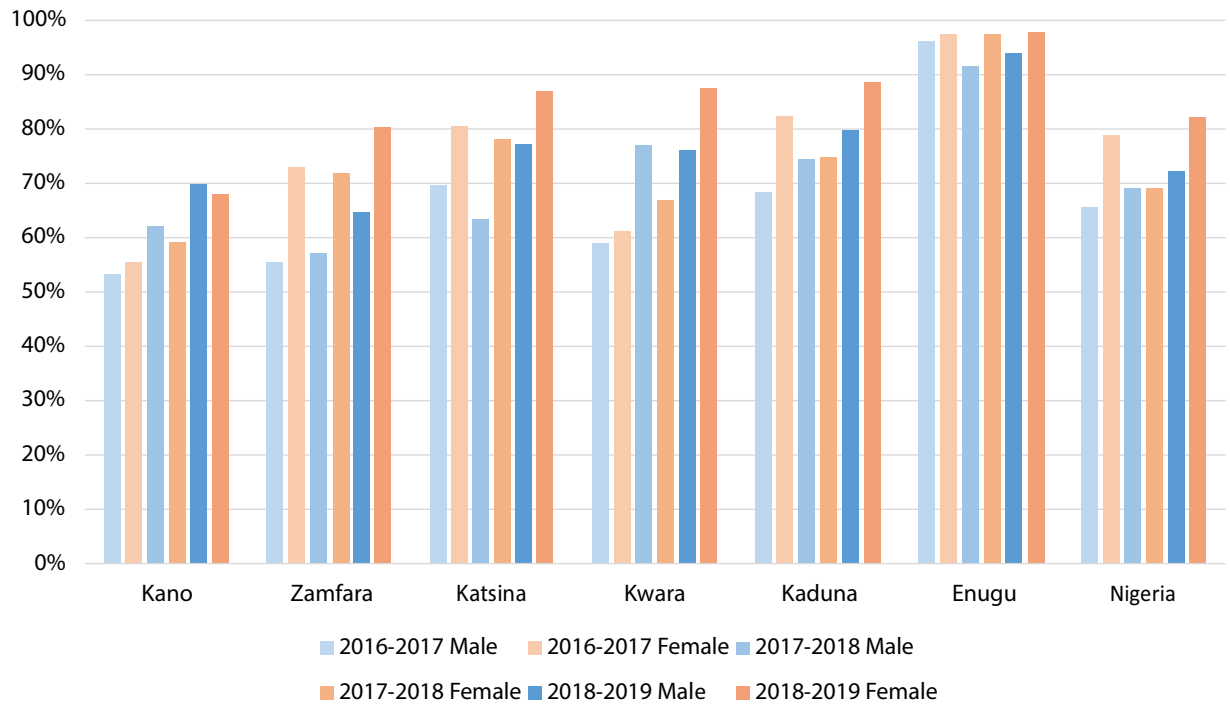
Gender analysis of pupil data

The following sub-sections apply a gender lens to explore how access and quality differ for girls and boys in Nigeria. The evaluation team turns to both primary and secondary data analysis to investigate primary school attendance, completion rates and data on learning outcomes.

Gender parity in primary school attendance

The gender parity index compares the primary and secondary school attendance of girls and boys. A value greater than 1 signals that the attendance rate of girls is higher than for boys while a value less than 1 signals that the boys' attendance rate is higher than for girls. The

Figure 3.26: Proportion of qualified teachers by gender and by state



evaluation team took advantage of multiple data sources to investigate gender parity: MICS and DHS household surveys as well as the NDES. The latter is a population-based survey. Given the difference in methodologies for each data set, we refrained from direct comparisons of data. According to the DHS 2018 data, the gender parity index overall at the national level had a value of 0.97 in 2018. This means that the attendance rate of boys was a little bit higher than the attendance rate for girls. The difference is not large, however, and we may conclude that the attendance rate of girls was at 97 per cent of the attendance rate for boys. At the national level, the gender parity index showed little variation. Comparing the states, we could conclude that there is not much difference between states except for Zamfara where the gender parity index is much lower than for the other states at 0.81 followed by Kaduna State at 0.88. While some states, like Enugu, Kaduna or Kwara, have shown little variation since 2007, other states demonstrated

Table 3.51: Gender parity index by year

State	2007	2008	2011	2013	2016	2018
	MICS	DHS	MICS	DHS	MICS	DHS
Low-performing states						
Kano	0.75	0.76	0.85	1.04	0.93	0.99
Zamfara	0.58	0.73	0.83	0.64	0.71	0.81
Transitioning states						
Katsina	0.74	0.70	0.79	0.92	1.04	1.00
Enugu	1.01	0.90	1.03	0.98	1.02	1.06
High-performing states						
Kwara	0.95	1.01	1.12	0.98	0.99	0.98
Kaduna	0.95	0.90	1.07	0.96	1.04	0.88
National	0.94	0.91	0.94	0.95	0.95	0.97

Figure 3.27: Gender parity index by year

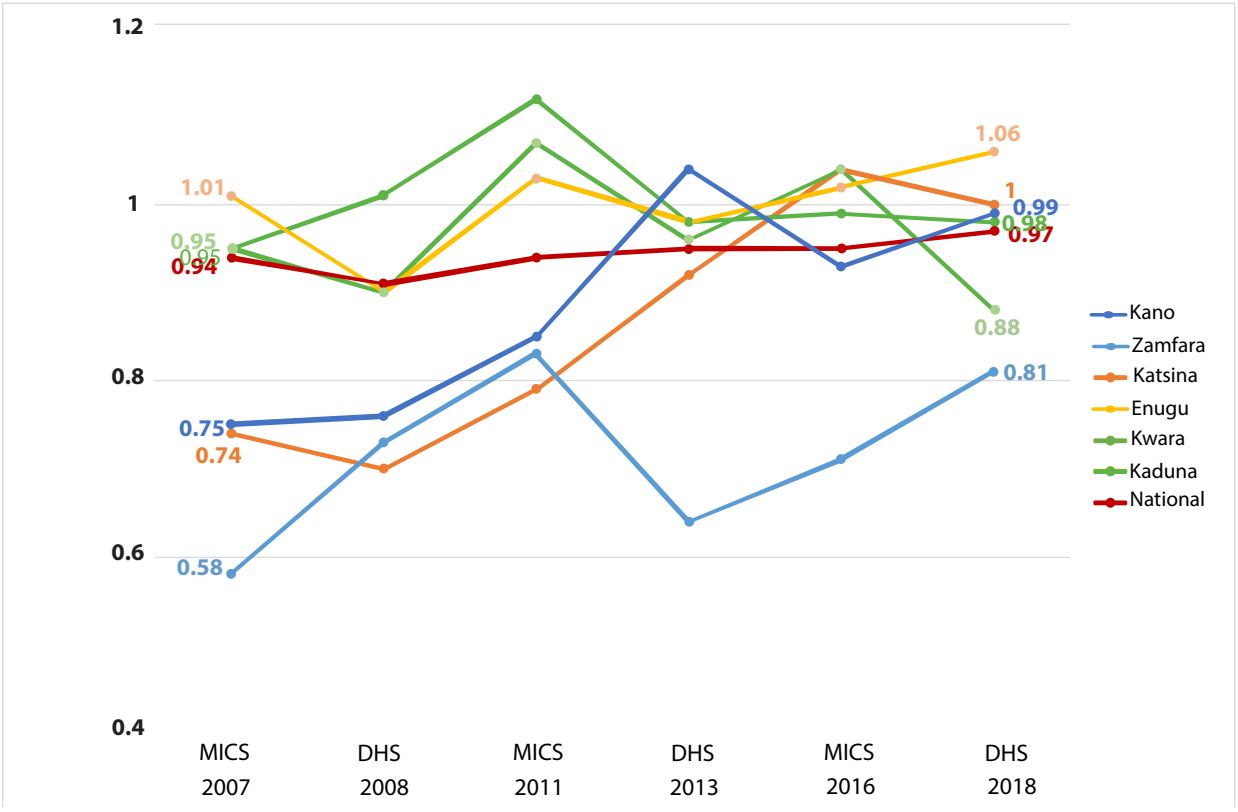


Table 3.52: Gender parity index by state and Federal Capital Territory (FCT)

State	Gender Parity Index (NDES) 2020)	State	Gender Parity Index (NDES) 2020)	State	Gender Parity Index (NDES) 2020)
Abia	0.95	Enugu	0.99	Niger	0.77
Adamawa	0.94	FCT	1.03	Ogun	0.88
Akwa Ibom	0.99	Gombe	0.92	Ondo	1
Anambra	0.98	Imo	0.99	Osun	1.01
Bauchi	0.88	Jigawa	0.92	Oyo	0.99
Bayelsa	0.98	Kaduna	0.9	Plateau	0.94
Benue	0.9	Kano	1.01	Rivers	1.04
Borno	0.93	Katsina	0.99	Sokoto	0.67
Cross River	1.01	Kebbi	0.61	Taraba	1
Delta	0.99	Kogi	0.96	Yobe	1.02
Ebonyi	1.01	Kwara	0.86	Zamfara	0.55
Edo	0.99	Lagos	1.07	Nigeria	0.95
Ekiti	1	Nasarawa	0.87		

Table 3.53: NDES gender parity data for case-study states over three previous years

State	2015-2016	2017-2018	2018-2019
Low-performing states			
Kano	0.98	1.18	1.01
Zamfara	0.7	0.98	0.55
Transitioning states			
Katsina	0.95	0.96	0.99
Enugu	0.93	1.04	0.99
High-performing states			
Kwara	0.93	0.98	0.86
Kaduna	0.92	1	0.9
National	0.96	1.05	0.95

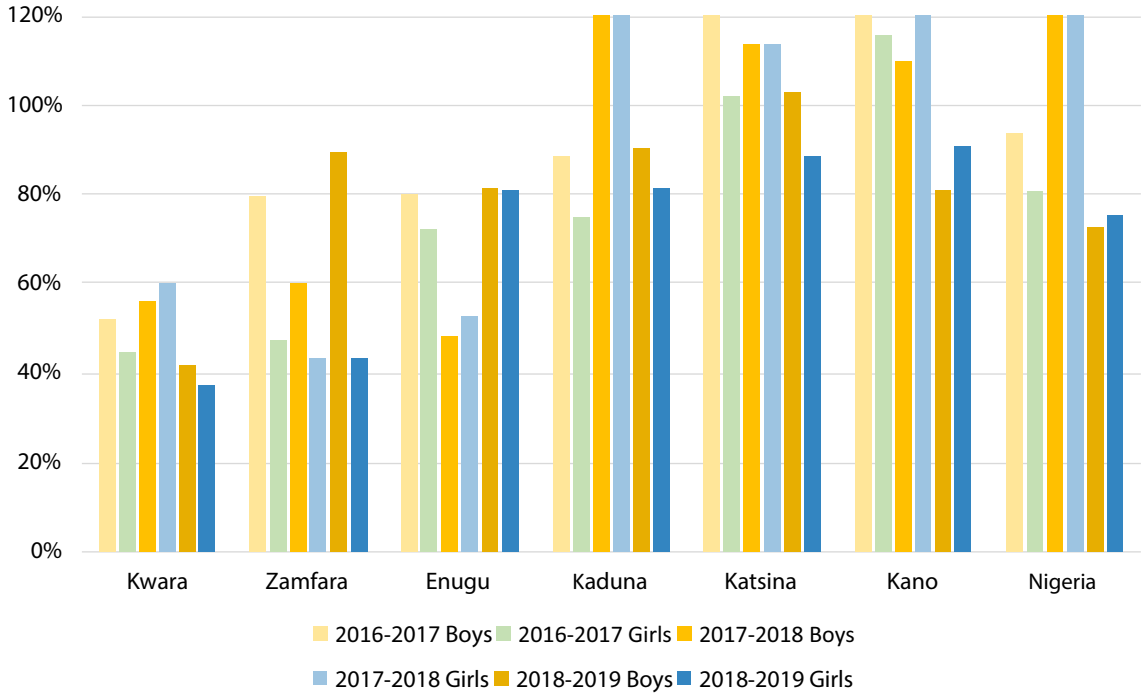
better gender parity in 2018 than what was observed in 2007. In 2018, Enugu and Katsina had both achieved parity. Gender parity could reflect more efforts made by states to increase girls' primary school attendance, but the change could also reflect that boys' attendance was decreasing. Table 3.51 and Figure 3.27 depict the gender parity index for each year of available data across the six states.

Table 3.52 presents gender parity using NDES 2019 data. In general, the gender parity index (GPI) results are reflective of expected girls' and boys' enrolment in schools. For example, Zamfara (0.55), Kebbi (0.61) and Sokoto (0.67) report the lowest gender parity results for enrolment, indicating that boys outnumber girls by a large margin in those states.

Table 3.53 presents GPI data for the six case-study states over the past three years using NDES data. Due to other discrepancies noted with NDES data, the evaluation team urges caution in interpreting these data

In sum, data on gender parity indices in Nigeria, and in particular, for the six case-study states demonstrate that GPI is generally just under 1. This result indicates that girls are lagging a bit behind in primary school enrolment, but the gap is not very wide. Regionally, results suggest that Zamfara shows the largest gap between girls and boys and Kano and Katsina seem to have closed the gap since about 2013 (as suggested by 2013 DHS data and following studies).

Figure 3.28: Comparison of completion rates by gender and by state



Source: NDES, 2020

Gender analysis of completion rates

Examination of completion rates further illuminated how girls may experience education quite differently from boys in Nigeria. The evaluation team accessed data through NDES for the previous three academic years. Figure 3.28 presents these data and shows that there is a lot of variability from one year to the next. This level of variation makes the evaluation team question the validity of the data. Should the data be reliable, they show that boys complete the primary cycle more frequently than girls in all but one state, Kano, where girls' completion rate exceeds that of boys by nearly 10 percentage points (90.5 per cent compared to 80.9 per cent). Zamfara demonstrates the largest gap between boys' and girls' completion rates at 46.4 percentage points. The gap between girls' and boys' completion rates stayed about the same through the three years analysed.

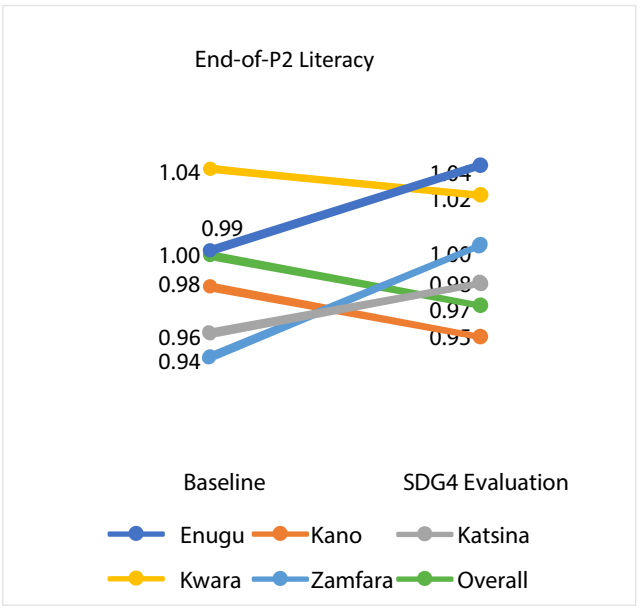
Learning outcomes for girls

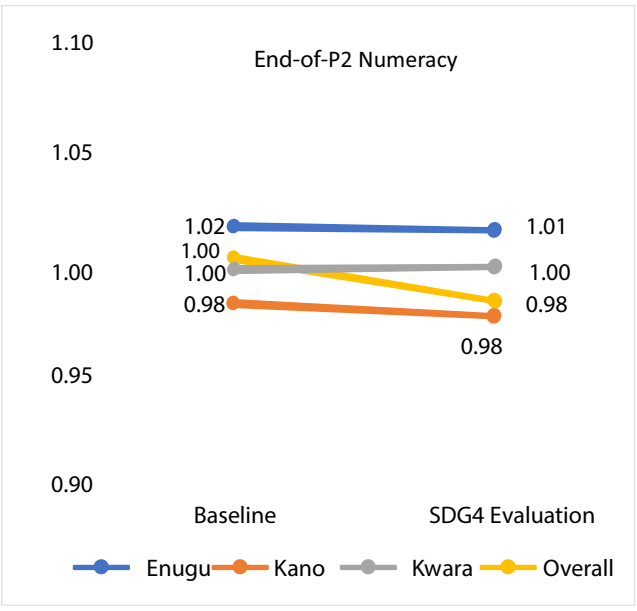
NEDS 2015 results indicate that 67 per cent of boys ages 5–16 in urban areas were able to read versus 36 per cent in rural areas. Girls in urban areas slightly surpassed their male counterparts as 69 per cent demonstrated literacy while this was true for 34 per cent of girls in rural areas at 2 percentage points behind boys. Results for numeracy were slightly better. According to NEDS 2015, 75 per cent of boys ages 5–16 in urban areas were able to compute a one-digit maths sum versus 40 per cent in rural areas. As with literacy, girls in urban areas surpassed their male counterparts very slightly, as 76 per cent of girls assessed demonstrated numeracy while they underperformed compared to boys in rural areas at 39 per cent of girls in rural areas. Unfortunately, this level of detailed data was not available to the evaluation team for the NEDS 2020 findings.

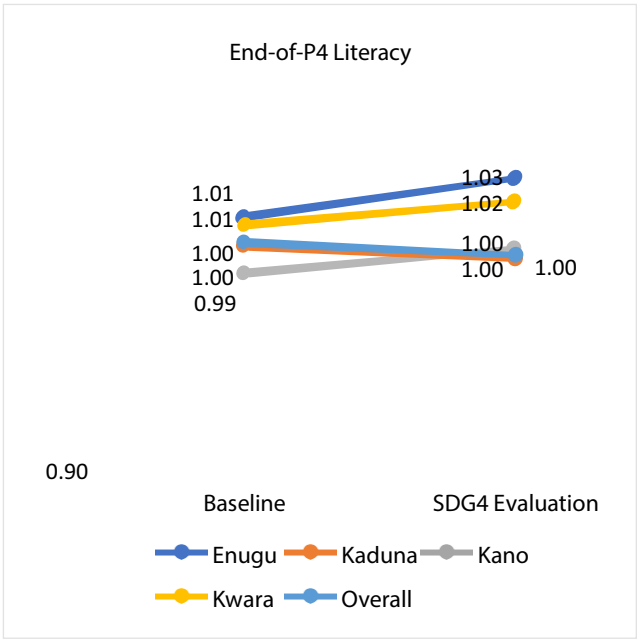
Data from the SDG4 evaluation provided an opportunity to compare girls' and boys' learning outcomes over time using data from the previous studies serving here as baseline measures. In general, findings show little difference between girls' and boys' scores at both baseline and at the time of the SDG4 evaluation. Analysis of baseline results shows no difference between the two groups for P2 numeracy and both P4 literacy and numeracy results. For P2 literacy, although, at baseline, there was no meaningful difference in the overall sample at baseline. Boys showed significantly higher results in Katsina and Zamfara while the gap was no longer significant at the time of the SDG4 evaluation. At this later point, results generally

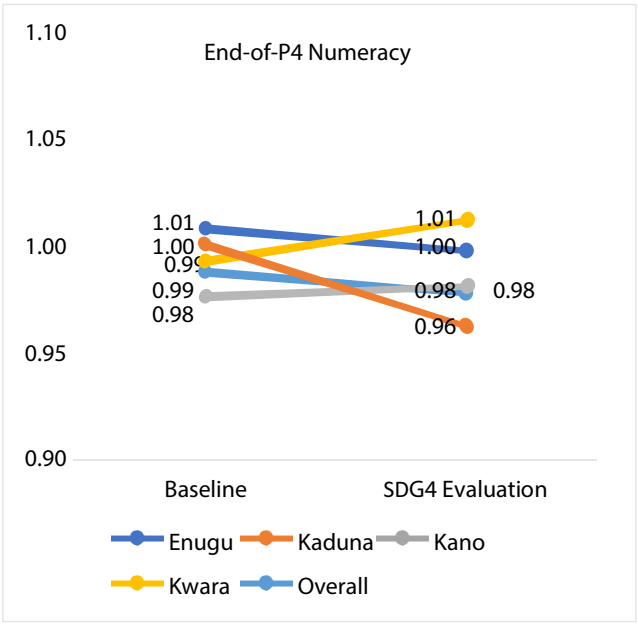
showed that the gap between boys' and girls' learning outcomes was increasing contrary to desired outcomes. Boys demonstrated higher scores for the SDG4 evaluation overall for P2 literacy and both P2 and P4 numeracy though the differences for numeracy were slight. P2 literacy results showed that boys increased the gap between boys' and girls' performance from baseline to the time of SDG4 evaluation data collection. The difference increased from 2.51 to 14.45 points. Because the sample is very big when dealing with overall results, even small differences are significant. For both numeracy assessments, one state demonstrated a significant difference in boys' scores and skews overall sample results. For P2 numeracy, Kano boys demonstrated higher results than Kano girls (495.01 compared to 483.01; p=0.036). For P4, Kaduna state boys skewed the results (506.81 compared to 487.75; p=0.030). Literacy scores from Enugu state presented the only exception where girls' results surpassed boys' results. P2 outcomes showed that the average scores were very similar between boys and girls at baseline and that girls pulled further ahead at the time

Figure 3.29: Gender parity between results over time (Baseline and SDG4 evaluation) by state and competency area









of the SDG4 evaluation, now demonstrating significantly higher results (623.01 compared to 603.01; p=0.004). Figure 3.53 shows how the GPI for assessment scores fluctuated between time points for the case-study states where comparison data are available. In general, we can conclude that the gap did not change much between time points.

3.8 Sustainability

Overall Finding: There is potential for sustainability, but it is weak as interventions are disparate

Quality of the Evidence: Medium

Conclusion

in terms of sustainability, the government's espoused commitment to basic education persists since the establishment of UBE in 2004 and continues to grow. SBMCs present a particular promise for both effectiveness and sustainability and their potential should be harnessed and multiplied in order to continue to improve enrolment, retention and equity in schooling. Though less established, the use of technology and public-private partnerships also demonstrate sustainability.

In answering this question, the evaluation team focused on initiatives that have surfaced throughout the findings above as positive developments.

Political commitment to basic education

Findings from above demonstrate a strong policy commitment to UBE, most notably evidenced by the 2004 UBE Act and mechanisms to ensure basic education for all. These mechanisms include UBEC at the federal level and the SUBEBs at the state level. In addition, stakeholders interviewed from across all states spoke of the importance of free compulsory basic education within their states above. Some even indicated state laws and strategies to enforce children's attendance at school. Both Zamfara and Kano officials, for instance, indicated that there are punitive measures in place for parents that do not comply. A Kaduna education official indicated that there is a fine of N30,000 or jail time of six months for parents that do not send their children to school. No evidence was available at the time of data collection to the evaluation team of this policy being enforced, however.

At the same time, findings above also indicate implementation problems in providing for accessible and quality education for all girls and boys, in accordance with SDG4. These implementation problems threaten the effectiveness of UBE's promise. In addition, the evaluation team observed challenges in communication between SUBEBs and MOEs during field visits. It seemed that some of the offices do not have regular communications. UBEC officials at the federal level confirmed that tensions often exist. Policy dictates that the MOE supervises while UBEC reports. Some stakeholders spoke of how UBEC is well appreciated among stakeholders because of its funding, making the Ministry of Education less effective. All the same, findings show that some states have yet to access counterpart funding. Inconsistent funding also threatens the sustainability of Nigeria's commitment to UBE. Some stakeholders from states successfully accessing funding expressed their desire to maintain the same level of funding, including an education official from Katsina, who said:

SUMMARY CONCLUSIONS (Sustainability)
In terms of sustainability, the government's espoused commitment to basic education persists since the establishment of UBE in 2004 and continues to grow. SBMCs present a particular promise for both effectiveness and sustainability and their potential should be harnessed and multiplied in order to continue to improve enrolment, retention and equity in schooling. Though less established, the use of technology and public-private partnerships also demonstrate sustainability.

Sus1: To what extent can any observed changes be maintained?		
Evaluation question (Sustainability)	Likely strength of evidence	Data sources
To what extent can any observed changes be maintained?	Medium	Literature review, KIIs

I say I know for one thing, up to now we have ways in which we access UBEC funds and I know Katsina state will continue to follow suit in an attempt to pay its counterpart funds, access funds and continue to run an upgrade, provide learning and teaching resource and materials to our primary schools. (Katsina Education Official)

One additional potential threat to Nigeria's implementation of basic education is changes in both federal- and state-level administrations that may shift priorities. Among others, Kaduna and Kwara education officials cited this concern during interviews.

Active and sustained SBMCs

Interview data show that the sustainability of the improved enrolment, retention, equity and completion rate particularly for girls is seen to be dependent on the continued functionality of the School-Based Management Committee (SBMC) and the Mother's Associations. All the states agreed that SBMC is the most significant mechanism that can sustain the observed changes in enrolment, and specifically for gender issues. It was impressed upon the evaluation team how SBMC has embraced ownership of the school and within the SBMC is the Mothers' Association that focused on house-to-house campaigns for mothers to enrol their girls in school. In general, KII participants judge it to be a successful initiative that has contributed greatly to enrolment and completion rates as well as to an improved gender parity index in the states. In addition, for the four states that participated in the ESSPIN project, SBMCs began in 2007 and have continued since ESSPIN ended in 2017. It is also important to note that UNICEF has supported the development of SBMCs, for example in Zamfara State. This continuity is a clear indication of sustainability. A Zamfara official made a particular plea for continuity of support to Mothers' Associations:

They are calling for the government to please make it mandatory that every school has to have this Mothers Association, they are really supporting, because most of them, they are mothers. In the SBMCs, only few women are there, maybe one or two, the head girl and the

community leader, but the Mothers Association, all of them are mothers, so they are ready also to work, help and support the children in school. So, we are calling the government that they make it mandatory that every school has to have this Mothers Association. (Zamfara Education Official)

Additional indications of emerging sustainability

Discussions with stakeholders revealed other components of Nigeria's approach to basic education that are of great interest to education actors and may continue into the long term.

Use of technology – Some stakeholders expressed great interest in continuing to use technology in education delivery. In Kaduna State, education officials explained how ESSPIN had started the distribution and use of tablets to teachers and pupils and how the state has continued to embrace provision of technological devices through public-private partnerships. In addition, a senior-level FMOE official underlined the importance of distance learning strategies that became more real and accessible to many (though not all) during the COVID-19 lockdown. Similarly, an official from Zamfara expressed that they "want to sustain them forever". In Zamfara's case, these distance learning endeavours are developed through the RANA and BESDA projects. Nonetheless, the evaluation team urges caution as findings from the impact question on COVID-19 above points to limited access to these electronic platforms, including radio.

Monitoring and evaluation at the state-level – While this report finds above that monitoring and evaluation is generally weak, especially for the overall SDG4 effort, there are indications that systems-strengthening has occurred in this realm. For instance, Kano education officials report that their M&E teams are strong and that they have robust

mechanisms for monitoring and reporting. An official commented:

We have a lot of senior support officers at LG level and at the state level with quality assurance, and they are going out week in, week out to schools to make sure that learning is taking place. At the same time, they make sure they are tracking the quality input by the teachers, because we conduct a need assessment for each school each year. … Each quality officer is assigned to a certain number of schools… and they are coming out with a weekly report, and we put it together and come up with a monthly progress report. Then that progress is being combined to an annual report. (Kano Education Official)

Similarly, an education official in Zamfara mentioned improved M&E systems that they developed through the RANA activity. They have generally sustained them, and Zamfara's M&E system serves as a model for other states even though the project ended in 2018. At the same time, a non-state actor in Zamfara questioned whether or not the government is ready to increase its M&E efforts. It is worth noting that the evaluation team was not able to verify the existence of such reports for either state.

Partnerships with the private sector – Findings also point to successful partnerships that support basic education in various ways. For instance, as a federal official pointed out, private schools also support the larger goal of providing basic education to all girls and boys. In addition, civil society actors in Kaduna reported that they have increasing access to the education sector and are able to fulfil their role in ensuring accountability (see the second impact evaluation question above). As the responses to the second effectiveness evaluation question also pointed out, while not necessarily fully sustainable, many state officials also reported that they benefit from the support of private philanthropists. All of these initiatives are positive and seem to have endured, demonstrating sustainability. Advancements made by development partner projects are powerful but also precarious.

Finally, as stakeholders noted within the response to the second impact question above, while collaborations and support from development partners may be helpful and transformative, they do not often lasting beyond the end of the project. Of course, there are some exceptions, such as SBMCs. Katsina non-state actors suggested in interviews that sustainability plans need to be part of all development efforts.

Policy Analysis

Chapter **4**

The focus of this evaluation is to assess the extent to which education policy and strategies have impacted on the progress towards attaining the SDG4 by 2030. Thus, the evaluation team drew on the 6th edition of the National Policy on Education 2013, the Education Sector Strategic Plan 2016–2019 and its successor, the Ministerial Strategic Plan (2018–2022) for the policy-related evaluation questions for which the major findings have been discussed in the preceding sections. This section highlights key emerging issues that require policy attention if the SDG4.1 target is to be realized by year 2030.

The 2013 National Policy on Education provides broad-based guidelines on standards, procedures, strategies and the coordination roles necessary to ensure and sustain the delivery of quality education at all levels of government within Nigeria. This coordination is very important given that, by constitutional provision, education functions are shared between the federal, state and local governments. The policy recognized that basic education is, by law, compulsory for all children of school age in Nigeria. The policy reiterates that, in public schools, schooling is provided free through the Universal Basic Education (UBE), which is backed by legislation (the Compulsory, Free, Universal Basic Education Act 2004). Furthermore, the policy stipulates a Home-Grown School Feeding and Health Programme (HGSFHP) that provides basic health services and a free balanced meal per day for every child that attends public primary or junior secondary school to facilitate the success of the UBE programme.

The Education Sector Strategic Plan 2016–2019 and the Ministerial Strategic Plans (MSP) have the same policy orientation. In fact, the MSP is a continuation of ESSP. The plan reflected and incorporated the aspirations of the SDGs with well-identified goals and target issues in basic education and a list of clear strategies to address them. The MSP recognized that the Universal Basic Education (UBE) programme "was designed to be a veritable tool for achieving some of the Education for All (EFA) goals" connected with MDG goals, the precursor to the SDGs. Moreover, the MSP referenced the SDG4 goal of "ensuring inclusive and equitable quality education and promoting lifelong learning opportunities for all". It also acknowledged that EFA targets had largely not been met and that it was necessary to review and set new milestones and targets.

It is important to note that the National Policy on Education allows each state to design their Education Sector Strategy Plan to take into account the particular education needs of the state. For the six states included in this study, policy review shows that their education sector strategies broadly reflect National Education Policy directions in terms of emphasizing the three main result areas of access, quality and system-strengthening. The degree of emphasis

within a strategy to achieve access, quality and system strengthening differs from state to state. For instance, the four states of Kano, Katsina, Zamfara and Kaduna lay more emphasis on how to increase access to all children who are of school-going age because the northern part of Nigeria accounts for the highest number of out-of-school children. This is not a challenge for Kwara and Enugu States. Thus, emphasis in those states is on quality and system-strengthening. State-level plans also address barriers to education. The response to the second evaluation question on relevance below provides further details.

4.1 Emerging Policy Issues

Based on the findings discussed in Chapter 3, a number of key issues emerge that require attention from policymakers and decision takers in the immediate to medium term.

4.1.1 Planning, implementation and coordination

Information from interviews suggests that there is considerable alignment between the National Education Policy, the Strategic plans, the State education plans and the SDG 4.1 target particularly at the formulation of the plans, but a big gap exists at the implementation level. This gap is due, in part, to the lack of a coordination framework for the various implementing agencies, including those in the education sector. Policy action at the federal and state levels would require that a monitorable coordination framework is put in place to ensure that all actors in the implementation of various plans act in concertation with one another.

Furthermore, findings show that there was no formal situation analysis or needs assessment in the development process of the ESSP and its successor plan but, they were largely informed by contributions from parastatals and departments within the FMOE, numerous reports, plans and documents that were produced in the past and interventions from development partners. These were then synthesized and articulated to produce the MSP, the plan that became the roadmap to guide the sector from the end of 2016 to 2019. Neither the ESSP or the MSP has a theory of change (ToC) or a results measurement framework, which makes it difficult to gain a clear understanding of how the plan intends to influence the expected results or how the results will be measured. Having a results framework also implies the need to have a robust data generation and collection system for planning, implementation, evaluation and decision-making. To date, data availability is a key challenge in basic education planning and tracking of progress.

Future education planning in Nigeria at the federal and state levels should start with the design of a collectively created and validated ToC so that it can fully understand the assumptions and risks that need to be addressed through its interventions if the desired change is to be achieved. While a ToC should be included as part of a results-based strategic plan, it should not be taken as a static document, but one that may be reviewed, adapted and revised to reflect ongoing and emergent challenges, considerations and priorities. Inadequate reliable data for planning and evaluating progress against targets is a major challenge to plan formulation and implementation. There is also a need to strengthen the Education Management and Information System (EMIS) both at the federal and state levels for better evidence-based education planning and monitoring.

4.1.2 Education financing

How governments allocate funds to education is very critical to achieving the SDG4.1. However, document review demonstrates that Nigeria faces significant challenges in providing transparent data regarding education financing. The absence, unavailability and/or unreliability of data are major impediments to financing education. Evidence is sparse on how much money is spent by governments on education, and on how it is spent, particularly at the state level. A deeper understanding is needed of public expenditure on education, on the relationship between planning and budgeting systems, and on their relationship with pupils' learning outcomes. Most accountability is upwards to higher levels of government rather than outwards toward communities, although decentralized school governance through SBMCs is attempting to address this. Crucial to its success are consistent funding and LGEA support.

In summary, there is no single source of data on expenditure on basic education and, therefore, it is difficult to have validated consolidated information on public expenditure allocated to, and effectively and efficiently spent on, basic education in Nigeria. In a study by the World Bank in 2015, it was noted that "consolidated budget information would require the harmonization of charts of accounts used across levels of government, the functional reclassification

of budget expenditure and systematic audited reporting on budget execution." The study concluded that "for lack of such standardized budget information, it is practically impossible to assess the effectiveness of financial resources allocation in basic education." There is the need for policy action both at the federal and state level to address the dearth of financial data that makes it difficult to know how much of total federal and state budgets are allocated to education through an accountability framework that will clearly define what amount of budget goes to what level of education.

Furthermore, funding levels vary between states. As argued multiple times above, even with basic education declared as free, parents still bear a considerable burden in getting their children to school because they have to pay PTA levies. While originally intended to cover gaps in spending, PTA levies or development levies contradict free education promises and pose a serious challenge. They are heavily contested and politically charged. The policymakers at the federal and state levels, in consultation with relevant stakeholders such as the community and PTA should give a clear policy direction and guide on how development levies will be applied in schools so as not to constitute a serious barrier to enrolment, as they are presently.

4.1.3 Education governance

Nigeria has a decentralized structure of governance with responsibility for education administration divided among the federal, state and local governments. Each level of government has a set of responsibilities. The federal government sets policy, assures quality of education and administers the national EMIS. A range of actors share responsibility for education administration and delivery at the state level. The UBE Act created the Universal Basic Education Commission (UBEC) at the federal level, State Universal Basic Education Boards (SUBEBs) at the state and Local Government Education Authorities (LGEA) at the local level. Moreover, the act created the UBE-Intervention Fund responsible for disbursing funds through UBEC to SUBEBs for improving the access and quality of basic education.

This governance arrangement often creates overlapping roles and responsibilities and sometimes unhealthy competition between the agencies for resource management that makes a coordination role at multiple levels difficult. There is also the issue of political will (taking decisions and follow through) at the state level to see that basic education services are delivered according to the standard envisaged in the national education policy and strategic plan. There is a need to review the UBE Act of 2004 in the light of lessons from its implementation to create an accountability framework among the various actors across the federal, state and local government to strengthen the delivery of basic education service in the country.

4.1.4 Barriers to access, retention and completion

Finally, if barriers to increasing enrolment, retention and completion are to be overcome, policy actions at the federal and state levels in consultation with relevant stakeholders, like community leaders and PTAs, should focus on these key barriers that cut across out-of-school and basic education. These are well elaborated in Table 3.2 of this report. The key barriers are:

- Sociocultural barriers and beliefs that impede girls' education
- Inadequate and unfriendly school environments in terms of infrastructure, teaching and learning materials
- Teacher shortage and low capacity of existing teachers
- Weak political will and capacity to support basic education, in particular the UBE Act of 2004, including weak monitoring and data management systems and mismanagement of funds
- Safety and security challenges in schools
- · inadequate funding of education from the state and federal levels and charging of PTA or development levies to parents.

Conclusions, Lessons Learned and Recommendations

Chapter **5**

5.1 Conclusions

- This section draws across the various evaluation questions to summarize and assess Nigeria's progress towards reaching SDG4.1. The conclusions from this evaluation are as follows:
- Policy review indicates and interviewees unanimously confirm that education sector policies and strategies both at the federal and state levels align with the SDG4.1 target particularly in the formulation of the plans. Most notable is the 2004 Compulsory, free, Universal Basic Education (UBE) Act. Alignment is deliberate and the product of government and development partner efforts.

- SDG4 is interconnected with other SDGs, most notably poverty (SDG1), health (SDG3), gender equality (SDG5) and sanitation (SDG6). Intersectionality between education, gender and poverty is commonly discussed in documents reviewed while intensified awareness of the importance of good health to education has become even more prominent during the ongoing COVID-19 pandemic. Moreover, both NEDS and SDG4 evaluation school survey findings point to illness as the number one reason for children not attending school.
- The federal government recognizes key barriers to achieving SDG4 and addresses them within its strategy priorities. All states also show evidence of initiatives aimed at addressing barriers, improving school enrolment and fostering improved quality. Poverty, insecurity and a weak political will are the most concerning barriers. The government addresses these barriers through strategies aimed at promoting community engagement, addressing sociocultural barriers, developing state-level basic education strategies and collaborating with development partners. In addition, the evaluation found education financing to be lower than in other African countries and that transparency about budgeting and spending is very poor. Findings also indicate that coordination around budget allocation, release and spending is inadequate. These weaknesses also constitute major barriers for the system.
- Gaps between strategy and implementation have hindered Nigeria's progress at multiple levels. A governance challenge resides at the heart of the issue. Federal, state and local governments share responsibility for education in Nigeria. In addition, SUBEBs and SMOEs have overlapping responsibilities, and coordination between them was found to be weak. The UBE Act and UBEC lack the mandate to influence major investments in basic education at the state level. Moreover, while the FMOE provides useful guidance to states, by design, states remain autonomous and apply FMOE suggestions at their discretion. Accountability is weak between federal and state governments in terms of implementation of key programmes.
- Similarly, a gap exists between the SDG offices and SDG implementing agencies as coordination is weak.
- Monitoring and evaluation systems focusing on basic education, and SDG4.1 in particular, are weak and, in some cases, nonexistent. The 2020 Voluntary National Review as well as the 2017 SDG baseline evaluation report omit data on SDG4.1 entirely. Monitoring efforts within the FMOE, while improved since the launch of the Sustainable Development Goals, remain focused at the activity and output levels.

No tracking or monitoring reports were available for review, signalling the need for improvements. Moreover, results frameworks for SDG4.1 and the FMOE do not exist. Nigeria's overall education financing is far below that of other African countries and transparency in financing data is extremely weak. At the state level, actual expenditure regularly falls below planned expenditure due to the non-release of capital funds budgeted. The inability of some states to access UBEC counterpart funding is a lost opportunity to enhance basic education at the state level.

- Funding for basic education is inherently shared between multiple actors, including the federal government, state governments, development partners, private actors and parents, among others. Funding for basic education is complex and data are incomplete or nonexistent, thus precluding a robust analysis of government funding sources. Funding levels vary between states. Even with basic education declared as free, parents still bear a considerable burden in getting their children to school. While originally intended to cover gaps in spending, school and PTA levies contradict free education promises and pose a serious challenge. They are heavily contested and politically charged.
- Conclusions on cost-effectiveness are limited by inaccessibility of budget information for three of the six case-study states. From examination of Enugu, Kaduna and Kwara State records, data confirm that as enrolment increases, per pupil cost decreases. These calculations, however, do not consider the negative impact to quality of education that occurs as school populations increase, often leading to higher pupil-teacher ratios, the use of makeshift classrooms and insufficient materials for pupils. In addition, Kaduna's approach to enforcing universal basic education through the use of EduMarshals merits further exploration as a promising practice.
- Assessment of achievement of MSP outcomes is also limited due to the absence of a results framework, weak monitoring and inadequate statistical data. Findings from the SDG4 evaluation nonetheless provide insights into the outcome areas.
- Access: Enrolment numbers continue to increase though attendance rates indicate that less than two-thirds of pupils attend school nationally while rates vary significantly between states. Children in urban areas are nearly 30 percentage points more likely to attend school than rural peers, suggesting major gaps according to location.
- Quality: Quantitative evidence from NEMIS data presented within Figures 18 and 19 on access indicators and findings from NEDS (2015) on learning outcomes reveal that Nigeria is not likely to achieve the global agenda of universal inclusive and equitable quality basic education for all (100 per cent) school-age children by 2030. The net enrolment rate shows that just over two thirds of children (69.9 per cent) were attending school in 2019. Regarding quality, NEDS 2020 data show that only 41 per cent of P2-age children were able to read one word from a flashcard and 44 per cent were able to perform a single-digit addition problem. Results for literacy remained stable whereas numeracy results decreased by 10 percentage points since 2015 (see Table 3.19). The absence of national benchmarks prevents meaningful comparisons of pupils' proficiency over time and between states. Using NEDS benchmarking, results are highly worrying as across the sample, nearly half of pupils complete P4 without being able to read one word from a flashcard or perform a single-digit addition problem. Pupils in urban areas outperform pupils in rural areas. Overall, the gender gap is small with girls generally trailing behind, and more so in rural areas.
- Systems-strengthening: At the school level, SBMCs represent a powerful coordination mechanism and garner enthusiasm among education stakeholders. At the federal level, the National Education Group (NEG), a body made up of government and development partners, constitutes a potentially strong coordination mechanism at the national level, but could benefit from further broadening of its scope to expand beyond specific development partner projects. The UBE Act and the UBEC Intervention Fund hold promise as important structures, but also suffer from implementation flaws and weak coordination.
- Close study of learning outcomes scores over time demonstrates a gain between baseline measures (GEP3 2015 evaluation and ESSPIN 2015 Composite Survey, used as "baseline" studies) and SDG4 evaluation assessments for end-of-P2 and end-of-P4 literacy and numeracy overall and for almost all of the six case-study states. Pupils in Enugu State consistently outperform others while Kwara State also showed significant improvement. Kaduna State

P4 pupils also demonstrated noticeable improvement (analysis was not possible for P2 pupils due to school closures for early primary levels). Conclusions are limited, however, because comparison with baseline studies was not possible for all states.

- Inadequate economic power remains a barrier to access, and more so for girls than boys, according to SDG4 school survey findings and NEDS results. Government policies recognize that sociocultural beliefs and practices, including gender norms minimizing the importance of girls' education, as well as the significant challenge of insecurity in some of Nigeria's states act as barriers. Interview findings underline repeatedly that insecurity in Katsina, Kaduna and Zamfara significantly hinders access. Insecurity poses a serious threat to Nigeria meeting its SDG4 goals. It is likely that pupils in areas with continued insecurity will continue to fall behind and not have an opportunity to learn like their peers in more stable environments.
- Despite MSP-espoused actions to improve school infrastructure, findings show that lacking infrastructure, notably insufficient numbers of classrooms and inadequate and poorly maintained structures and the need for WASH facilities, continues to serve as a barrier to progress. Data were generally inadequate for this analysis and NDES data, though available, suffer from inconsistencies. Key informant interview findings somewhat contradict statistics as education officials in some states emphasized efforts to improve infrastructure. This contradiction may suggest that the dismal state of schools' infrastructure is still an improvement over the previous situation or that infrastructure efforts were limited in their reach.
- Investigation of human resources as a potential driver for improving quality shows that few gains have been made in increasing teacher coverage within the period of the SDG4 evaluation. Pupil-teacher ratios have also unfortunately increased in this period as teacher recruitment has not been able to keep up with population growth and enrolment increases. At the same time, the qualifications of existing teachers seem to have improved during this time period.
- Analysis of differences in drivers supporting and hindering success in reaching SDG4 goals during different periods within the time frame of the evaluation are inconclusive as there was variation in experiences and outcomes for the different case-study states during these periods. At the same time, development partner interventions surface as the most common attribute for post-2016 changes, and to a lesser extent the NHGSFP. The creation and success of SBMCs, a development partner initiative, is also notable. Negative drivers include the recession, insecurity and changes in national and state administration, as well as lacking sustainability of activities becoming unsustainable when development partner projects recede.
- The National Home-Grown School Feeding Programme (NHGSFP) is the most prominent flagship programme related to education. Although results frameworks for measuring the impact of government flagship policies such as the NHGSFP and the Nigerian National Cash Transfer Programme (NCCT) were not available to the evaluation team, interview data show great enthusiasm for the NHGSFP. While NHGSFP reports also demonstrate enrolment increases, analysis of learning outcomes shows little improvement for participating schools within the SDG4 school sample compared to non-participating schools. Similarly, the programme suffers from implementation inconsistencies that require attention. The evaluation team notes that school feeding programmes alone may address access for a limited time, but they cannot address quality or access in the long term without dedicated efforts to improve teaching, learning and the overall school environment.
- At the time of writing, the NHGSFP was still suspended due to the pandemic. Nigeria is not alone in the subregion for suspending its programming, but the WFP strongly urges countries to resume operations (see World Food Program, 2020). Benin, for example, has resumed its programming and may be able to offer insights for Nigeria, not only for resumption during the pandemic, but also in general, for its progress in school feeding.
- While the impact of the COVID-19 pandemic will continue to emerge, schools experienced at least four months of learning loss. Of concern, more than half of pupils surveyed report not having participated in an alternative form of learning during school closures. While findings are inconsistent, they indicate that one fifth of schools had experienced a loss of a quarter or more of their pupils at the time of data collection. Much needs to be done to support local economies and enhance enrolment campaigns as well as to establish effective catch-up programming.

- Learning outcomes underline that children in the lowest wealth quintiles consistently underperform their peers and evidence shows no meaningful indication of change in improving learning and lessening economic barriers between baseline studies (GEP3 2015 evaluation, ESSPIN 2015 composite survey) and the SDG4 evaluation. National and state-level strategies, particularly UBE, emphasize education for all and providing services to the most marginalized groups. These strategies support principles of equity, universality and 'leave no one behind'. At the state level, where implementation is most critical, however, deliberate strategies are absent and education programmes are failing to meet the needs of the most vulnerable children, including children with disabilities. Most insidious of the structural barriers are PTA levies, which are deliberately constructed by schools and PTAs. Additional sensitization is required for education officials to recognize the challenges and structural barriers that prevent the most marginalized from truly accessing and benefiting from educational services.
- Similarly, the government policies demonstrate attention to gender equality and the empowerment of girls and women, yet completion rates of girls continue to lag behind boys overall and comparison of learning results between baseline studies and the SDG4 evaluation shows little progress in closing the gender gap. There has been improvement in recruitment of female teachers since 2016 and generally female teachers are more qualified than their male counterparts according to available data. Nonetheless, much remains to be done to make girls more comfortable, supported and successful at school over the longer term in order to stay in school and complete primary school, including more deliberate policies, activities and gender-sensitive monitoring efforts.
- In terms of sustainability, the government's espoused commitment to basic education persists since the establishment of UBE in 2004 and continues to grow. SBMCs present a particular promise for both effectiveness and sustainability and their potential should be harnessed and multiplied in order to continue to improve enrolment, retention and equity in schooling. Though less established, the use of technology and public-private partnerships also demonstrate sustainability.

5.2 Lessons learned

The evaluation team developed the following lessons learned and explanations of shortfalls in effectiveness and impact of the MSP 2016–2020 towards SDG4 that emerged as reflections throughout the evaluation process:
Complexity of the education sector: Findings from the report point to a number of driving factors and contextual elements that all contribute to a challenging environment for basic educational delivery. When any one of these factors is out of balance, the system is likely to suffer.

Findings highlight supporting factors that include, from the supply side, Nigeria's early and continued commitment to the Universal Basic Education Act (2004), successful state contributions to UBEC counterpart funding and the establishment of school-based management committees (SBMCs). Notable demand-side factors include gender, SES, a mother's education and support for reading at home. Hindering factors include the current COVID pandemic, increasing insecurity in growing portions of the country, recent economic recessions, and hidden out-of-pocket education expenses for parents that negate the promise of free basic education. The report also concludes that there is a lack of deliberate government strategies to support the most vulnerable children's access to quality education, including children with disabilities. Similarly, the gender gap persists as girls continue to trail boys in learning outcomes.

Conclusions demonstrate that relevant evidence and monitoring data are also weak within the sector, complicating analyses. There is a lack of education benchmarks, which constrains meaningful discussions of pupil proficiency, inadequate disaggregated and reliable data, and a lack of standardized metrics to assess progress and implementation towards SDG4.

5.3 Recommendations

Table 5.1 presents 4 top-level and 20 detailed recommendations that draw upon the findings and conclusions above. Although the findings above suggest many ways in which stakeholders are already implementing initiatives to strengthen the sector, here we focus on the findings that identify areas for improvement. Recognizing the interdependence between the various drivers that affect education access and quality, the evaluation team suggests a holistic approach to implementing these recommendations. The actions suggested here will

be much more effective if considered in their entirety rather than individually. Implementing them with close coordination, synchronization and a holistic approach will maximize the likelihood of achieving positive impacts in learning and within the basic education sector as a whole. For convenience, we have also included sub-tables that regroup the recommendations by level of implementation: state, LGA and community, and development partners.

The recommendations from the evaluation have been discussed, revised, and finalized through participatory approaches in many successive meetings: the Technical SDGs Evaluation Committee Meeting held at OSSAP-SDGs in August 2021; the constructive participatory Review and Validation Workshop of the final draft report of the SDG3 Evaluation organized by OSSAP-SDGs in Uyo, Akwa Ibom in September 2021 involving experts from federal and state levels and UN Agencies (UN RCO, UNICEF, and UNDP). Annex I includes the list of the participants of the Review and Validation Workshop. In addition, the UNICEF Country Office in Nigeria reviewed all the recommendations with a strategic lens during UNICEF's Evaluation Panel Review Committee meetings chaired by the UNICEF Country Representative involving the UNICEF Deputy Representative, Planning & Monitoring Sections, Chiefs of Health & Nutrition Sections, and the Chiefs of Field Offices and the UNICEF Evaluation Manager.

Table 5.1: Recommendations

#	Recommendation		
Top-level recommendations for accelerating the attainment of SDG4 of education in Nigeria, as Nigeria is unlikely to achieve SDG4 by 2030			
A	Government must develop and implement with adequate resources, a New Results Based Strategic Plan 2023-2030 of the Education Sector for Nigeria aligned with SDG2030 and the National Development Plan 2021-2025 taking into account Covid19 negative effects on pupil's learnings and lessons learned from SDG4 Evaluation that will enable Accelerated Progress of Nigeria towards the global agenda of Universal Access and Quality of Basic Education in 2030. In addition, a comprehensive analytical theory of change and results framework plus road map (including indicators, baseline, expected targets for federal level and each state) of SDG4 in Nigeria must be developed.		
B	Supply side: Massive investment must be made by government, development partners and private sectors and communities to build sufficient infrastructure, develop and recruit enough teachers and procure sufficient learning materials that could enable the country to meet the global commitment of universal access to basic education considering the huge demographic growth of Nigeria		
C	Demand side: To address the issue of 10 million out-of-school children, a major communication drive should be held and equitable conditions established to reduce social and financial barriers to attract and keep children to schools.		
D	Quality: National and state levels should define learning outcome proficiency benchmarks. UNICEF's Nigeria should support the Federal Ministry of Education to establish a Nationally accepted standard for calculating Minimum Proficiency Level in Literacy and Numeracy for Nigeria including adequate Data Collection Tools		
E	Accelerating the attainment of SDG4: UNICEF should support the Federal Ministry of Education to carry out further deeper analysis to find out the proficiency level of learners in reading and mathematics using primary data from the SDG4 evaluation completed in six states and the technical agency		
Policy development	Priority level	Relevant stakeholder	
1	The Federal Ministry of Education should continue to strengthen the coherence between national education policies, notably the 2004 UBE Act and the SDGs as the FMOE considers the next iteration of the MSP to follow the current policy's expiration in 2022.	Immediate	FMOE
2	The Federal Ministry of Education should initiate a collective process to develop a theory of change for the basic education sector that will be incorporated into the next MSP (in 2022). Consultative sessions with key stakeholders such as State Ministries of Education, State Universal Basic Education Boards, civil society organizations in the education sector and development partners will improve the likelihood of ownership and adherence to the theory of change.	Immediate	FMOE SMOEs & SUBEBs Development partners
3	Once the theory of change is established, the Federal Ministry of Education should, in consultations with SMOEs and SUBEBs, develop a proper results framework to guide the next MSP (2022). Empower technical staff to develop outcome-based targets and indicators in addition to output-based indicators and targets. The framework should be gender- and conflict-sensitive.	Immediate	FMOE SMOEs & SUBEBs

4	National and State level should define learning outcome proficiency benchmarks. Both the ESSPIN and NEDS benchmarks provide a starting point for understanding pupils' competencies but they were not developed through a ministry-led inclusive and credible benchmarking process. The evaluation team recommends fostering a benchmarking process led by the Federal Ministry of Education in collaboration with development partners to develop target proficiency levels that will allow for consistent and contextually sound comparison of learning outcomes countrywide. The process needs to take into account a variety of stakeholders including state and federal ministry officials, education technical staff, policymakers, linguists and development partners. The process should be led by the Federal Ministry of Education and should be consultative in order to ensure buy-in to eventual benchmarks.	Immediate	FMOE SMOEs & SUBEBs Development partners
Education financing			
5	The Federal Ministry of Education should lead a process with the support of the Office of OSSAP-SDGs to engage in advocacy, that would help to build political will/incentives necessary to prioritize and increase basic education financing up to 20per cent of the Federal Budget, by increasing and earmarking budget lines both at the state and federal level, so that basic education is truly free as promised by the UBE Act of 2004. In addition, increasing education financing will also help Nigeria to be better in line with expectation of the Education 2030 SDG4 Framework for Action and practices of other African countries.	Immediate	FMOE-UBEC OSSAP-SDGs SMOEs & SUBEB Federal and State governments
6	The ministries responsible for education and finance, both at the federal and state levels, should work together to ensure timely release of funds for budgeted activities. At the state level, all states should take advantage of UBEC matching grants by making the required contributions. UBEC and the FMOE can develop systems to further incentivize states to make necessary commitments through sharing of best practices.	Immediate	FMOE SMOEs Federal Ministry of Finance, Budget and National Planning State Ministry of Finance UBEC
7	The FMOE along with states should commission a dedicated study to obtain complete information on education cost-effectiveness. The study will need to be administered and framed in a way that promotes participation from all state authorities.	Medium term	FMOE-UBEC SMOEs & SUBEB OSSAP
8	Both the Federal Ministry of Education and State Ministries of Education should delineate clear policies and strategies that go beyond education for all to strategically target the most vulnerable. These policies will need to recognize the structural barriers that may keep children out of school, such as economic hardship, distance from schools and sociocultural barriers, such as gender norms. Options might include intensifying conditional cash transfer, reinforcing the school feeding programme and ensuring adequate budget provision for school operation expenses in order to eliminate PTA levies.	Immediate	FMOE-UBEC SMOEs & SUBEBs

9	Both the Federal and State Ministries of Education should jointly conduct listening sessions in each of the states to understand the role and purpose of PTA levies with a view to developing a guideline on the application of levies as an alternative form of funding.	Immediate	FMOEs SMOEs & SUBEBs School PTAs/SBMCs

Coordination and implementation			
10	Recognizing the important influence that development partner programming can have on the education sector, as well as how states may experience downturns when projects end, the development partners should take advantage of the National Education Group to further harmonize their programmes. The Federal Ministry of Education should make efforts to strengthen and expand the scope of the NEG, and to replicate coordination at the state level. The Federal Ministry of Education should include development partner programming within the UBE section of the MSP to avoid duplication of projects.	Immediate	FMOE-UBEC SMOEs & SUBEB Development partners NEG
11	Development partners should ensure that sustainability plans are built into government as well as development partner programming.	Immediate, ongoing	FMOE-UBEC SMOEs & SUBEB Development partners NEG
12	The Federal Ministry of Humanitarian Affairs, Disaster Management and Social Development should resume the NHGSFP as soon as possible with pandemic-appropriate measures in place. Seek guidance from the WFP as well as other countries that have successfully resumed operation.	Immediate	Federal Ministry of Humanitarian Affairs, Disaster Management and Social Development (FMHADMSD) SMOEs & SUBEBs
13	Given governance challenges, the Federal Ministry of Education should initiate and support a process of long-term planning with a set of standards to hold states accountable for implementation. As part of this process, develop and strengthen coordination mechanisms that can help tighten collaborations and information sharing between federal- and state-level entities.	Immediate	FMOE-UBEC SMOEs & SUBEB
14	OSSAP-SDGs should strengthen coordination efforts between the OSSAP-SDGs and implementing agencies (e.g., FMOE).	Immediate	OSSAP-SDGs

15	Both the Federal and State Ministry of Education should further develop, strengthen and raise awareness of Nigeria's alternative education programming that can target OOSC. In order to deal with growing insecurity, strengthen distance learning options. This may include developing strategies for teachers to provide pupils with schoolwork and feedback during periods of school closures. Investigate ways to increase access to alternative education for pupils in rural areas and for girls.	Immediate	FMOE-UBEC SMOEs & SUBEB
16	Both the Federal and State Ministry of Education, in collaboration with Development partners, should develop initiatives at the federal and national level to capitalize and promote the success of SBMCs and their operations to support equity, quality and access to basic education. Examples might include competitions, conferences, formalization of SBMC networks and exchanges.	Immediate	FMOE SMOEs & SUBEBs Development partners
17	Both the Federal and State Ministry of Education in collaboration with Development partners should strengthen COVID-19 response strategies to prioritize catch-up. Special attention is warranted for girls, as they are likely to have been more negatively impacted than boys by the pandemic. Employ evidence-based strategies that maintain instruction at grade level rather than repeating missed instruction. See USAID Strategies for Accelerating Learning During Crisis as well as other resources from the Accelerated Education Working Group.	Immediate	FMOE SMOEs & SUBEBs Development partners
Monitoring & Evaluation			
18	Both the Federal and State Ministry of Education should further strengthen EMIS and coordinate with NDES to improve education data management for better planning, implementation, monitoring and evaluation at both the federal and state levels.	Immediate	FMOE-UBEC SMOEs-SUBEB
19	OSSAP-SDGs should improve and enforce its monitoring efforts of SDG progress within the FMOE, and if applicable, across other relevant ministries. Create a working group among concerned ministries to share best practices and resources. Monitoring data should allow for disaggregation that will support social inclusion and equity, including by gender, socioeconomic status and disability.	Immediate	OSSAP-SDG FMOE

20	State Ministries of Education should analyse 2020–2021 EMIS data to better understand the degree to which school leaving occurred that may be attributable to COVID-19 school closures and share with the Federal Ministry of Education to have a national report.	Immediate	FMOE SMOEs

Table 5.2: Recommendations for stakeholders at state level

#	Recommendation	Priority Level	Relevant Stakeholder
Policy development			
1	The Federal Ministry of Education should initiate a collective process to develop a theory of change for the basic education sector that will be incorporated into the next MSP 2023-2030 (in 2022). Consultative sessions with key stakeholders such as State Ministries of Education, State Universal Basic Education Boards, civil society organizations in the education sector and development partners will improve the likelihood of ownership and adherence to the theory of change.	Immediate	FMOE SMOEs & SUBEBs Development partners
2	Once the theory of change is established, the Federal Ministry of Education should, in consultations with SMOEs and SUBEBs, develop a proper results framework to guide the next MSP (2022). Empower technical staff to develop outcome-based targets and indicators in addition to output-based indicators and targets. The framework should be gender- and conflict-sensitive.	Immediate	FMOE SMOEs & SUBEBs
3	National and State level should define learning outcome proficiency benchmarks. Both the ESSPIN and NEDS benchmarks provide a starting point for understanding pupils' competencies but they were not developed through a ministry-led inclusive and credible benchmarking process. The evaluation team recommends fostering a benchmarking process led by the Federal Ministry of Education in collaboration with development partners to develop target proficiency levels that will allow for consistent and contextually sound comparison of learning outcomes countrywide. The process needs to take into account a variety of stakeholders including state and federal ministry officials, education technical staff, policymakers, linguists and development partners. The process should be led by the Federal Ministry of Education and should be consultative in order to ensure buy-in to eventual benchmarks.	Immediate	FMOE SMOEs & SUBEBs Development partners
Education financing			

4	The Federal Ministry of Education should lead a process with the support of the Office of OSSAP-SDGs to engage in advocacy, that would help to build political will/incentives necessary to prioritize and increase basic education funding, by earmarking budget lines both at the state and federal level, so that basic education is truly free as promised by the UBE Act of 2004. In addition, increasing education financing will also help Nigeria to be better in line with expectation of the Education 2030 SDG4 Framework for Action and practices of other African countries.	Immediate	FMOE-UBEC OSSAP-SDGs SMOEs & SUBEB Federal and State governments
5	The ministries responsible for education and finance, both at the federal and state levels, should work together to ensure timely release of funds for budgeted activities. At the state level, all states should take advantage of UBEC matching grants by making the required contributions. UBEC and the FMOE can develop systems to further incentivize states to make necessary commitments through sharing of best practices.	Immediate	FMOE SMOEs Federal Ministry of Finance, Budget and National Planning State Ministry of Finance UBEC
6	The FMOE along with states should commission a dedicated study to obtain complete information on education cost-effectiveness. The study will need to be administered and framed in a way that promotes participation from all state authorities.	Medium term	FMOE-UBEC SMOEs & SUBEB OSSAP
7	Both the Federal Ministry of Education and State Ministries of Education should delineate clear policies and strategies that go beyond education for all to strategically target the most vulnerable. These policies will need to recognize the structural barriers that may keep children out of school, such as economic hardship, distance from schools and sociocultural barriers, such as gender norms. Options might include intensifying conditional cash transfer, reinforcing the school feeding programme and ensuring adequate budget provision for school operation expenses in order to eliminate PTA levies.	Immediate	FMOE-UBEC SMOEs & SUBEBs
8	Both the Federal and State Ministries of Education should jointly conduct listening sessions in each of the states to understand the role and purpose of PTA levies with a view to developing a guideline on the application of levies as an alternative form of funding.	Immediate	FMOEs SMOEs & SUBEBs School PTAs/SBMCs
Coordination and implementation			

9	Recognizing the important influence that development partner programming can have on the education sector, as well as how states may experience downturns when projects end, the development partners should take advantage of the National Education Group to further harmonize their programmes. The Federal Ministry of Education should make efforts to strengthen and expand the scope of the NEG, and to replicate coordination at the state level. The Federal Ministry of Education should include development partner programming within the UBE section of the MSP to avoid duplication of projects.	Immediate	FMOE-UBEC SMOEs & SUBEB Development partners NEG
10	Development partners should ensure that sustainability plans are built into government as well as development partner programming.	Immediate, ongoing	FMOE-UBEC SMOEs & SUBEB Development partners NEG
11	The Federal Ministry of Humanitarian Affairs, Disaster Management and Social Development should resume the NHGSFP as soon as possible with pandemic-appropriate measures in place. Seek guidance from the WFP as well as other countries that have successfully resumed operation.	Immediate	Federal Ministry of Humanitarian Affairs, Disaster Management and Social Development (FMHADMSD) SMOEs & SUBEBs
12	Given governance challenges, the Federal Ministry of Education should initiate and support a process of long-term planning with a set of standards to hold states accountable for implementation. As part of this process, develop and strengthen coordination mechanisms that can help tighten collaborations and information sharing between federal- and state-level entities.	Immediate	FMOE-UBEC SMOEs & SUBEB
13	Both the Federal and State Ministry of Education should further develop, strengthen and raise awareness of Nigeria's alternative education programming that can target OOSC. In order to deal with growing insecurity, strengthen distance learning options. This may include developing strategies for teachers to provide pupils with schoolwork and feedback during periods of school closures. Investigate ways to increase access to alternative education for pupils in rural areas and for girls.	Immediate	FMOE-UBEC SMOEs & SUBEB
14	Both the Federal and State Ministry of Education in collaboration with development partners should develop initiatives at the federal and national level to capitalize and promote the success of SBMCs and their operations to support equity, quality and access to basic education. Examples might include competitions, conferences, formalization of SBMC networks and exchanges.	Immediate	FMOE SMOEs & SUBEBs Development partners

15	Both the Federal and State Ministry of Education in collaboration with Development partners should strengthen COVID-19 response strategies to prioritize catch-up. Special attention is warranted for girls, as they are likely to have been more negatively impacted than boys by the pandemic. Employ evidence-based strategies that maintain instruction at grade level rather than repeating missed instruction. See USAID Strategies for Accelerating Learning During Crisis as well as other resources from the Accelerated Education Working Group.	Immediate	FMOE SMOEs & SUBEBs Development partners
Monitoring & Evaluation			
16	Both the Federal and State Ministry of Education should further strengthen EMIS and coordinate with NDES to improve education data management for better planning, implementation, monitoring and evaluation both at the federal and state levels.	Immediate	FMOE-UBEC SMOEs-SUBEB
17	State Ministries of Education should analyse 2020–2021 EMIS data to better understand the degree of school leaving that may be attributable to COVID-19 school closures and coordinate with the Federal Ministry of Education to produce a national report.	Immediate	FMOE SMOEs

Table 5.3: Recommendations for stakeholders at LGA and community levels

#	Recommendation	Priority Level	Relevant Stakeholder
Policy development			
Education financing			
1	Both the Federal and State Ministries of Education should jointly conduct listening sessions in each of the states to understand the role and purpose of PTA levies with a view to developing a guideline on the application of levies as an alternative form of funding.	Immediate	FMOEs SMOEs & SUBEBs School PTAs/SBMCs

Table 5.4: Recommendations for development partners

#	Recommendation	Priority Level	Relevant Stakeholder
Policy development			
1	The Federal Ministry of Education should initiate a collective process to develop a theory of change for the basic education sector that will be incorporated into the next MSP (in 2022). Consultative sessions with key stakeholders such as State Ministries of Education, State Universal Basic Education Boards, civil society organizations in the education sector and development partners will improve the likelihood of ownership and adherence to the theory of change.	Immediate	FMOE SMOEs & SUBEBs Development partners

2	National and State level should define learning outcome proficiency benchmarks. Both the ESSPIN and NEDS benchmarks provide a starting point for understanding pupils' competencies but they were not developed through a ministry-led inclusive and credible benchmarking process. The evaluation team recommends fostering a benchmarking process led by the Federal Ministry of Education in collaboration with development partners to develop target proficiency levels that will allow for consistent and contextually sound comparison of learning outcomes countrywide. The process needs to take into account a variety of stakeholders including state and federal ministry officials, education technical staff, policymakers, linguists and development partners. The process should be led by the Federal Ministry of Education and should be consultative in order to ensure buy-in to eventual benchmarks.	Immediate	FMOE SMOEs & SUBEBs Development partners
Coordination and implementation			
3	Recognizing the important influence that development partner programming can have on the education sector, as well as how states may experience downturns when projects end, the development partners should take advantage of the National Education Group to further harmonize their programmes. The Federal Ministry of Education should make efforts to strengthen and expand the scope of the NEG, and to replicate coordination at the state level. The Federal Ministry of Education should include development partner programming within the UBE section of the MSP to avoid duplication of projects.	Immediate	FMOE-UBEC SMOEs & SUBEB Development partners NEG
4	Development partners should ensure that sustainability plans are built into government as well as development partner programming.	Immediate, ongoing	FMOE-UBEC SMOEs & SUBEB Development partners NEG
5	Both the Federal and State Ministry of Education, in collaboration with development partners, should develop initiatives at the federal and national level to capitalize and promote the success of SBMCs and their operations to support equity, quality and access to basic education. Examples might include competitions, conferences, formalization of SBMC networks and exchanges.	Immediate	FMOE SMOEs & SUBEBs Development partners
6	Both the Federal and State Ministry of Education, in collaboration with development partners, should strengthen COVID-19 response strategies to prioritize catch-up. Special attention is warranted for girls, as they are likely to have been more negatively impacted than boys by the pandemic. Employ evidence-based strategies that maintain instruction at grade level rather than repeating missed instruction. See USAID Strategies for Accelerating Learning During Crisis as well as other resources from the Accelerated Education Working Group.	Immediate	FMOE SMOEs & SUBEBs Development partners

Annexes

Annex A: Evaluation framework

Analytical techniques to be used to answer the evaluation questions.

Key Questions	Evaluation Criteria	Evaluation Questions	Indicators	Analytical technique	Data Sources
KQ1: Is the MSP content clear and relevant and in coherence with SDG4?	Coherence	C11: Are overall education sector policies, strategies in coherence with SDG4 well mainstreamed into ESSP 2016–2019	Human rights-based approach integrated into Education Sector Programming within Key Flagship Programme design and implementation	Policy content analysis	Education sector analysis (ESSP 2016–2019) and evidence review
	Relevance/ Appropriateness	R1: What is the relationship between SDG4 and other related SDGs?	Conceptual and empirical evidence supports a relationship between SDG4 and other related SDGs.	Evidence review	Literature on conceptual relationship between SDG4 and other related SDGs. Data supporting the link between SDG4 and other related SDGs
		R2 To what extent were the barriers (and their causes) to achieving SDG4 identified and addressed in the strategy priorities?	Barriers are based on education sector analysis or evidenced identified needs	Policy content analysis	Education sector analysis Education Sector Plan strategies (ESSP 2016–2019) Education sector plan identified barriers Qualitative data
KQ2: Was the policy implemented as intended?	Efficiency	Effici1: To what extent has the Education Sector Strategic Plan (2016–2019) been efficiently implemented?	Extent to which the strategies and tools used in the implementation of the programmes are able to achieve expected outcomes Outputs listed in the EfC MSP against sector and programme progress reports	Qualitative analysis Quantitative analysis	Qualitative data Evidence review

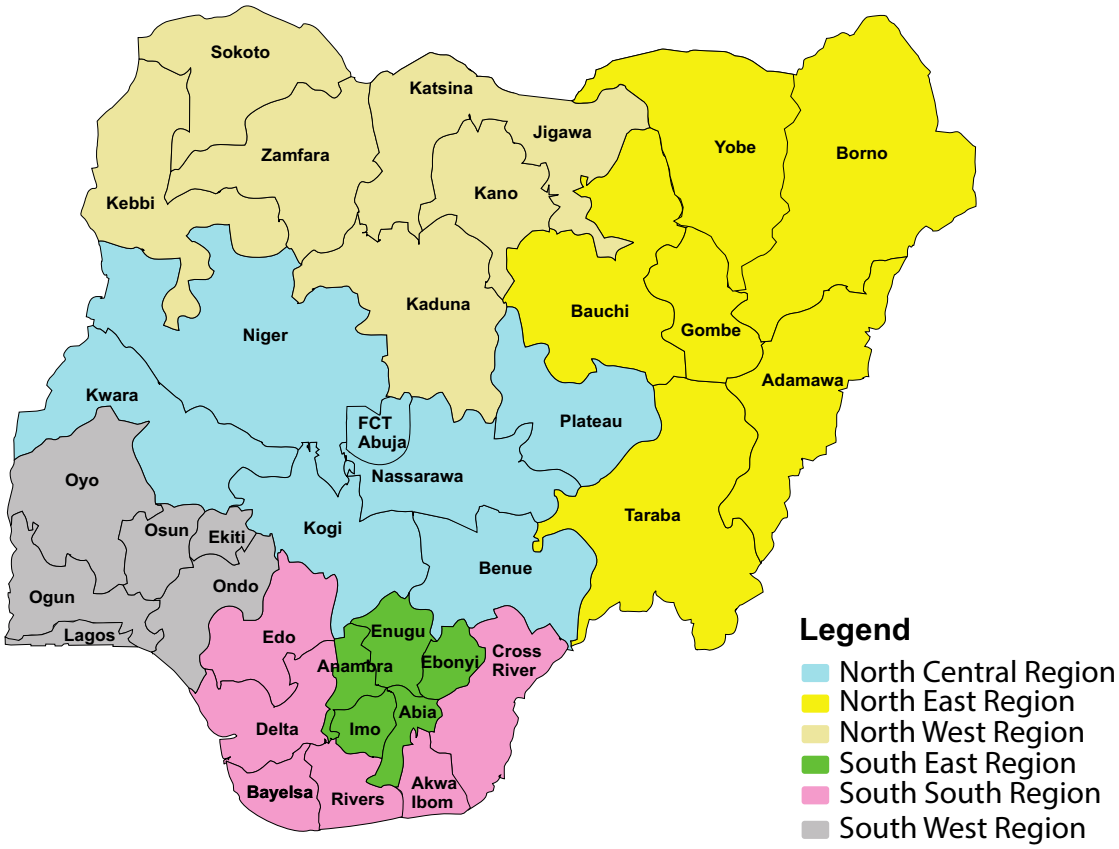
		Effici2: What is the cost-effectiveness of interventions?	Unit Cost per pupil per education level/ Intervention	Cost-effectiveness analysis State-level comparison	Mobilization, procurement and programme documentation Federal and state costed unit prices, implementation costs per pupil, per intervention. EMIS/UBEC
	Effectiveness	Effect1: To what extent have the outcomes of the MSP been achieved?	Changes in net enrolment ratio per key group of state, by gender and wealth status Completion rate change at primary education, by gender and wealth status Proportion of out-of-school children and improving girls' education Changes in learning outcomes in primary and secondary schools, disaggregated by gender Reviewed challenges in achieving the key strategic objectives? What are the challenges and strengths? Systemic and student outcomes detailed in the plan have been achieved State actions flow on from national policy	Document review, Quantitative comparative analysis	Education Strategic plan targets Enrolment, Completion, learning outcome, attendance, OOSC rates, disaggregated by social group (gender, wealth, location) National data; Primary data on learning outcomes (School Survey)
		Effect2: What are the funding sources available to implement the plan?	Planned funding sources (in the plan) against actual disbursed funding	Quantitative and qualitative analysis Education Sector Budget Analysis by comparing what was budgeted, Actual, and outturn	National and state disbursement data Education Strategic Plan assigned funding sources Secondary Financial Data set FMoE/ UBEC Qualitative data

KQ3: Did the policy produce the intended outcomes and impact? And KQ4: What progress has been made towards SDG4 in Nigeria?	Impact	Imp1: To what extent has the MSP contributed to observed changes in education access, completion, equity and quality in Nigeria?	To what extent were the expected changes in pupil's access & quality of learning achieved (Impact and Outcome)? the increase of net enrolment ratio per key group of state the extent to which completion rate at primary education have been improved the extent to which progress has been made in reduction of out-of-school children and improving girls' education? What are any unintended impacts that happened in communities or institutional system?	Quantitative and qualitative comparative analysis	Secondary evidence on completion, enrolment and OOSC. Primary data on learning outcomes (School Survey) Qualitative interviews (federal and state)
		Imp2: How and why? What are the drivers?	Implementation of the plan against observed results Experienced policy personnel perceive MSP activities contributed to changes	Qualitative and quantitative comparative analysis	Secondary evidence on completion, enrolment and OOSC. Primary data on learning outcomes (School Survey) Qualitative interviews (federal and state)
		Imp3: To what extent did the following flagship policies and programmes of the education sector achieve overall expected results: Homegrown School Feeding Programme, Social Cash Assistance to poorest families, etc.?	To what extent were the expected changes in pupil's access & quality of learning achieved where the Flagship Policies and programmes were implemented (Impact and Outcome)?	Qualitative and quantitative comparative analysis Document review	Secondary evidence on completion, enrolment and OOSC. Primary data on learning outcomes (School Survey) Qualitative interviews (federal and state) Annual Performance Monitoring Progress Report of Flagship programmes
			the increase of net enrolment ratio per key group of state the extent to which completion rate at primary education have been improved		

			the extent to which progress has been made in reduction of out-of-school children and improving girls' education? What are any unintended impacts that happened in communities or institutional system?		
		Imp4: What are the main driving factors of increased completion rate at the primary school level during the 2011-2013 period?	The extent to which completion rate at primary education have been improved between 2011 and 2013 compared with 2013–2020. What changes in funding, implementation and context have occurred during each of these periods?	Trend and causal analysis	Secondary evidence on completion. Contextual data Disbursement data and other available funding sources Qualitative interviews (federal and state)
		Imp5: What are the driving factors of decreased primary school completion rates in the 2013-2018 period?	The extent to which completion rate at primary education have been improved between 2011 and 2013 compared with 2013–2020. What changes in funding, implementation and context have occurred during each of these periods?	Trend and causal analysis	Secondary evidence on completion. Contextual data Disbursement data and other available funding sources Qualitative interviews/Key Document Review (federal and state)
		Imp6: How has COVID019 impacted the education system, particularly in terms of access to education, retention and completion?	To what extent has access to education, retention and completion changed as a result of school closures and other COVID-19-related barriers?	Qualitative and quantitative comparative analysis Document review	Secondary evidence on completion and enrolment and OOSC. Primary data from student questionnaire, head teacher questionnaire. Qualitative interviews (federal and state) Key documents
KQ4: What progress has been made towards SDG4 in Nigeria?	Human Rights & 'Leave no one behind' and equity	HR1: To what extent did the programme target the poorest and help reduce inequalities between the wealthier groups and the poorest groups?	As above disaggregated by group, where possible	As above disaggregated by group, where possible	As above

Cross-cutting	Sustain-ability	Sus1: To what extent can any observed changes be maintained?	Findings in answer to research questions above against available resources and momentum for the future	Qualitative and quantitative analysis Document review	Findings in answer to research questions above Qualitative data Key documents
Cross-cutting	Gender Equality	GE1: To what extent did the Education Sector Strategic Plan and flagship programmes incorporate considerations of gender equality and the empowerment of women and girls into the design, implementation and monitoring of interventions?	All indicators reviewed with a gender lens and disaggregated by gender, using Gender Equity and Social Inclusion (GESI) framework	All types of analysis	As above, with a gender focus.

Annex B: Map of Nigeria with states and regions



Annex C: Detailed Sampling Pupil Strategy

In total, 12 pupils were randomly selected in each of the schools surveyed, with six pupils sampled from P3 and six pupils from P5. Selection of pupils was stratified by gender and an even number of boys and girls were randomly selected from each class for assessment going by the following procedure:

- If there were fewer than 6 pupils in the target class: All pupils were selected.
- If there were fewer than 3 boys or 3 girls in the target class: All pupils of that gender were selected.
- In a situation where one gender had fewer than the target number of pupils, enumerators sampled more of the other gender to make up the target six pupils for assessment.
- Enumerators then separated the girls and boys and counted the total number of pupils present on the day of the survey
- With the help of numbered sampling cards, each girl was given a card with a number starting with '1' until each girl present in the class had gotten a card.
- A random number generator software on the enumerators' tablets was then used to generate a random number. The girl with the number card matching the random number generated was then asked to step out. This process was repeated until three girls and three substitutes were selected
- The names of the selected girls were then written down on the sampling sheets provided
- For the boys, steps 1–6 were repeated to select 3 boys and 3 substitutes using a different set of cards (due to COVID-related precautions).
- Once the selection of pupils was complete, ONLY the sampled pupils were allowed to participate in the learning assessments.
- Enumerators also ensured that they observed five minutes of rest time between assessments for each child in each grade. This means that between numeracy and literacy for P3 and P5 or vice versa, five minutes allowed for the child to rest
- The protocol above was deployed for sampling of pupils in both P3 & P5 classes

Annex D: Overall Strength of Evidence Ratings

Domain	Evaluation Question	Strength of evidence	Data source
Relevance	R1: What is the relationship between SDG4 and other related SDGs?	STRONG	Literature review, MICS, NDHS, KIIs
	R2: To what extent were the barriers (and their causes) to achieving SDG4 identified and addressed in the strategy priorities?	MEDIUM	Literature review, KIIs
Coherence	C1: Are overall education sector policies, strategies in coherence with SDG4 well mainstreamed into ESSP 2016–2019?	MEDIUM	Literature review, KIIs
Efficiency	Effici1: To what extent has the Education Sector Strategic Plan (2016–2019) been efficiently implemented?	MEDIUM	Literature review, education financing analysis, KIIs
	Effici2: What is the cost-effectiveness of interventions?	WEAK	Literature review, education financing analysis, KIIs
Effectiveness	Effect1: To what extent have the outcomes of the MSP been achieved?	MEDIUM	Literature review, School based survey, MICS, NEDS 2015 & 2020, NDHS, KIIs
	Effect2: What are the funding sources available to implement the plan?	MEDIUM	Literature review, education financing analysis, KIIs
Impact	Imp1: To what extent has the MSP contributed to observed changes in education access, completion, equity and quality in Nigeria?	STRONG	Literature review, School-based survey, NEMIS 2019, MICS, NEDS 2015 & 2020, NDHS, KIIs
	Imp2: How and why? What are the drivers of Success or Shortfalls of Access & Quality?	MEDIUM	Literature review, KIIs

	Imp3: What are the main driving factors of increased completion rate at the primary school level during the 2011-2013 period?	MEDIUM	Literature review, KIIs
	Imp4: What are the driving factors of decreased primary school completion rates in the 2013–2018 period?	MEDIUM	Literature review, KIIs
	Imp5: To what extent did the following flagship policies and programmes of the education sector achieve overall expected results: Home-grown School Feeding Programme, Social Cash Assistance to poorest families, etc.?	MEDIUM	Literature review, KIIs
	Imp6: How has COVID-19 impacted the education system, particularly in terms of access to education, retention and completion?	MEDIUM	Literature review, School based survey, KIIs
Human Rights and LNOB	HR1: To what extent did the programme target the poorest and help reduce inequalities between the wealthier groups and the poorest groups?	STRONG	Literature review, MICS, NDES, KIIs
Gender Equality	GE1: To what extent did the Education Sector Strategic Plan and flagship programmes incorporate considerations of gender equality and the empowerment of women and girls into the design, implementation and monitoring of interventions?	STRONG	Literature review, NDES, MICS, DHS, KIIs
Sustainability	Sus1: To what extent can any observed changes be maintained?	MEDIUM	Literature review, KIIs

Annex E: Mapping of MSP Objectives and Outcomes

The table below provides a synthesis from the MSP of how the 3 outcome areas and 10 pillars come together with strategic objectives and outcomes statements. This table draws largely from the action plans detailed in the MSP.

Table *54* MSP Objectives and Outcomes

Outcome areas	Pillars	Objective	Outcome statement
Access	OOSC	Federal: To ascertain the number of OOSC, to reduce the number of OOSC, to achieve an equitable balance of male and female teachers between urban and rural areas to serve as role models for boosting girls' enrolment, to ensure equitable distribution of quality teachers for all children irrespective of their background, to attract more children into Basic Education Schools. Non-Federal: To reduce the number of OOSC, to provide more equitable distribution of learner-friendly schools, to reduce the existing educational gender imbalance between boys and girls, to accommodate number of students resulting from the increased enrolment, to provide technical, vocational and entrepreneurship skills and trade to the OOSC within the framework of basic education.	Enhanced capacity of Nigeria's formal and non-formal education systems that provide qualitative access to 100 per cent of OOSC and school-aged children, boys and girls in basic education; 70 per cent of eligible youths to TVET and tertiary education and 75 per cent of adults to non-formal education and lifelong learning opportunities.
	Youth and Adult Literacy	Federal: To determine the current literacy level in the country, to determine the number of Nigerian adults and youths who need the mass literacy programme, to identify the types and location of potential Adults and Youth participants, to ascertain the training needs of the potential youth and adult learners, to inform the public on the need to revitalize the national Mass Literacy Campaign (NMLC), to garner the necessary political will from major policy makers, to mobilize stakeholder to support the NMLP, to motivate and enrol at least 30 million youth and adult learners by the end of 2019, to coordinate the implementation of the programmes at Federal, State and Local Government levels, to mobilize resources and deploy the same in an approved manner through the programme implementation, to liaise with key stakeholders for optimum use of resources and strategies	

		port States and the Federal Capital Territory (FCT) to review their enabling laws for sustainable funding of youth and adult literacy and NFE programmes, to review existing teaching and learning materials, to produce developed learning material in adequate quantities, to distribute learning materials, to recruit and train literacy facilitators, to ensure sustained instructions in all literacy centres, to monitor the MLP, to conduct a summative evaluation after each literacy programme cycle, strengthen post literacy programmes, integrate vocational skills into MLP and strengthen the ability of learnings to participate in diverse economic activities. Non-Federal: To coordinate implementation, mobilize resources, liaise with key stakeholders, advise government and development partners on cost-effectiveness, to support states and FCT to review their enabling laws, identify and recruit suitable facilitators, train and/or retrain literacy facilitators, identify suitable locations for MLC locations, designate the MLCs, enrol adult and youth participating, train literacy participant, strength post-literacy programmes, integrate vocational skills into MLPs and strengthen the ability of learners to participate in diverse economic activities.	
	STEM and TVET	Ensure all curriculum meets global market needs, invest in STEM and TVET, improve teaching and learning environment, improve teaching and learning, promote innovation in STEM and TVET. Promote entrepreneurship and skills development, use FSTCs and TVET centres as vehicles to train and certify employable young Nigerians, strengthen human capacity development in STEM, improve teachers pedagogical skills, strengthen staff capacity to handle modern equipment, empower unemployed STEM and TVET graduates for self-reliance, strengthen capacity of principal officers of TVET institutions, provide information on career guidance, popularize STEM, improve students competence and ICT, organize programmes and activities to improve female enrolment and quality in STEM, provide scholarships for STEM and TVET, conduct technical studies and needs assessments, constitute a forum for industry, educational institutions and other relevant stakeholders, improve STEM and TVET teachers' welfare, enhance the status of TVET trainees, provide research-based information on career status of alumni and review public apathy.	
	Basic Education	Federal: Improve the capacity of States to access counterpart funding, enhance access for disadvantaged groups, broaden the scope of UBE Act to include ECCDE, Basic Education funding and management and ANFE and nomadic education matters of funding, improve the effectiveness of FEQAS, supervisors and QA officers at the state level, determine the level of pupils' achievement in PS and JSS, retain good teachers, share best practices, encourage synergy and promote professional skills manpower, provide competitive sporting programmes, ensure available personnel for physical education (PE) in schools and give opportunities to physically challenged pupils to participate.	Strengthened human capacity for child-centred interactive teaching and quality assurance at all levels of educational development in Nigeria, enhanced innovative
Quality		Non-Federal: Ensure all learners have access to textbooks, reduce gender disparities in basic education, broader access for children with special needs, upgrade unqualified teachers, enhance the quality of teachers, head teachers, school supervisors and principals in basic education, ensure an adequate supply of teachers to rural schools, build prototype science and maths laboratories and improve teacher supply and quality in nomadic schools.	ness, functionality, relevance, market-driven knowledge and skills acquisition and transitioning into formal and on-formal education.

	Teacher Education, Capacity Building and Professional Development	Federal: Ensure all COEs and national teachers institute (NTI) Study Centres nationwide key into the teacher education reforms, provide regular updating of the Nigeria certificate in education (NCE) curricula, generate ideas and stakeholder consensus on how to improve primary and secondary school teachers' salary and conditions, enhance the status of the teaching profession, make teaching and teacher education more effective through reform, promote National Teacher education policy (NTEP)'s acceptability and credence at federal and state levels, sensitize stakeholders on the provisions of the NTEP and its implementation framework, establish operational guidelines of Teacher Education Development Funds Account (TEDFA), improve teacher quality promote early release of results, improve competence of practising teachers, improve the skills and knowledge of teachers, ensure all COEs and NTI NCE Study Centres key into education reforms, attract high quality candidates to enrol in teacher education, have all NCE awarding institutions and other teacher education institution have linkages with some, SUBEBs, COEs, national commission for nomadic education (NCNE), national commission for mass, literacy, adult and non-formal education (NMECs), ensure colleges have the requisite funds for carrying out their functions, enhance training facilities and increase the number of science and mathematics teachers trained annually and enable the institutions to implement Teaching Practice (TP) effectively and as specified in guidelines and procedure.
	Curriculum and Policy matters	Federal: Produce and distribute new Pre-Primary curriculum, conduct sensitization and capacity building of inspectors, head teachers, ECCDE proprietors and caregivers, disarticulate and develop History and Social Studies curricula for Basic Education, ensure History and Social Studies curricula are produce and distributed to schools, develop the Teachers' Guides, print, produce and distribute copies of the Teachers' Guide and related materials, sensitize and build the capacity of inspectors, teachers, curriculum Desk Officers and examiners, review Trade Subjects at SSS level, produce, print and distribute Trade Curricula and make them available on the FMOE website, development Teachers' Guides, produce, print and distribute teachers Guides, sensitize on Teachers' Guides, pass into laws the proposed National Book Policy, conduct a Book survey, develop a National Language Policy, establish a National Board for Arabic and Islamic Studies, make PE policy document available to stakeholders, sensitive stakeholders on PE policy, identify talents and actualise optional potential of learners, ensure availability of qualified personnel to handle PE in schools, ascertain if the policy has been implemented.
	Tertiary education	Federal: Ensure only suitable persons are appointed as Council Chairmen and Member, ensure quality governance in tertiary institutions, improve efficiency and accountability of tertiary institutions, provide legislations for new tertiary institutions, promote public-private partnership in addressing hostel accommodation shortages, ensure the currency of the curricula, improve the capacity of Nigerian tertiary institutions, enhance entrepreneurial skills of graduates, ensure strict adherence to the core mandate, promote partnerships with international academic community in teaching and research, prevent abuse in visiting lectureship, improve the quality of instructional delivery in higher education, ensure higher education institutions have adequate funds for infrastructural development and day-to-day operations and improve efficiency and effective coordination of the scholarship scheme.
		Non-Federal: Improve the quality of teaching and learning, promote R&D in tertiary institutions, address current and projected teacher supply gap. In higher education, fight plagiarism and promote originality in academic research and publication, enable staff and students to acquire laptops and tablets, ensure the availability of and access to ICT to staff and student and improve internet connectivity in tertiary institutions, train academic staff to use ICT and integrate it in teaching, enhance access to higher education for qualified graduates of secondary schools, generate additional funding for teaching and research, attract technical support to enhance institutional capacity, foster networking between Nigerian institutions and their foreign counterparts.

	Educational data and planning	Federal: Have accurate and reliable education data, ensure prompt global reporting of data, supervise the relevant activities of agencies and institutions that produce education data, rationalize the flow of efficient and effective EMIS, eliminate duplication in support by MDAs, ensure standard quality of data, acquire necessary skills required for data management and data processing analysis, create awareness on the need to support EMIS for accurate, reliable and timely data, ensure data is entered at the first node and transferred to other nodes, ensure accurate record keeping culture in schools, update the EMIS policy and implementation guidelines, enhance effective implementation of EMIS policy, include other policy matters for adherence to global practices, assess States and agencies for compliance, ensure quality and credible data, provide facilities and equipment for EMIS activities, carry out exact school location for proper planning and	Improved evidence-based decision making that will assist transparency, governance, accountability and innovation in education delivery.
		decision-making, print ASC instruments for non IDPs supported states, publish and disseminate Nigeria Digest of Education statistics, outline activities that are necessary to achieve the goals of Education, undertake needs assessment survey of FUCs to update the ten-year FMOE plan and annual evaluation of performance of FUCs, parastatals and FMOE Departments, define and articulate medium term goals and objectives of the education sector in line with the six pillars of the strategic thrust of the Federal Government of Nigeria (FGN) and the 10 pillars of the Education for Change MSP of the FME to define the MSE framework including the KPIs for the sector and monitor and track progress effectively and transparently in line with the National Monitoring and Evaluation Policy Framework. Non-Federal: Make available reliable, accurate and timely education data and increase the capacity of the EMIS staff to generate timely and accurate data.	
Systems Strengthening	Information Communication Technology (ICT) in education	Federal: Review the existing policy an strategies to reflect emerging trends, restructure the teaching and learning environment to be ICT-driven, provide interactive access to online data in education, strengthen and expand Open, Distance and E-learning (ODeL), prepare learners for emerging and future markets, build the capacity of staff/teachers to be computer-literate for greater efficiency and productivity and deliver of 21st Century skills, ensure a coordinated implementation of ICT in education, achieve a broad-based consensus on ICT in education, identify and showcase ingenuity among young on ICT, obtain value for money and efficient utilization of resources, ensure compliance with policy directives and set standards and establish a baseline on ICT infrastructure and ICT teachers in education. Non-Federal: Build the capacity of staff/teachers to be computer literate, restructure the teaching and learning environment to be ICT-driven, strengthen and expand ODeL and provide content for anytime anywhere, at any pace and any path learning.	
	Library services in education	Federal: provide minimum standards and guidelines for operating libraries, promote e-learning, increase availability of resource materials and scale up the knowledge and skills of Librarians and Library Officers to deliver credible professional services. Non-Federal: improve quality library service delivery, promote the awareness of the use of library among pupils and students in all education sub-sectors and establish Local Government Public Libraries in all 774 LGAs in Nigeria.	

Annex F: COVID-19 confirmed cases by state in Nigeria

(As of June 30, 2021)

State	No. of Cases (Lab confirmed)	No. of Cases (on Admission)	No. Discharged	No. of Deaths
Lagos	60,272	1,301	58,515	456
FCT	19,906	187	19,552	167
Kaduna	9,127	8	9,054	65
Plateau	9,068	5	9,006	57
Rivers	7,364	52	7,211	101
Oyo	6,882	20	6,736	126
Edo	4,910	0	4,725	185
Ogun	4,696	12	4,633	51
Kano	4,006	5	3,891	110
Ondo	3,483	27	3,391	65
Kwara	3,156	33	3,068	55
Delta	2,650	22	2,556	72
Osun	2,578	6	2,520	52
Enugu	2,482	18	2,435	29
Nasarawa	2,384	0	2,345	39
Katsina	2,110	21	2,055	34
Gombe	2,104	22	2,038	44
Ebonyi	2,039	5	2,002	32
Akwa Ibom	1,935	5	1,912	18
Anambra	1,909	64	1,826	19
Abia	1,693	-2	1,673	22
Imo	1,661	0	1,624	37
Bauchi	1,549	0	1,532	17
Benue	1,366	15	1,327	24
Borno	1,344	1	1,305	38
Adamawa	1,134	4	1,098	32
Taraba	1,001	0	977	24
Niger	935	5	913	17
Bayelsa	906	1	879	26
Ekiti	881	7	863	11
Sokoto	775	0	747	28
Jigawa	536	8	512	16
Yobe	499	0	490	9
Kebbi	450	42	392	16
Cross River	402	0	384	18
Zamfara	244	3	233	8
Kogi	5	0	3	2

Source: Nigeria CDC

Annex G: Additional Tables

Table G1: SDG4 evaluation – Numeracy scores – end of P2 by gender

State	Male	Female	Total
ENUGU (n=467)	595.28	605.02	600.09
(95 per cent CI)	[581.38,609.19]	[595.75,614.28]	[589.74,610.44]
KANO (n=478)	461.36	450.01	455.59
(95 per cent CI)	[448.14,474.58]	[437.73,462.29]	[444.24,466.94]
KATSINA (n=479)	463.14	452.71	457.95
(95 per cent CI)	[455.31,470.97]	[439.93,465.48]	[449.55,466.35]
KWARA (n=453)	563.55	562.43	563.01
(95 per cent CI)	[551.30,575.81]	[551.76,573.10]	[555.38,570.63]
ZAMFARA (n=465)	447.01	438.64	443.39
(95 per cent CI)	[437.02,457.00]	[430.46,446.81]	[436.14,450.65]
Total (n=2,342)	469.67	460.55	465.17
(95 per cent CI)	[462.46,476.88]	[452.76,468.34]	[458.57,471.78]

Table G2: SDG4 evaluation – Numeracy scores – end of P4 by gender

State	Male	Female	Total
ENUGU (n=465)	609.25	608.26	608.79
(95 per cent CI)	[597.42,621.07]	[595.46,621.06]	[598.22,619.35]
KADUNA (n=473)	508.95	488.88	499.12
(95 per cent CI)	[495.32,522.58]	[474.91,502.86]	[487.50,510.74]
KANO (n=479)	465.69	454.40	459.96
(95 per cent CI)	[452.69,478.68]	[441.99,466.80]	[448.89,471.03]
KATSINA (n=478)	476.86	468.01	472.30
(95 per cent CI)	[464.94,488.77]	[457.46,478.55]	[463.30,481.30]
KWARA (n=458)	561.16	568.53	564.79
(95 per cent CI)	[548.94,573.39]	[556.76,580.30]	[555.66,573.93]
ZAMFARA (n=464)	439.68	426.05	433.84
(95 per cent CI)	[427.61,451.75]	[412.07,440.03]	[423.26,444.42]
Total (n=2,817)	484.52	472.95	478.80
(95 per cent CI)	[477.25,491.79]	[465.86,480.05]	[472.50,485.11]

Table G3: SDG4 evaluation – Literacy scores – end of P2 by gender

State	Male	Female	Total
ENUGU (n=467)	588.36	610.83	599.46
(95 per cent CI)	[575.52,601.20]	[599.06,622.60]	[589.95,608.97]
KANO (n=478)	461.75	451.46	456.52
(95 per cent CI)	[448.04,475.46]	[439.25,463.66]	[444.50,468.54]
KATSINA (n=479)	478.48	467.32	472.93
(95 per cent CI)	[467.00,489.97]	[455.07,479.58]	[462.81,483.05]
KWARA (n=453)	558.83	572.00	565.28
(95 per cent CI)	[547.51,570.15]	[555.55,588.45]	[554.03,576.53]
ZAMFARA (n=465)	437.23	436.78	437.03

(95 per cent CI)	[426.96,447.50]	[426.64,446.92]	[428.10,445.97]
Total (n=2,342)	472.14	466.02	469.13
(95 per cent CI)	[464.26,480.02]	[458.09,473.95]	[461.91,476.35]

Table G4: SDG4 evaluation – Literacy scores – end of P4 by gender

State	Male	Female	Total
ENUGU (n=465)	601.23	621.85	610.82
(95 per cent CI)	[590.22,612.24]	[608.73,634.97]	[600.83,620.81]
KADUNA (n=473)	513.61	513.15	513.38
(95 per cent CI)	[497.90,529.31]	[496.67,529.63]	[498.93,527.83]
KANO (n=479)	454.74	457.09	455.93
(95 per cent CI)	[443.16,466.32]	[445.12,469.07]	[445.67,466.20]
KATSINA (n=478)	479.76	474.33	476.96
(95 per cent CI)	[466.65,492.88]	[459.03,489.62]	[463.51,490.41]
KWARA (n=458)	552.82	565.71	559.18
(95 per cent CI)	[540.37,565.28]	[550.19,581.24]	[547.42,570.94]
ZAMFARA (n=464)	452.23	444.93	449.10
(95 per cent CI)	[438.32,466.14]	[432.40,457.46]	[437.51,460.70]
Total (n=2,817)	483.34	483.24	483.29
(95 per cent CI)	[475.65,491.04]	[475.16,491.32]	[476.05,490.54]

Table G5: Additional detail on external support in cash or in kind within case study states

	Enugu	Kaduna	Kano	Katsina	Kwara	Zamfara
Non-Governmental Organization (NGO)	2.5 per cent	15 per cent	20 per cent	7.6 per cent	5 per cent	10 per cent
Religious Institutions (e.g. Church or Mosque)	0 per cent	1.3 per cent	0 per cent	0 per cent	3.8 per cent	0 per cent
UNICEF/Girls Education Programme (GEP)	1.3 per cent	31.3 per cent	26.3 per cent	41.8 per cent	1.3 per cent	32.5 per cent
Foreign donor (other than UNICEF / DFID such as JICA, WB, USAID)	0 per cent	3.8 per cent	1.3 per cent	22.8 per cent	1.3 per cent	5 per cent
Private individual	12.5 per cent	6.3 per cent	5 per cent	2.5 per cent	3.8 per cent	6.3 per cent
Alumni Association	0 per cent	2.5 per cent	0 per cent	0 per cent	3.8 per cent	0 per cent
Private company	0 per cent	0 per cent	0 per cent	1.3 per cent	0 per cent	0 per cent
Other (specify)	17.5 per cent	8.8 per cent	22.5 per cent	12.7 per cent	16.3 per cent	2.5 per cent
No funding/Don't know	66.3 per cent	31.3 per cent	25 per cent	11.4 per cent	65 per cent	43.8 per cent

Comparison – School Feeding Programme

Table G6: Number of schools that received school feeding programme by state

	feed_program		
	0	1	Total
State			

ENUGU			
Frequency	25	55	80
Percent	31.2 per cent	68.8 per cent	100.0 per cent
KADUNA			
Frequency	18	62	80
Percent	22.5 per cent	77.5 per cent	100.0 per cent
KANO			
Frequency	22	58	80
Percent	27.5 per cent	72.5 per cent	100.0 per cent
KATSINA			
Frequency	11	68	79
Percent	13.9 per cent	86.1 per cent	100.0 per cent
ZAMFARA			
Frequency	20	61	81
Percent	24.7 per cent	75.3 per cent	100.0 per cent
Total			
Frequency	96	304	400
Percent	24.0 per cent	76.0 per cent	100.0 per cent

End of P2 Literacy Results

Table G7: Average score for schools that did not receive (0) and received (1) the programme

	feed_program	
	0	1
State		
ENUGU		
Mean	589.13	604.11
Standard error of the mean	5.17	3.67
KANO		
Mean	463.76	454.35
Standard error of the mean	5.28	3.72
KATSINA		
Mean	461.31	474.64
Standard error of the mean	7.94	3.19
ZAMFARA		
Mean	423.71	440.15
Standard error of the mean	4.18	2.87
Total		
Mean	462.18	462.00
Standard error of the mean	3.09	1.85

	feed_program	feed_program
	Coefficient	p-value
Enugu	18.93903	0.036
Kano	-15.86018	0.142
Katsina	6.6123	0.621
Zamfara	11.07901	0.148

Overall	-12.50076	0.141

End of P2 Numeracy Results

Table G8: Average score for schools that did not receive (0) and received (1) the programme

	feed_program	
	0	1
State		
ENUGU		
Mean	595.26	602.26
Standard error of the mean	6.24	3.51
KADUNA		
Mean	.	.
Standard error of the mean	.	.
KANO		
Mean	461.52	453.81
Standard error of the mean	5.75	3.72
KATSINA		
Mean	450.85	458.99
Standard error of the mean	6.78	2.84
ZAMFARA		
Mean	435.05	445.34
Standard error of the mean	5.28	3.35
Total		
Mean	460.63	457.31
Standard error of the mean	3.23	1.80

	feed_program	feed_program
	Coefficient	p-value
Enugu	1.270564	0.913
Kano	-14.41461	0.165
Katsina	.9844369	0.885
Zamfara	9.560961	0.381
Overall	-16.01232	0.064

End of P4 Literacy Results

Table G9: Average score for schools that did not receive (0) and received (1) the programme

	feed_program	
	0	1
State		
ENUGU		
Mean	595.61	616.45
Standard error of the mean	6.03	3.80
KADUNA		
Mean	511.50	513.88
Standard error of the mean	8.55	3.96
KANO		

Mean	461.02	454.37
Standard error of the mean	5.79	3.67
KATSINA		
Mean	474.86	477.20
Standard error of the mean	7.63	3.48
ZAMFARA		
Mean	439.24	451.21
Standard error of the mean	4.90	3.38
Total		
Mean	479.00	478.40
Standard error of the mean	3.32	1.82

	feed_program	feed_program
	Coefficient	p-value
Enugu	12.49511	0.165
Kaduna	14.10208	0.356
Kano	-5.773324	0.625
Katsina	-10.02772	0.386
Zamfara	13.07548	0.170
Overall	-.8008696	0.920

End of P4 Numeracy Results

Table G10: Average score for schools that did not receive (0) and received (1) the programme

	feed_program	
	0	1
State		
ENUGU		
Mean		
p5_numeracy_score	611.63	607.73
Standard error of the mean		
p5_literacy_score	6.03	3.80
KADUNA		
Mean		
p5_numeracy_score	501.83	498.41
Standard error of the mean		
p5_literacy_score	8.55	3.96
KANO		
Mean		
p5_numeracy_score	464.05	458.70
Standard error of the mean		
p5_literacy_score	5.79	3.67
KATSINA		
Mean		
p5_numeracy_score	477.20	471.75
Standard error of the mean		

p5_literacy_score	7.63	3.48
ZAMFARA		
Mean		
p5_numeracy_score	418.69	437.07
Standard error of the mean		
p5_literacy_score	4.90	3.38
Total		
Mean		
p5_numeracy_score	476.18	472.72
Standard error of the mean		
p5_literacy_score	3.32	1.82

	feed_program	feed_program
	Coefficient	p-value
Enugu	-5.365438	0.745
Kaduna	2.508387	0.855
Kano	-3.794574	0.771
Katsina	-8.984498	0.348
Zamfara	15.29847	0.136
Overall	-5.848887	0.466

Table G11: Average SES by time and state for end-of-grade-2 students assessed in literacy

	time		
	Baseline	Endline	p-value
state			
ENUGU		0.50	
KADUNA			
KANO		-0.13	
KATSINA	-0.20	-0.06	0.139
KWARA		0.42	
ZAMFARA	-0.03	-0.29	0.002
Total	-0.11	-0.12	0.825

Table G12: Average SES by time and state for end-of-grade-4 students assessed in literacy

	time		
	Baseline	Endline	p-value
state			
ENUGU	0.55	0.61	0.410
KADUNA	0.25	0.19	0.505
KANO	-0.05	0.04	0.305
KATSINA		-0.01	
KWARA	0.80	0.42	0.000
ZAMFARA		-0.11	
Total	0.33	0.12	0.000

Table G13: Average SES by time and state for end-of-grade-4 students assessed in numeracy

	time		
	Baseline	Endline	p-value
state			
ENUGU	0.49	0.61	0.164
KADUNA	-0.11	0.19	0.014
KANO	-0.24	0.04	0.051
KATSINA		-0.01	
KWARA	0.78	0.42	0.001
ZAMFARA		-0.11	
Total	-0.15	0.12	0.005

Table G14: Proportion of qualified teachers by gender and by state

States	2016-2017	2017-2018	2018-2019			
	Male	Female	Male	Female	Male	Female
Enugu	96 per cent	97.5 per cent	91.1 per cent	97.1 per cent	93.6 per cent	97.7 per cent
Kaduna	68.2 per cent	82.3 per cent	74.4 per cent	74.8 per cent	79.9 per cent	88.5 per cent
Kano	53.1 per cent	55.6 per cent	62.3 per cent	59.2 per cent	69.6 per cent	67.9 per cent
Katsina	69.4 per cent	80.2 per cent	63.7 per cent	78 per cent	76.9 per cent	86.6 per cent
Kwara	58.6 per cent	61 per cent	76.9 per cent	66.8 per cent	75.9 per cent	87.3 per cent
Zamfara	55.6 per cent	72.9 per cent	56.7 per cent	71.8 per cent	64.2 per cent	80.2 per cent
Nigeria	65.6 per cent	78.8 per cent	69.2 per cent	69.1 per cent	72.1 per cent	82.2 per cent

Table G15: Comparison of completion rates by gender and by state

States	2016-2017	2017-2018	2018-2019			
	Boys	Girls	Boys	Girls	Boys	Girls
Enugu	80.1 per cent	72.0 per cent	48 per cent	53 per cent	81.2 per cent	80.6 per cent
Kaduna	88.4 per cent	74.8 per cent	127 per cent	132 per cent	90.1 per cent	81.3 per cent
Kano	123.2 per cent	115.8 per cent	110 per cent	124 per cent	80.9 per cent	90.5 per cent
Katsina	130.9 per cent	102.25 per cent	114 per cent	113 per cent	102.7 per cent	88.3 per cent
Kwara	51.9 per cent	44.9 per cent	56 per cent	60 per cent	41.9 per cent	37.3 per cent
Zamfara	79.3 per cent	47.7 per cent	60 per cent	43 per cent	89.6 per cent	43.2 per cent
Nigeria	93.8 per cent	80.7 per cent	127 per cent	121 per cent	72.6 per cent	75.4 per cent

Annex H: Tools

KII Protocols

Informed Consent

Note: The process for obtaining informed consent is the same for all stakeholders.

"My name is……. You may be aware that UNICEF, in collaboration with the Government of Nigeria, is currently conducting an evaluation of its progress on education relevant to the Sustainable Development Goals. I am a researcher and I work directly for EdIntersect, an evaluation firm in the United States that has been tasked with this assignment. We are working with UNICEF and the Government of Nigeria to better understand the country's progress in providing basic education. As part of the evaluation, we will be collecting data in schools within six states. We also

are conducting key informant interviews at the Federal and State levels with important officials like yourself. We know that your perspective is unique and we would like to include your insights in our report so that the Government of Nigeria can learn of its progress and make adjustments as needed.

I would like to ask you a series of questions about your work and your understanding of basic education delivery in Nigeria. The interview may take up to one hour. I will be taking notes as well as recording our conversation. This recording is for my own use. I will use it to aid my analysis. It will be destroyed and it will not be shared with UNICEF nor with the Government of Nigeria.

Before we begin, I want you to know that:

- Your participation in this study is entirely voluntary. You can stop at any time without giving a reason.
- If you stop the interview, all data collected will be destroyed. There is no penalty for stopping.
- While we cannot offer you anything for your participation, your comments will help us to assist the Government of Nigeria and UNICEF in making their basic education services as strong as possible for the benefit of Nigeria.
- While I will not associate your name directly with information provided in the report, given the unique position that you hold, It is possible that someone looking at the findings may be able to identify you. Please be aware of that possibility.
- We may take pictures of the data collection activities. These pictures will be professional and respectful and used only in reporting. Your name will not be associated with the picture.
- You can ask any additional questions before beginning the interview.

Do you have any questions?" [Allow the interviewee time to think of questions and ask them if relevant. Respond to questions as needed.]

"Do we have your permission to interview you?"
Yes [ ] No [ ] If no, stop and thank the individual and let them go.
"If you would like additional information. Or, if you have a concern or complaint that is directly related to the evaluation, you may contact Dr. Mary Faith Mount-Cors, President of EdIntersect at maryfaith@edintersect.com."

Interviewer's Name:

Participant's Name:	**Sex (M/F)**
Organization	**Participant's Title:**
Date (dd/mm/yy)	**Location:**
Start time:	**End time:**
Mode of Interview: **(In-person, Virtual, Phone, etc.)**	

[Provide each participant with the brief description of the study Proceed with the interview.]

Preamble

For each interview, record the following information:

KII Protocol – SDG4 Working Group

Introduction

The evaluation is specifically focusing on Nigeria's efforts to address SDG target 4.1: "By 2030, ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes." We are specifically looking at basic education and the Ministerial Strategic Plan.

Before we begin, what is your title and role? How long have you been in this position?
Now, please tell us about your organization/office's role in supporting Nigeria MSP related to basic education.

Coherence

Based on your experience, do you see the overall Education Sector policies and strategies to be aligned with the SDG4, specifically target 4.1?

Are SDG4 supportive strategies well mainstreamed into ESSP 2016–2019/2018-2022? Please explain why or why not.

Relevance

What do you identify as the principal barriers to achieving SDG4? (List three and rank accordingly.)

What are their causes [go one-by-one through the list]. To what extent does ESSP address these barriers in its strategy?

Efficiency

To what extent has the Education Sector Strategic Plan/MSP (2016–2019;2018-2022) been efficiently implemented?

To what extent are strategies and tools used in implementation able to achieve expected outcomes?
What structures and mechanisms have been mobilized to support progress towards SDG4? How do you qualify their performance (success or failure)?

What do you understand to be supportive factors as well as hindering factors?

Impact

From your perspective, what changes in education access, completion, equity and quality, have occurred since 2016? Please provide examples.

To what extent has the ESSP/MSP contributed to these changes in education access, completion, equity and quality in Nigeria?

Do you have any reference, report or data that shows it? Could you share it please? (or the interviewer may take the exact document's bibliographic reference)

What factors have contributed to these changes? How? Why?
To what extent did the following flagship policies and programmes of the education sector achieve overall expected results: Homegrown School Feeding Programme, Social Cash Assistance to poorest families, etc.? What factors supported and hindered their implementation?

Do you have any reference, report or data that shows it? Could you share it please (or the interviewer may take the exact document's bibliographic reference)

Effectiveness

What are the funding sources available to implement the education sector strategic plan? What are their strengths and weaknesses?

Human Rights

To what extent did the ESSP/MSP target the poorest and help reduce inequalities between the wealthier groups and the poorest groups?

To what extent is providing services to the poorest and reducing inequities integrated into education sector programme design?

To what extent is providing services to the poorest and reducing inequalities integrated into Key Flagship programme implementation?

Please provide some examples.

Gender Equality

To what extent did the Education Sector Strategic Plan and flagship programmes incorporate considerations of gender equality and the empowerment of women and girls into the design, implementation and monitoring of interventions? How so?

What were successes of this incorporation? What challenges needed to be overcome? What challenges remain?

Impact of COVID-19

While we remain in the midst of fighting the pandemic, so far, what has been the impact of COVID-19 on the education system, particularly in terms of access to education, retention and completion?

What challenges and opportunities do you perceive in terms of mitigating this impact? [Probe to understand if pupils are returning to school and what may be done.]

Sustainability

To what extent can any observed changes be maintained? What assurances//mechanisms have been put into place to promote longevity? At the federal level? State level? Communication and synergies between levels? Also, with development partners?

Recommendations

What recommendations do you have to strengthen Nigeria's strategy and implementation to attain SDG4?

Specifically directed at the government of Nigeria?

Specifically directed at development partners?

Closing

Is there a theme or issue that we did not discuss during this interview that you would like to communicate to the evaluation team?

Thank the interviewee and remind them of any necessary follow-up. Provide them with the info sheet if you have not done so already.

KII Protocol – FMOE

Introduction

The evaluation is specifically focusing on Nigeria's efforts to address SDG target 4.1: "By 2030, ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes." We are specifically looking at basic education and the Ministerial Strategic Plan.

Before we begin, what is your title and role? How long have you been in this position?

Now, please tell us about your organization/office's role in supporting Nigeria ESSP/MSP related to basic education.

Coherence

Based on your experience, do you see the overall Education Sector policies and strategies to be aligned with the SDG4, specifically target 4.1?

Are SDG4 supportive strategies well mainstreamed into ESSP/MSP 2016–2019/2018-2022? Please explain why or why not.

Now, I'm going to ask a similar question but at the state level: Based on your experience, do you see overall state-level education sector policies and strategies to be aligned with the SDG4, specifically target 4.1?

Relevance

What do you identify as the principal barriers to achieving SDG4? (List three and rank accordingly), What are their causes [go one-by-one through the list]. To what extent does ESSP/MSP address these barriers in its strategy?

Efficiency

To what extent has the Education Sector Strategic Plan/MSP (2016–2019;2018-2022) been efficiently implemented?

To what extent are strategies and tools used in implementation able to achieve expected outcomes?
What structures and mechanisms have been mobilized to support progress towards SDG4? How do you qualify their performance (success or failure)?

What do you understand to be supportive factors as well as hindering factors?

Impact

"From your perspective, what changes in education access, completion, equity and quality, have occurred since 2016? Please provide examples.

To what extent has the MSP contributed to these changes in education access, completion, equity and quality in Nigeria?

Do you have any reference, report or data that shows it? Could you share it please (or the interviewer may take the exact document's bibliographic reference)"

What factors have contributed to these changes? How? Why?

Statistics demonstrate an increased completion rate for the primary level between 2011-2013. What driving factors of increased completion rate at the primary school level can you identify during this period? Provide examples as possible. If you can, provide at least three and rank them in importance.

Conversely, statistics demonstrate a decreased completion rate for the primary level between 2013-2018. What driving factors of increased completion rate at the primary school level can you identify during this period? If you can, provide at least three and rank them in importance. Provide examples as possible.

"To what extent did the following flagship policies and programmes of the education sector achieve overall expected results: Homegrown School Feeding Programme, Social Cash Assistance to poorest families, etc.? What factors supported and hindered their implementation?

Do you have any reference, report or data that shows it? Could you share it please (or the interviewer may take the exact document's bibliographic reference)"

Effectiveness

What are the funding sources available to implement the education sector strategic plan? What are their strengths and weaknesses?

Human Rights

To what extent did the ESSP/MSP target the poorest and help reduce inequalities between the wealthier groups and the poorest groups?

To what extent is providing services to the poorest and reducing inequities integrated into education sector programme design?

To what extent is providing services to the poorest and reducing inequalities integrated into Key Flagship programme implementation?
Please provide some examples.

Gender Equality

To what extent did the Education Sector Strategic Plan and flagship programmes incorporate considerations of gender equality and the empowerment of women and girls into the design, implementation and monitoring of interventions? How so? What were successes of this incorporation? What challenges needed to be overcome? What challenges remain?

Impact of COVID-19

While we remain in the midst of fighting the pandemic, so far, what has been the impact of COVID-19 on the education system, particularly in terms of access to education, retention and completion?

What challenges and opportunities do you perceive in terms of mitigating this impact? [Probe to understand if pupils are returning to school and what may be done.]

Sustainability

To what extent can any observed changes be maintained? What assurances//mechanisms have been put into place to promote longevity? At the federal level? State level? Communication and synergies between levels? Also, with development partners?

Recommendations

What recommendations do you have to strengthen Nigeria's strategy and implementation to attain SDG4?
Specifically directed at the government of Nigeria?
Specifically directed at State level in Nigeria
Specifically directed at development partners?

Closing

Is there a theme or issue that we did not discuss during this interview that you would like to communicate to the evaluation team?

Thank the interviewee and remind them of any necessary follow-up. Provide them with the info sheet if you have not done so already.

KII Protocol – Development Partners

Introduction

The evaluation is specifically focusing on Nigeria's efforts to address SDG target 4.1: "By 2030, ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes." We are specifically looking at basic education and the Ministerial Strategic Plan.
Before we begin, what is your title and role? How long have you been in this position?

Now, please tell us about your organization/office's role in supporting Nigeria ESSP/MSP related to basic education.

Coherence

Based on your experience, do you see the overall Education Sector policies and strategies to be aligned with the SDG4, specifically target 4.1?
Are SDG4 supportive strategies well mainstreamed into ESSP/MSP 2016–2019/2018-2022? Please explain why or why not.

Now, I'm going to ask a similar question but at the state level: Based on your experience, do you see overall state-level education sector policies and strategies to be aligned with the SDG4, specifically target 4.1?"

Relevance

What do you identify as the principal barriers to achieving SDG4? (List three and rank accordingly).

What are their causes [go one-by-one through the list].
To what extent does ESSP/MSP address these barriers in its strategy?

Efficiency

To what extent has the Education Sector Strategic Plan/MSP (2016–2019;2018-2022) been efficiently implemented?

To what extent are strategies and tools used in implementation able to achieve expected outcomes?

What structures and mechanisms have been mobilized to support progress towards SDG4? How do you qualify their performance (success or failure)?

What do you understand to be supportive factors as well as hindering factors?

Effectiveness

How has your organization contributed financially to supporting Nigeria's progress towards SDG4?

Impact

From your perspective, what changes in education access, completion, equity and quality, have occurred since 2016? Please provide examples.

To what extent has the ESSP/MSP contributed to these changes in education access, completion, equity and quality in Nigeria?

Do you have any reference, report or data that shows it? Could you share it please (or the interviewer may take the exact document's bibliographic reference)

What factors have contributed to these changes? How? Why?

Statistics demonstrate an increased completion rate for the primary level between 2011-2013. What driving factors of increased completion rate at the primary school level can you identify during this period? Provide examples as possible. If you can, provide at least three and rank them in importance.

Conversely, statistics demonstrate a decreased completion rate for the primary level between 2013-2018. What driving factors of increased completion rate at the primary school level can you identify during this period? If you can, provide at least three and rank them in importance. Provide examples as possible.

To what extent did the following flagship policies and programmes of the education sector achieve overall expected results: Homegrown School Feeding Programme, Social Cash Assistance to poorest families, etc.? What factors supported and hindered their implementation?

Do you have any reference, report or data that shows it? Could you share it please (or the interviewer may take the exact document's bibliographic reference)

Human Rights

To what extent did the ESSP/MSP target the poorest and help reduce inequalities between the wealthier groups and the poorest groups?

To what extent is providing services to the poorest and reducing inequities integrated into education sector programme design?

To what extent is providing services to the poorest and reducing inequalities integrated into Key Flagship programme implementation?

Gender Equality

To what extent did the Education Sector Strategic Plan and flagship programmes incorporate considerations of gender equality and the empowerment of women and girls into the design, implementation and monitoring of interventions? How so?

What were successes of this incorporation?
What challenges needed to be overcome? What challenges remain?

Impact – COVID-19

While we remain in the midst of fighting the pandemic, so far, what has been the impact of COVID-19 on the education system, particularly in terms of access to education, retention and completion?

What challenges and opportunities do you perceive in terms of mitigating this impact? [Probe to understand if pupils are returning to school and what may be done.]

Sustainability

To what extent can any observed changes be maintained? What assurances//mechanisms have been put into place to promote longevity? At the federal level? State level? Communication and synergies between levels? Also, with development partners?

Recommendations

What recommendations do you have to strengthen Nigeria's strategy and implementation to attain SDG4?
Specifically directed at the government of Nigeria?
Specifically directed at the state level?
Specifically directed at development partners?

Closing

Is there a theme or issue that we did not discuss during this interview that you would like to communicate to the evaluation team?

Thank the interviewee and remind them of any necessary follow-up. Provide them with the info sheet if you have not done so already.

KII Protocol – Non-State Actors (Federal)

Introduction

The evaluation is specifically focusing on Nigeria's efforts to address SDG target 4.1: "By 2030, ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes." We are specifically looking at basic education and the Ministerial Strategic Plan.

Before we begin, what is your title and role? How long have you been in this position?
Now, please tell us about your organization/office's role in supporting Nigeria MSP related to basic education.

Coherence

Based on your experience, do you see the overall Education Sector policies and strategies to be aligned with the SDG4, specifically target 4.1?

Are SDG4 supportive strategies well mainstreamed into ESSP/MSP 2016–2019/2018-2022? Please explain why or why not.

Now, I'm going to ask a similar question but at the state level: Based on your experience, do you see overall state-

level education sector policies and strategies to be aligned with the SDG4, specifically target 4.1?"

Relevance

What do you identify as the principal barriers to achieving SDG4? (List three and rank accordingly).

What are their causes [go one-by-one through the list]. To what extent does ESSP address these barriers in its strategy?

Efficiency

To what extent has the Education Sector Strategic Plan/MSP (2016–2019;2018-2022) been efficiently implemented?

To what extent are strategies and tools used in implementation able to achieve expected outcomes?

What structures and mechanisms have been mobilized to support progress towards SDG4? How do you qualify their performance (success or failure)?
What do you understand to be supportive factors as well as hindering factors?

Impact

From your perspective, what changes in education access, completion, equity and quality, have occurred since 2016? Please provide examples.
To what extent has the ESS/MSP contributed to these changes in education access, completion, equity and quality in Nigeria?

Do you have any reference, report or data that shows it? Could share it please (or take the exact document's bibliographic reference)"
What factors have contributed to these changes? How? Why?

Statistics demonstrate an increased completion rate for the primary level between 2011-2013. What driving factors of increased completion rate at the primary school level can you identify during this period? Provide examples as possible. If you can, provide at least three and rank them in importance.

Conversely, statistics demonstrate a decreased completion rate for the primary level between 2013-2018. What driving factors of increased completion rate at the primary school level can you identify during this period? If you can provide at least three and rank them in importance. Provide examples as possible.

To what extent did the following Flagship Policies and Programmes of Education Sector achieve overall expected results: Homegrown School Feeding Programme, Social Cash Assistance to poorest families, etc.? What factors supported and hindered their implementation?

Do you have any reference, report or data that shows it? Could you share it please (or the interviewer may take the exact document's bibliographic reference)

Human Rights

To what extent did the ESSP/MSP target the poorest and help reduce inequalities between the wealthier groups and the poorest groups?

To what extent is providing services to the poorest and reducing inequities integrated into education sector programme design?
To what extent is providing services to the poorest and reducing inequalities integrated into Key Flagship programme implementation?
Please provide some examples.

Gender Equality

To what extent did the Education Sector Strategic Plan and flagship programmes incorporate considerations of gender equality and the empowerment of women and girls into the design, implementation and monitoring of interventions? How so?

What were successes of this incorporation? What challenges needed to be overcome? What challenges remain?

Impact of COVID-19

While we remain in the midst of fighting the pandemic, so far, what has been the impact of COVID-19 on the education system, particularly in terms of access to education, retention and completion?

What challenges and opportunities do you perceive in terms of mitigating this impact? [Probe to understand if pupils are returning to school and what may be done.]

Sustainability

To what extent can any observed changes be maintained? What assurances//mechanisms have been put into place to promote longevity? At the federal level? State level? Communication and synergies between levels? Also, with development partners?

Recommendations

What recommendations do you have to strengthen Nigeria's strategy and implementation to attain SDG4?
Specifically directed at the government of Nigeria?
Specifically directed at the State level?
Specifically directed at development partners?"

Closing

Is there a theme or issue that we did not discuss during this interview that you would like to communicate to the evaluation team?

Thank the interviewee and remind them of any necessary follow-up. Provide them with the info sheet if you have not done so already.

KII Protocol – State Education Officials

Introduction

The evaluation is specifically focusing on Nigeria's efforts to address SDG target 4.1: "By 2030, ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes." We are specifically looking at basic education and education sector strategic plans.
Before we begin, what is your title and role? How long have you been in this position?
Now, please tell us about your organization/office's role in supporting Nigeria ESSP/MSP related to basic education.

Coherence

Based on your experience, do you see the overall state-level education sector policies and strategies to be aligned with the SDG4, specifically target 4.1?
Are SDG4 supportive strategies well mainstreamed into the state-level policies and strategies? Please explain why or why not.

Relevance

What do you identify as the principal barriers to achieving SDG4? (List three and rank accordingly)
What are their causes [go one-by-one through the list]. To what extent does [State education sector policies] address these barriers in its strategy?

Efficiency

To what extent has the [State education sector policy/ strategies] been efficiently implemented?

To what extent are strategies and tools used in implementation able to achieve expected outcomes?

What structures and mechanisms have been mobilized to support progress towards SDG4? How do you qualify their performance (success or failure)?

What do you understand to be supportive factors as well as hindering factors?

Impact

From your perspective, what changes in education access, completion, equity and quality, have occurred since 2016? Please provide examples.

To what extent has the [State Education Sector Plan] contributed to these changes in education access, completion, equity and quality in Nigeria?

Do you have any reference, report or data that shows it? Could share it please (or take the exact document's bibliographic reference)"

What factors have contributed to these changes? How? Why?

Is your state participating in the FGoN flagship policies (Homegrown School Feeding Programme, Social Cash Assistance to poorest families)? If so, how? Are there any other flagship programmes of which that we may not be aware?

To what extent did the following flagship policies and programmes of the education sector achieve overall

expected results such as increase in enrolment and completion: Homegrown School Feeding Programme, Social Cash Assistance to poorest families, etc.? What factors supported and hindered their implementation?

Do you have any reference, report or data that shows it? Could share it please (or take the exact document's bibliographic reference)

Impact

Statistics demonstrate an increased completion rate for the primary level between 2011-2013. What driving factors of increased completion rate at the primary school level can you identify during this period? Provide examples as possible. If you can, provide at least three and rank them in importance.

1Conversely, statistics demonstrate a decreased completion rate for the primary level between 2013-2018. What driving factors of increased completion rate at the primary school level can you identify during this period? If you can provide at least three and rank them in importance. Provide examples as possible.

Effectiveness

What are the funding sources available to implement the education sector strategic plan? What are their strengths and weaknesses?
Follow-up on Request for Financial data – if have already received, ask clarifying questions. If have not yet received the data, find out how we can support them completing and forwarding this information.

Human Rights

To what extent did the [State Education Sector plans] target the poorest and help reduce inequalities between the wealthier groups and the poorest groups?
To what extent is providing services to the poorest and reducing inequities integrated into education sector programme design?

To what extent is providing services to the poorest and reducing inequalities integrated into Key Flagship programme implementation?
Please provide some examples.

Gender Equality

To what extent did the [State Education Sector Plan] and flagship programmes incorporate considerations of gender equality and the empowerment of women and girls into the design, implementation and monitoring of interventions? How so? What were successes of this incorporation? What challenges needed to be overcome? What challenges remain?

Impact – COVID-19

While we remain in the midst of fighting the pandemic, so far, what has been the impact of COVID-19 on the education system, particularly in terms of access to education, retention and completion?
What challenges and opportunities do you perceive in terms of mitigating this impact? [Probe to understand if pupils are returning to school and what may be done.]

Sustainability

To what extent can any observed changes be maintained? What assurances//mechanisms have been put into place to promote longevity? At the federal level? State-level? Communication and synergies between levels? Also, with development partners?

Recommendations

What recommendations do you have to strengthen Nigeria's strategy and implementation to attain SDG4?
Specifically directed at the government of Nigeria?
Specifically directed at the State level?
Specifically directed at development partners?"

Closing

Is there a theme or issue that we did not discuss during this interview that you would like to communicate to the evaluation team?
19Thank the interviewee and remind them of any necessary follow up. Provide them with the info sheet if you have not done so already.

KII Protocol – State Education Officials – Gender

Introduction

The evaluation is specifically focusing on Nigeria's efforts to address SDG target 4.1: "By 2030, ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes." We are specifically looking at basic education and education sector strategic plans.
Before we begin, what is your title and role? How long have you been in this position?

Now, please tell us about your organization/office's role in supporting Nigeria ESSP/MSP related to basic education.

Coherence

Based on your experience, do you see the overall state-level education sector policies and strategies to be aligned with the SDG4, specifically target 4.1?

Are SDG4 supportive strategies well mainstreamed into the state-level policies and strategies? Please explain why or why not.

Relevance

What do you identify as the principal barriers to achieving SDG4? (List three and rank accordingly)
What are their causes [go one-by-one through the list]. To what extent does [State education sector policies] address these barriers in its strategy?

Human Rights

To what extent did the [State Education Sector plans] target the poorest and help reduce inequalities between the wealthier groups and the poorest groups?

To what extent is providing services to the poorest and reducing inequities integrated into education sector programme design?

To what extent is providing services to the poorest and reducing inequalities integrated into Key Flagship programme implementation?
Please provide some examples.

Gender Equality

To what extent did the [State Education Sector Plan] and flagship programmes incorporate considerations of gender equality and the empowerment of women and girls into the design, implementation and monitoring of interventions? How so? What were successes of this incorporation? What challenges needed to be overcome? What challenges remain?

Impact of COVID-19

While we remain in the midst of fighting the pandemic, so far, what has been the impact of COVID-19 on the education system, particularly in terms of access to education, retention and completion particularly as it relates to boys and girls?

What challenges and opportunities do you perceive in terms of mitigating this impact? [Probe to understand if pupils are returning to school and what may be done.]

Sustainability

To what extent can any observed changes as it relates to gender issues be maintained? What assurances//mechanisms have been put into place to promote longevity? At the federal level? State-level? Communication and synergies between levels? Also, with development partners?

Recommendations

What recommendations do you have to strengthen Nigeria's strategy and implementation to attain SDG4?

Specifically directed at the government of Nigeria?
Specifically directed at the State level?
Specifically directed at development partners?

Closing

Is there a theme or issue that we did not discuss during this interview that you would like to communicate to the evaluation team?

Thank the interviewee and remind them of any necessary follow-up. Provide them with the info sheet if you have not done so already.

KII Protocol – Non-State Actors (State)

Introduction

The evaluation is specifically focusing on Nigeria's efforts to address SDG target 4.1: "By 2030, ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes." We are specifically looking at basic education and education sector strategic plans.

Before we begin, what is your title and role? How long have you been in this position?

Now, please tell us about your organization/office's role in supporting Nigeria ESSP/MSP related to basic education.

Coherence

Based on your experience, do you see the overall state-level education sector policies and strategies to be aligned with the SDG4, specifically target 4.1?

Are SDG4 supportive strategies well mainstreamed into the state-level policies and strategies? Please explain why or why not.

Relevance

What do you identify as the principal barriers to achieving SDG4? (List three and rank accordingly).

What are their causes [go one-by-one through the list]. To what extent does [State education sector policies] address these barriers in its strategy?

Efficiency

To what extent has the [State education sector policy/ strategies] been efficiently implemented?

To what extent are strategies and tools used in implementation able to achieve expected outcomes?

What structures and mechanisms have been mobilized to support progress towards SDG4? How do you qualify their performance (success or failure)?

What do you understand to be supportive factors as well as hindering factors?

Impact

From your perspective, what changes in education access, completion, equity and quality, have occurred since 2016? Please provide examples.
To what extent has the [State Education Sector Plan] contributed to these changes in education access, completion, equity and quality in Nigeria?

Do you have any reference, report or data that shows it? Could share it please (or take the exact document's bibliographic reference)"
What factors have contributed to these changes? How? Why?

Is your state participating in the FGoN Flaghip Policies (Homegrown School Feeding Programme, Social Cash Assistance to poorest families)? If so, how? Are there any other flagship programmes of which that we may not be aware?

To what extent did the following flagship policies and programmes of the education sector achieve overall expected results: Homegrown School Feeding Programme, Social Cash Assistance to poorest families, etc.? What factors supported and hindered their implementation?
Do you have any reference, report or data that shows it? Could you share it please (or the interviewer may take the exact document's bibliographic reference)"

Statistics demonstrate an increased completion rate for the primary level between 2011-2013. What driving factors of increased completion rate at the primary school level can you identify during this period? Provide examples as possible. If you can, provide at least three and rank them in importance.

Conversely, statistics demonstrate a decreased completion rate for the primary level between 2013-2018 What driving factors of increased completion rate at the primary school level can you identify during this period? If you can provide at least three and rank them in importance. Provide examples as possible.

Human Rights

To what extent did the [State Education Sector plans] target the poorest and help reduce inequalities between the wealthier groups and the poorest groups?

To what extent is providing services to the poorest and reducing inequities integrated into education sector programme design?

To what extent is providing services to the poorest and reducing inequalities integrated into Key Flagship programme implementation?
Please provide some examples.

Gender Equality

To what extent did the [State Education Sector Plan] and flagship programmes incorporate considerations of gender equality and the empowerment of women and girls into the design, implementation and monitoring of interventions? How so? What were successes of this incorporation? What challenges needed to be overcome? What challenges remain?

Impact of COVID-19

While we remain in the midst of fighting the pandemic, so far, what has been the impact of COVID-19 on the education system, particularly in terms of access to education, retention and completion?

What challenges and opportunities do you perceive in terms of mitigating this impact? [Probe to understand if pupils are returning to school and what may be done.]

Sustainability

To what extent can any observed changes be maintained? What assurances//mechanisms have been put into place to promote longevity? At the federal level? State-level? Communication and synergies between levels? Also, with development partners?

Recommendations

What recommendations do you have to strengthen Nigeria's strategy and implementation to attain SDG4?
Specifically directed at the government of Nigeria?
Specifically directed at the state level?
Specifically directed at development partners?

Closing

Is there a theme or issue that we did not discuss during this interview that you would like to communicate to the evaluation team?

Thank the interviewee and remind them of any necessary follow-up. Provide them with the info sheet if you have not done so already.

School-level survey

Informed consent protocols

Consent/Assent Instructions and Forms

Instructions for Data Collectors

Prior to beginning data collection activities, obtain consent/assent from the participant using the process below. Note that the process is an oral process for all participants.

- Be sure to identify and use the language that is most comfortable for the participant.
- For headteachers, headteachers will be asked to provide informed consent for themselves as well as to provide consent to meet with and assess students as per sampling protocols. Data collectors will obtain students' oral assent in all cases.
- For pupils, data collectors will provide an overview of the evaluation and orally obtain students' assent before proceeding.
- For Federal government, State government, Civil Society and all other actors. Read the form aloud to participants. Be sure to have the participant's oral consent piror to proceeding.
- As part of the process, provide each participant with a brief write-up of the activity (see below.)
- If consent/assent is not granted STOP immediately, thank them for their time and let them go.

Throughout this process be aware of any accommodations that the participant may need and make reasonable adjustments. If you have questions, stop and contact the data collector supervisor or national evaluator before proceeding.

Informed Consent tools:

- Informed consent – Head teachers
- Informed assent – Students
- Informed consent – Federal Government and State-level actors
- Information sheet about evaluation

Informed Consent: Head Teacher:

Interviewer: Introduce yourself to the respondent and read out the text below. Note that by filling this section of the questionnaire, you confirm that you have completed all tasks involved in seeking consent that are outlined below to the best of your knowledge and ability.

"My name is…… I'm working for Hanovia Limited, a research company in the country. We are working with UNICEF and the Government of Nigeria to better understand the country's progress in providing basic education. As part of the evaluation, we will be collecting data in six states. Your school has been chosen to participate in the evaluation and your input is important for us.

As part of the evaluation, we would like to talk to teachers and pupils from your school.

Your school was selected at random from all available schools within the LGA. The results of this study will only be used to for the purpose of informing and the Government of Nigeria's provision of basic education.

Specifically, we would like to talk to yourself about your school and your experience leading the school. We also would like to speak to six pupils from primary 2 and six pupils from primary 4.

As you are responsible for the children's wellbeing during their time in school, I would like to seek your permission to talk to the children. We are asking your pupils to participate in an interview as well as some numeracy and literacy exercises. The entire process will take about one hour. If the pupil does not wish to answer some of the questions included in the questionnaire, she/he may skip them and move on to the next question. The information recorded is confidential, and no one else except the research team will have access to the personal information. I will provide you with a sheet with information on how to contact them.

If you agree, then the next thing we will do is to ask your pupils for their agreement as well. You may also choose not to have your pupils participate in this study and your pupil does not have to take part in this evaluation if he or she does not wish to do so. Both of you have to agree independently. You do not have to agree. You can choose to say no and any basic education services that you and your school receive will not change.

If you have any questions you may ask them now or later, even after the study has started. If you wish to ask questions later, you may contact any of the people listed on the form I gave you.
Do you agree for your school to take part in this study?

Yes [ ] No [ ] If no, stop and thank the individual and let them go.

"If you would like additional information. Or, if you have a concern or complaint that is directly related to the evaluation, you may contact 'Gbenga Adedayo, General Manager of Hanovia Limited."

[Provide each participant with the brief description of the study that contains Hanovia's contact information.

Proceed with the interview.]

Informed Consent: Pupil:

Data Collector: Read out the text below. Note that by filling this section of the questionnaire, you confirm that you have completed all tasks involved in seeking assent that are outlined below to the best of your knowledge and ability.

My name is ____and my job is to research what you are being taught in your school. We want to know if teaching in your school is getting better and we think this research could help tell us that.

You can choose whether or not you want to participate in this study. We have discussed this research with your school's head teacher and they know that we are also asking you for your agreement. If you do not wish to take part in the research, you do not have to, even if your head teacher has agreed. It's up to you. If you decide not to be in the research, it's okay. Even if you say "yes" now, you can change your mind later and it's still okay.

There may be some words you don't understand or things that you want me to explain more about because you are interested or concerned. Please ask me to stop at any time and I will take time to explain

We are asking children some questions about math and English. You have been selected from your class randomly. There is no reason why you have been selected, only chance. If you decide that you want to do this, I will ask you to do things like counting, doing sums, spelling or reading. Altogether this will take about one hour.

This exercise will not affect how you are graded. I will not talk to your teachers or anybody else about what you tell me. The results that will be collected will be put away and no-one but the researchers will be able to see it. But you can talk to whoever you like about this exercise, you friends, your parents or your teacher.

You can ask me questions now or later. I have given the head teacher a number and address where you can reach us. If you want to talk to someone else that you know about us, like your teacher, that's okay too.

Can I interview you?

Yes No If no, STOP and thank the individual and let them go.

Informed Consent: Federal Government officials, State Government Officials, Civil Society officials and other policy-level implementers:

"My name is……. You may be aware that UNICEF, in collaboration with the Government of Nigeria is currently conducting an evaluation of its progress on education relevant to the Sustainable Development Goals. I am a researcher and I work directly for EdIntersect, an evaluation firm in the United States that has been tasked with this assignment. We are working with UNICEF and the Government of Nigeria to better understand the country's progress in providing basic education. As part of the evaluation, we will be collecting data in schools within six states. We also are conducting key informant interviews at the Federal and State level with important officials like yourself. We know that your perspective is unique and we would like to include your insights in our report so that the Government of Nigeria can learn of its progress and make adjustments as needed.

I would like to ask you a series of questions about your work and your understanding of basic education delivery in Nigeria. The interview may take up to one hour. I will be taking notes as well as recording our conversation. This recording is for my own use. I will use it to aid my analysis. It will be destroyed and it will not be shared with UNICEF nor with the Government of Nigeria.

Before we begin, I want you to know that:

- Your participation in this study is entirely voluntary. You can stop at any time without giving a reason.
- If you stop the interview, all data collected will be destroyed. There is no penalty for stopping.
- While we cannot offer you anything for your participation, your comments will help us to assist the Government of Nigeria and UNICEF in making their basic education services as strong as possible for the benefit of Nigeria.
- While I will not associate your name directly with information provided in the report, given the unique position that you hold, It is possible that someone looking at the findings may be able to identify you. Please be aware of that possibility.]
- We may take pictures of the data collection activities. These pictures will be professional and respectful and used only in reporting. Your name will not be associated with the picture.
- You can ask any additional questions before beginning the interview.

Do you have any questions?" [Allow the interviewee time to think of questions and ask them if relevant. Respond to questions as needed.]

"Do we have your permission to interview you?"
Yes [ ] No [ ] If no, stop and thank the individual and let them go.

"If you would like additional information. Or, if you have a concern or complaint that is directly related to the evaluation, you may contact Mary Faith Mount-Cors, President of EdIntersect."

[Provide each participant with the brief description of the study that contains Hanovia's contact information.

Proceed with the interview.]

Information sheet for school-level survey:

What Is This SDG4 Evaluation?

The government of Nigeria has made a commitment to improve education for its population. The initiative is part of the United Nations Sustainable Development Goals (SDG). Goal number 4 specifically addresses basic education. This study helps to provide the Federal Republic of Nigeria with a better understanding of children's progress in reading and mathematics. As part of the evaluation, we will be surveying students and head teachers within six states. We also will be meeting with officials and other policy-level stakeholders within each State and at the Federal level. Please know the following about your involvement with this study:

- Your participation in this study is entirely voluntary. You can stop at any time without giving a reason.
- If you stop the interview, all data collected will be destroyed. There is no penalty for stopping.
- We cannot offer you anything for your participation.
- You will not be identified by name in reports.
- We may take pictures of the data collection activities to be used in our reports. Your name will not be associated with the picture.
- Recordings are for internal use only.

If you have any questions or concerns
regarding the study, please contact
Mr. 'Gbenga Adedayo, General Manager at Hanovia Limited, +234 805 602 6845 OR
Dr. Adeboye Adeyemo, Co-Principal Investigator, +234 805 602 6845.

Information sheet for school-level survey:

What Is This SDG4 Evaluation?

The government of Nigeria has made a commitment to improve education for its population. The initiative is part of the United Nations Sustainable Development Goals (SDG). Goal number 4 specifically addresses basic education. This study helps to provide the Federal Republic of Nigeria with a better understanding of children's progress in reading and mathematics. As part of the evaluation, we will be surveying students and head teachers within six states. We also will be meeting with officials and other policy-level stakeholders within each State and at the Federal level. Please know the following about your involvement with this study:

- Your participation in this study is entirely voluntary. You can stop at any time without giving a reason.
- If you stop the interview, all data collected will be destroyed. There is no penalty for stopping.
- We cannot offer you anything for your participation.
- You will not be identified by name in reports.
- We may take pictures of the data collection activities to be used in our reports. Your name will not be associated with the picture.
- Recordings are for internal use only.

If you have any questions or concerns
regarding the study, please contact
Dr. Adeboye Adeyemo, Co-Principal Investigator, +234 805 602 6845.

Questionnaires

SDG4 Evaluation 2021

Head Teacher/Assistant Head Teacher Questionnaire

Draft January 2021

Informed Consent

Interviewer: Introduce yourself to the respondent and read out the text below. Note that by filling this section of the questionnaire, you confirm that you have completed all tasks involved in seeking consent that are outlined below to the best of your knowledge and ability.

"My name is…… I'm working for Hanovia Limited, a research company in the country. We are working with UNICEF and the Government of Nigeria to better understand the country's progress in providing basic education. As part of the evaluation, we will be collecting data in six states. Your school has been chosen to participate in the evaluation and your input is important for us.
As part of the evaluation, we would like to talk to head teachers and pupils from your school.

Your school was selected at random from all available schools within the LGA. The results of this study will only be used to for the purpose of informing and the Government of Nigeria's provision of basic education.

Specifically, we would like to talk to you about your school and your experience leading the school. We also would like to speak to six pupils from primary 2 and six pupils from primary 4.

As you are responsible for the children's wellbeing during their time in school, I would like to seek your permission to talk to the children. We are asking your pupils to participate in a short contextual interview as well as some numeracy and literacy exercises. The entire process will take about one hour. If the pupil does not wish to answer some of the questions included in the questionnaire, she/he may skip them and move on to the next question. The information recorded is confidential, and no one else except the research team will have access to the personal information. I have provided you with a sheet with information on how to contact the research team if you have any questions later.

If you agree, then the next thing we will do is to ask your pupils for their assent to participate as well. You may also choose not to have your pupils participate in this study and your pupil does not have to take part in this evaluation if he or she does not wish to do so. Both of you will have the option to choose whether to participate in this evaluation independently. You can choose to say no and any basic education services that you and your school receive will not change.

If you have any questions you may ask them now or later, even after the study has started. If you wish to ask questions later, you may contact any of the people listed on the form I gave you.
Do you agree for your school to take part in this study?

Yes [ ] No [ ] If no, stop and thank the individual and let them go.

"If you would like additional information. Or, if you have a concern or complaint that is directly related to the evaluation, you may contact 'Gbenga Adedayo, General Manager of Hanovia Limited."

[Provide each participant with the brief description of the study that contains Hanovia's contact information.

Proceed with the interview.]

#	Question	Hausa Translation	Response options	Notes	Source
	Preamble				
001	State			Pre-populated on tablet	N/A
002	LGA			Pre-populated on tablet	N/A
003	School name			Pre-populated on tablet	N/A

004	School code			Pre-populated on tablet	N/A
005	Head Teacher ID			Automatically generated by tablet	N/A
006	Location		Rural Urban		
007	Language of surrounding area			Pre-populated on tablet	
008	Name of data collector			Pre-populated on tablet	N/A
009	Date of data collection			Automatic	N/A
	Consent				
011	Record whether you have read out the consent sheet to the head teacher to conduct the interview, making sure to the best of your ability that the person understood the text.		1.Yes 2.No	If "No," Message: "Read the consent sheet to the head teacher before continuing with the interview"	ESSPIN (modified using consent forms submitted to NHERC)
012	The head teacher has given consent for 12/24 pupils to be interviewed. The head teacher is aware that oral assent will be sought from the pupil. Confirm that the head teacher has not been coerced into giving consent to conduct the interview, and the consent has been given freely and voluntarily. The head teacher agrees to be interviewed.		1. Yes 2. No	HT is consenting for pupils interview If "No," message: "Stop and thank the individual and let them go."	ESSPIN (modified using consent forms submitted to NHREC)
013	A copy of the Evaluation Information Sheet has been provided to the head teacher.		1. Yes 2. No	If "No," message: "Please provide a copy of the Evaluation Information Sheet to him/her".	ESSPIN (modified using consent forms submitted to NHERC)
	Background questions				N/A
101	Are you a head teacher or an assistant head teacher or acting head teacher?	Kaine/kece shugaba, mataimakin shugaba, ko kuma kana/kina shugabancin rikon kwarya ne a makarantar?	1. Head Teacher 2. Assistant Head Teacher 3. Acting Head Teacher	Role: Probe whether he/she is a head teacher, an assistant head teacher or an acting head teacher.	ESSPIN
102	First Name What is your first name?	Menene sunanka/ki?			ESSPIN
103	Last Name or Surname? What is your last name or surname?	Menene sunan babanka/ki (ko maigidanki)?			ESSPIN

104	Sex		1. Male 2. Female	Select the sex of the respondent	ESSPIN
105	What is your contact number?	Menene lambar wayarka/ki?		Contact number: Record contact number of the teacher excluding the initial 0. The phone number should be 10 digits long beginning with 7, 8 or 9.	ESSPIN
106	What is your age?	Shekarunka/ki nawa ne?	[Numeral]	Enter the respondent's age in completed years. Probe if required. Ask for his month and year of birth if age not known. Enter 98 if the response is don't know. Range: 14 to 80 or 98	ESSPIN
107	How many years of experience do you have as a formal teacher including as a head teacher?	Shekarunka/ki nawa ne da koyarwa, da kuma zama a matsayin shugaban makaranta?	[Numeral]	Enter years of experience of the respondent as a teacher including his experience as a head teacher. Enter 98 if the response is 'don't know'. Enter 0 if no previous experience. Probe to exclude years when the respondent was not teaching in between. Range: 0 to 70 or 98	
108	[If 101 is Head Teacher] In which year did you become head teacher of this school?	A wane shekara ne ka/kika zama shugaban wannan makarantar?	[Year]	Ask only if the respondent is a head teacher. Record the year at which the respondent first became the head teacher of this school. Enter "9998" if the response is 'don't know'. Range: 1951-2021	ESSPIN
109	[If 101 is Head Teacher] In which year were you first appointed to a head teacher post (in any school including this current school)?	A wane shekara ne ka/kika fara zama shugaban makaranta a rayuwarka/ki, ba lallai sai a wannan makarantar ba?'	[Year]	Enter "9998" if the response is 'don't know'. Range: 1951-2021	ESSPIN
	Professional training				
201	Do you have a professional education qualification?		1. Yes 2. No		ESSPIN

201a	[If "yes" to 201] What is the highest professional education qualification that you have?	1. Grade II or equivalent 2. National Certificate in Education (NCE) 3. Post-Graduate Diploma in Education (PGDE) 4. B.Ed. or equivalent degree in education 5. M.Ed, MSc.Ed or equivalent degree in education 6. M.Phil Ed or equivalent degree in education 96. Other (specify)	Interviewer: Select only the highest qualification. You may only select one response.	GEP3
202	What is the highest academic qualification that you have?	1. Primary School Certificate 2. Junior Secondary School Certificate 3. Senior Secondary Certificate Examination (SSCE)/ West African School Certificate (WASC)/O-level 4. Ordinary National Diploma (OND) / Diploma 5. BA / BSc / Higher National Diploma (HND) / LLB (not in education) 6. MA / MSc (not in education) 7. PhD (doctoral degree) 8. None 96. Others (specify) _____		GEP3
203	In the past two years (September 2018 to July 2020), have you attended any trainings related to teaching while being employed as a teacher or a head teacher, either in the school or anywhere else (including other schools or educational settings)?	1. Yes 2. No - Skip 3. Don't know - Skip		

203a	[If 'Yes' to 203]: What were the trainings mainly about?	Horon akan menene musamman?	Teaching methods Literacy Numeracy Social-emotional learning (SEL) Other Curriculum subject (not literacy, numeracy or social-emotional learning) Extra-curricular School leadership Management or school development planning Development of instructional materials Others (specify) Don' t know/refused to answer	Interviewer: Do not prompt but probe if necessary. It's a multiple response question - select all that apply.	ESSPIN
203b	[If 'Yes' to 203]: Who (which organization) organized the training?	Wa (ko wace kungiya ce) ta shirya wannan horon?	Local government education authority (LGEA) ESSPIN	Interviewer: Do not prompt but probe if necessary. It's a multiple response question - select all that apply. Ask UNICEF and FMOE for inputs	ESSPIN
	Administration				
301	During the last academic year from September 2019 until schools closed in March 2020, did you get your salary on time?	A zangon makaranta ta karshe – wato Satumba ta 2019 zuwa Yuli ta 2020 – an biya ka/ki albashi akan lokaci?	1. Always on time 2. Usually/Mostly on time 3. Usually/Mostly delayed 4. Always delayed 98. Don't know/refused to answer		ESSPIN
302	From April 2020 until now, have you received your salary on time?		1. Always on time 2. Usually/Mostly on time 3. Usually/Mostly delayed 4. Always delayed 98. Don't know/refused to answer		

303	Does this school currently receive support in cash or kind from any other organisation or programmes (such as NGOs, mosques, foreign projects, GEP, ESSPIN, private, etc.)?		Yes No I don't know/No response	ESSPIN
		Girls Education Programme (GEP) / UNICEF School Improvement Programme (SIP) or Teacher Support Programme (TSP) State Universal Basic Education Board (SUBEB) Universal Basic Education Commission (UBEC) National Teachers' Institute (NTI) Nigeria Education Research Development Council (NERDC) Teachers Registration Council of Nigeria (TRCON) National Institute for Education Planning and Administration (NIEPA) Donor organisation (World Bank, FCDO – formerly DFID, JICA, USAID) Non-government organization Community organization Others (specify) Don't know / refused to answer		

303a	[If yes to 303]Who does the school receive external support in cash or in kind from?	1. Non-governmental organisation (NGO) 2. Religious Institutions (e.g. Church or Mosque) 3. UNICEF/Girls Education Programme (GEP)		ESSPIN
		4. FCDO – previously DFID 5. Foreign donor (other than UNICEF / DFID such as JICA, WB, USAID) 6. Private individual 7. Alumni Association 8. Private company 96.Other (specify) _____		
304	For the last academic year from September 2019 to March 2020, did you receive a visit from a supervisor for inspection or for support?	Yes No I don't know/No response	The inspection/support visit could be from either a SUBEB or an LGA supervisor.	ESSPIN
304a	[If yes to 304]: How frequently did you receive a visit?	More than three times a month Two or three times a month At least once a year but no more than once a month 98. Don't know / refused to answer		

305	While your school was open during the 2019-2020 school year, were you absent from school for a full day at any time? By 'absence' I mean a full day where you did not come to school at all, for example when you had to go for a training or to collect your salary.	Yes No I don't know/No response	Does not include periods when schools were closed due to COVID-19 pandemic	GEP3
305a	[If "yes" to 305]: What were the main reasons for you not coming to school on these days?	Elections/campaigning Transport Teacher strikes Other mass strikes Own illness Illness of family members Maternity/pregnancy	Open-ended question. Enumerator codes based on the response.	GEP3
		Late or non-payment of salary Salary collection Training Meeting or event at LGA / SUBEB Social or religious obligations (funerals, weddings, festivals) Epidemic/disease outbreak (e.g. COVID-19, yellow fever, etc.) Weather-related reasons (rain, flooding, landslides) Safety/security concerns 96. Others (specify) 98. Don't know		

306	Is there any written record of pupil attendance for the current term available?	Yes No	This may be the timesheet or time book, or any other written record. Enumerator should ask to see the record. Select only "yes" if have seen it. Otherwise, select "no."	
307	Is there any documentation or record kept of pupils having special needs (physical or mental challenges) at this school?	Yes No	We are looking for written records that would identify a pupil's particular special needs. Ideally, this would also include information about accommodations or other services or approaches specific to supporting this child. We can also include timesheets or timebooks that make specific record of pupils with special needs. Enumerator should ask to see the record. Select only "yes" if have seen it. Otherwise, select "no."	
307	In your view, while your school was open during the 2019-2020 school year what problems prevented pupils from attending school regularly?	Multiple response Pupils need to help with income generating activity e.g. farming Pupils need to help with household chores Lack of uniform Parents cannot afford payments for school Corporal punishment	Do not prompt. Record all issues that apply with pupil attendance. Select 'none' if there are no issues.	ESSPIN/GEP3?
		Child abuse Social or religious obligations (funerals, weddings, festivals) Poor quality of teaching and learning Parents are not supportive about sending children to schools Disease/illness/ health issues Traffic, danger roads/crossings		

		Bullying/Harassment/abuse from other children Harassment from teachers Harassment from authorities (police, local officials, local security outfits) Rebels/thieves/bandits Natural hazards (floods, erosion, bush fire) Long distance to get to school Risk of kidnapping Risk of sexual violence Spirits/ghosts Hazardous terrain to travel (mountains, rivers, ravines) Lack of means of transportation None Others (specify) Don't know/No response
308a	[If "yes" for 308]: Do any of your pupils have difficulties seeing, even if wearing glasses?	Yes No I don't know/Does not respond
308b	[If "yes" for 308]: Do any of your pupils have difficulties hearing, even if using a hearing aid?	Yes No I don't know/Does not respond
308c	[If "yes" for 308]: Do any of your pupils have difficulties walking or climbing steps?	Yes No I don't know/Does not respond

308d	[If "yes" for 308]: Do any of your pupils have difficulties remembering or concentrating?	Yes No I don't know/Does not respond		
308e	[If "yes" for 308]: Do any of your pupils have difficulties (with self-care such as) washing all over or dressing?	Yes No I don't know/Does not respond		
308f	[If "yes" for 308]: When using their usual language, do any of your pupils have difficulties communicating (for example, being understood by others?)	Yes No I don't know/Does not respond		
309	Have you or any teacher at this school received training to support students with special needs such as the difficulties we have just discussed?	Yes No I don't know/No response		
310	How many teachers are currently on staff at the school (P1-P6 only)?	Numeric]	P1-P6 teachers only	
311	How many male teachers are currently on staff at the school (P1-P6 only)?	[Numeric]	Does not include head teacher; P1-P6 teachers only	
312	How many of those male teachers are trained?	[Numeric]		
313	How many of those male teachers receive their salary from the state government payroll?	[Numeric]		
314	How many female teachers are currently on staff at the school (P1-P6 only)?	[Numeric]	Does not include head teacher; P1-P6 teachers only	
315	How many of those female teachers are trained?	[Numeric]		
316	How many of those female teachers receive their salary from the state government payroll?	[Numeric]		
317	Is there any written record of teacher attendance for the current term available?	Yes No	This may be the timesheet or time book, or any other written record. Enumerator should ask to see the record. Select only "yes" if have seen it. Otherwise, select "no."	ESSPIN

318	In your view, what problems prevented teachers from attending school regularly in the last school year (September 2019 – March 2020)?	A naka/ki ganin, me nene ya hana mallamai zuwa makaranta yan day a kamata a zangon makaranta ta karshe – wato Satumba ta 2019 zuwa Yuli ta 2020?	Security and safety related issues Pay/Salary related Low motivation among teachers/ laziness Social or religious obligations (funerals, weddings, festivals) Training Own or family illness/disease Childcare/maternity/paternity leave Epidemic/disease outbreak Weather-related reasons (rain, flooding, landslides) Lack of supervision Political activities/ strikes Involved in other income generating activities Bad School infrastructure/ conditions Lack of teaching materials Distance/Travel time None Others (specify)	Not related to COVID-19 Select all that apply
319	Have you done anything to improve teacher attendance during the last school year (September 2019 – March 2020)?		Yes No I don't know/No response	
320	What have you done to improve teacher attendance during the last school year (September 2019 – March 2020)?		Ruling attendance book at opening time and following up absences Insist on written absence requests Complete movement book during school hours Discuss with teachers about attendance	Select all that apply

			Address pay/ salary related grievances Address childcare/ maternity/paterni-ty related issues Address issues related to school infrastructure/ conditions Address lack of teaching materials Others (specify) _____		
	School environment				
400	Does the school have electricity?	Makarantar na da wutar lan-tarki?	Yes No I don't know/No response	First ask if there is electricity in the school and then probe how regular the electricity supply is. Electricity supply also includes electricity from generator or solar power.	ESSPIN/GEP3
400a	[If "yes" for 400]: Is the electricity supply regular or irregular?	In e, tana samun wuta a kowane lokaci ko kuma akan kawo a kuma dauke?	Regular Irregular I don't know/No response		
401	Does the school have a collection of reading books (or library) that pupils can borrow from? (This does not include not course books.)		Yes No I don't know/No response		GEP3
402	Does the school have a playground or a sports area?		Yes No I don't know/No response		GEP3
402a	[If "yes" to 402]:Do girls have access to the playground or sports area?		Yes No I don't know/No response		GEP3
402b	[If "yes" to 402]: With what frequency do girls use the playground or sports area?		Very often Often Sometimes Rarely Never		

403	What is the main source of drinking water at this school?		Tanker truck Surface water Rainwater Protected dug well or spring Tube well or borehole Piped water River or stream Unprotected dug well or spring Purchased from vendors No water source Others, specify ____		GEP3
404	Does the school currently have a School-Based Management Committee or SBMC?	Makarantar na da kwamitin hadin-kan iyaye da malamai, wato	Yes No I don't know/No response		ESSPIN
404a	[If "yes" to 404]: When did the SBMC last meet?	Yaushe rabon SBMC da zaman taro?	1. This term or during the preceding vacation 2. The last term of the previous school year 3. Earlier than that 4. It has not yet met 98. Don't know / refused to answer		ESSPIN
404b	[[If 'has not yet met' to 404]: What is the reason for the SBMC not yet having met?		It just recently formed There was a change in leadership COVID-19 precautions have prevented meeting Other: specify: _____		
405	Does instruction officially occur in a language other than English?		Yes No I don't know/No response	Enumerator hint: This refers to a language used in teaching of pupils in this school, other than English language. May also known as Bilingual instruction/ Mother-tongue instruction/Multilingual instruction	New

45a	[If "yes," to 405] which languages?	Hausa Igbo Yoruba Nupe Other: specify _____ Don't know/No response	Include dropdown menu for Other: Pidgin English Benin/Edo Ebira Esan Fulfulde Gbagyi Ibibio Kanuri Nupe Tiv Arabic	New
405b	[If "yes," to 405], which grades? (Select all that apply)	P1 P2 P3 P4 P5 P6		New
405c	[If "yes," to 405], which subject areas?	Reading/language arts Mathematics Basic Science &Technology Religion and National Values (Civic Education) Creative Arts Pre-Vocational Studies Other: specify _____	Identify class periods being taught in a national language (a language that is not English). Perhaps the school also has other courses taught in a national language as well during the day. Select all those subject areas the head teacher indicates are taught in a national language.	New
	Impact of COVID-19			
501	During the 2019-2020 school year, for how long was your school closed due to COVID closures? (In number of weeks)	Numeric [Range 0-30]	Enumerators clarify – are focusing on months in 2020.	New
502	During the 2020-2021 school year, for how long was your school closed due to COVID closures? (In number of weeks)	Numeric [Range 0-30]	Enumerators clarify – are focusing on months in 2021.	New

503	During COVID-related closures, did students at your school have the opportunity to attend virtual learning?	Yes No Don't know/No response	New
503a	[If yes to 503]: What type?	Radio lessons TV lessons Lessons via Internet, Tablet or Smartphone SMS-based lessons WhatsApp-based lessons Paper lessons distributed by school Small study groups	New
503b	[If yes to 503], what actors provided this instruction?	NGOs SUBEB State Ministry of Education UBEC UNICEF Teachers	New
503c	[If yes to 503]: How do you assess the quality of that instruction?	Very good Good Fair Poor Very poor Don't know/No response	New
503d	[If yes to 503]: What proportion of students were able to access virtual instruction during school closures?	Nearly all Three-quarters Half A quarter Less than a quarter Don't know/No response	New

504	What proportion of female students have returned to school after the most recent COVID-related school closure?	Nearly all Three-quarters Half A quarter Less than a quarter Don't know/No response	New
505	What proportion of male students have returned to school after the most recent COVID-related school closure?	Nearly all Three-quarters Half A quarter Less than a quarter Don't know/No response	New
506	Regarding student promotion, did qualifying students move to the next primary level in October 2020 when classes resumed after the covid closures?	Yes No Don't know/No response	
506a	[If no to 506] In what month did promotions occur?	November 2020 December 2020 January 2021 February 2021 Other, specify: _____	
507	What was the nature of promotion?	Based on exam results Based on completing the curriculum of the grade Based on attendance Based on the need to free up space for the new students coming into P1, so all students were promoted to the next grade regardless of curricular progress, attendance, or assessment results Direct promotion (did not take into account results) Other, specify _____	

	Contextual factors			
601	Which factor(s) can you identify as possibly contributing to improved pupil learning since 2016?	Improved teacher practice Improved parental engagement Reduction or elimination of school fees National school feeding program Use of national languages for instruction Improved tracking of student progress Reduction in number of students Increase in number of teachers on staff Contributions of external donors/ programs I can't – learning did not improve Other, specify: _____ I don't know/No response	Do not prompt. Probe for more information. Select all that apply.	New
602	Which factor(s) can you identify as possibly contributing to weakened pupil learning since 2016?	Increased financial hardship/inability to pay school fees Insecurity Changes in teaching methods Suspension of national school feeding program Increases in student enrolment (overpopulation) Lack of adequate materials Inadequate teacher training Inadequate teacher professional development (including coaching and retraining)	Do not prompt. Probe for more information. Select all that apply.	New

		Poor teacher attendance Poor pupil attendance School closures – related to COVID-19		
		School closures – all other reasons (not COVID-19) Inconsistent or insufficient administrative practices at state or federal level (Teacher assignment, payroll, etc.) I can't – Learning did not weaken since 2016 I don't know/No response		
603	Between September 2018 and present, did the school experience closures lasting more than two weeks (not including COVID-19 related closures)?	Yes No Don't know/No response	Question is asking about closures NOT related to COVID.	New
603a	[If 'yes,' to 603]: What was the cause of the school closure? (Select all that apply.)	Teacher strikes Student strikes Transportation strike Natural disaster (flood, earthquake, sand storm) Insecurity Other, specify: _____		New
603b	[If 'yes' to 603]: What was the duration of the school closures between September 2018 and January 2020? (In weeks)	Numeric Range: 0 to 100		New

Schoolgrounds Observation

These questions are to be answered directly by the enumerator based on their observations. The enumerator will need to visit the schoolgrounds in order to see each of these elements. A few questions may require additional clarity. Seek information from the head teacher or other teachers at the school.

1	Does the school have make-shift classrooms?	Yes No	Make-shift classrooms include the use of tents, huts, spaces under a tree, open space, and dilapidated structures that were not part of the government-built school.	
2	Does the school have a fence or boundary wall?	Yes No		GEP3
3	[If yes to 3] Is the fence or boundary wall in need of repair?	Yes No		
4	Are windows in need of repair?	Yes No Don't exist	Respond yes if 1 or more windows are in need of repair.	

Teacher Attendance Worksheet

School _____

LGA_____

Date_____

Instructions: This worksheet addresses all P1-P6 teachers. If the teacher attendance record is available then please record the date and the number of absent teachers from the attendance record. Start with the date of the visit and work backwards. If the attendance record is not please estimate the number of teachers absent for the last 5 days when the school was open. For the sake of efficiency, the head teacher may complete the table while enumerators begin data collection.

5	Is the roof or ceiling in need of repair?	Yes No Don't exist		
6	Are the classroom walls in need of repair?	Yes No Don't exist	Respond yes if 1 or more walls are in need of repair.	
7	Is the playground in need of repair?	Yes No Don't exist		

8	How many functioning toilets does the school have for pupils?	[Numeric]	Make sure to observe and only include toilets that are in full working condition. This means toilets that have water and are being used today.	GEP3
8a	[If greater than 1 for 8]:How many of these toilets are specifically for girls?	[Numeric]	If not evident that the toilets are specific to girls, ask a teacher or head teacher for clarity.	GEP3
9	How many functioning toilets does the school have for teachers?	[Numeric]	Make sure to observe and only include toilets that are in full working condition. This means toilets that have water and are being used today.	
9a	[If more than 1 for 9]: How many of these are specifically for female teachers?	[Numeric]	If not evident that the toilets are specific to girls, ask a teacher or head teacher for clarity.	

Student enrolment and attendance worksheet

School _____ LGA _____ Date_____

	P1		P2		P3		P4		P5		P6	
	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys
AY 19-20												
# pupils enrolled at beginning of AY 19-20												
# pupils with disabilities enrolled at beginning of AY 19-20												
AY 20-21												
# pupils enrolled at beginning of AY 20-21												
# pupils with disabilities enrolled at beginning of AY 20-21												
# pupils repeating current grade during AY 20-21												
# pupils present on Monday of this current week												
Percentage of presence at school during the week starting Monday, 2 November 2020												
Note: Record only if present within the Register. If not already calculated, enter "Not available."												

Date	Date	# of male teachers absent	# of female teachers absent
Day of visit			
1 day previous to the date of visit			
2 days previous to the date of visit			
3 days previous to the date of visit			
4 days previous to the date of visit			

Student Survey

SDG4 Evaluation 2021

Pupil Questionnaire

Draft January 2021

#	Question	Response options	Notes	Source
	Preamble			
001	State		Pre-populated on tablet	N/A
002	LGA		Pre-populated on tablet	N/A
003	School name		Pre-populated on tablet	N/A
004	School code		Pre-populated on tablet	N/A
005	Pupil ID		Automatically generated by tablet	N/A
006	Name of data collector		Pre-populated on tablet	N/A
007	Date of data collection		Automatic	N/A
008	Class of student	P2 P4	Data collector makes selection	N/A
	Background questions			N/A
101	How old are you? Shekarar ka/ki nawa?	[Numeral]	99 for No answer/ don't know Data validation range: 5-20	N/A

102	Pupil's gender Jinsin Yaro/Yarinya	Female Mace Male Namiji	Data collector makes selection	N/A
103	Did you attend nursery or ECCDE before starting Primary 1? Ko ka/kin halarci rabin aji ko "ajin yara" kafin ka/ki shiga aji daya na firamare?	Yes Eh No A'a Don't know/No response Ban sani ba / Bai/Bata ce komai ba		New – allows triangulation with MICS indicator for early childhood education
104	Did you attend Quranic school before starting Primary 1?	Yes Eh No A'a Don't know/No response Ban sani ba / Bai/Bata ce komai ba		
105	Do you do home lessons with a tutor/private teacher? Ko kana/kina yin darusan karatun boko a gida da wani mai koyarwa/ malami?	Yes Eh No A'a Don't know/No response Ban sani ba / Bai/Bata ce komai ba	Quranic or religious (Islamiyya) tutor/ private teacher does not count.	New – judged OPM question inappropriate – similar to TDP question:" Are you attending any other school besides this school? This can be during the day or the evening.

105a	[If yes to Q105] Which subjects do you study during the home lessons? Wadanne darusa kuke nazari akai yayin karatun a gida?	Reading/language arts Mathematicss Lissafi Basic Science & Technology Religion and National Values (Civic Education) Creative Arts Pre-Vocational Studies Other: specify_____ Wani daban: fayyace _____ Don't know/No response Ban sani ba / Bai/Bata ce komai ba	Open-ended – Enumerator chooses answer that best aligns with pupil's response Select all that apply	New – judged OPM question inappropriate
106	Does someone you live with help you with your homework or help you to review lessons? Ko wani da kuke zaune tare na taimaka maka/miki wajen yin aikin makaranta na gida (assigment) ko ya/ta taimaka maka/miki wajen bitar karatu?	Yes Eh No A'a Don't know/No response Ban sani ba / Bai/Bata ce komai ba	Could be brother, sister, mother, father, uncle, guardian. Someone that lives in the home with them (apart from the tutor/private teacher)	New – in order to separate out private additional support from familiar support.

106a	[If yes to 106] Who is the individual that helps you most often? Wanene ke taimaka maka/miki mafi akasari?	Mother Mahaifiya Father Mahaifi Sister Ya/Kanwa Brother Wa/Kani Aunt Anti Uncle Kawu Grandmother Kaka Mace Grandfather Kaka Namiji Guardian Mariki/Marikiya (Mai kula da yaron/yarinyar) Other: specify _____ Wani daban: Fayyace _____	This should be family member or someone they live with. (Not a tutor or private teacher.). If the child mentions more than one person, probe for the one that helps the pupil the most	
107	Do you have any of the following books/materials that you can read at home? Ko akwai littatafai ko kayan karatu da zaka/zaki iya karantawa a gida? Su menene?			New – question allows for some comparison with MICS data – books within the home for young children specifically

107a	Newspaper Jarida	Yes No I don't know/No response
107b	Magazine Mujalla	Yes No I don't know/No response
107c	Children's books Littattafan Yara	Yes No I don't know/No response
107d	Comics/Cartoons Littattafan Tatsuniya	Yes No I don't know/No response
107e	Coloring books Littattafan zane (shafa kala)	Yes No I don't know/No response
107f	Bible Injila (Bible)	Yes No I don't know/No response
107g	Quran Al-Kur'ani	Yes No I don't know/No response
107h	Schoolbooks Litattafan makaranta	Yes No I don't know/No response
107i	Other books Wasu littattafan daban	Yes No I don't know/No response
107j	Written notes, letters, lists, doctor's notes (received or used within the family) Rubuce-rubuce a takarda, wasika, jerin lis na abubuwa, rubutun likita (da aka karba ko akayi amfani dashi a cikin gidan)	Yes No I don't know/No response
107k	Cellphone materials (text messages, digital books, etc.) Abubuwan cikin waya (sakonni waya, littattafan waya, da sauran su)	Yes No I don't know/No response
107l	Other, specify: _____	Yes No I don't know/No response

107	[If yes to any 106 option] Do you read at home? Kana/kina karatu a gida?	Yes Eh No A'a Don't know/No response Ban sani ba / Bai/Bata ce komai ba	A broad question – if ever have the opportunity to read very small texts to larger ones., ie., Do you ever read at all?	
108	Do you have any challenges that make it difficult for you to come to school? Ko kana/kina samun kalubale wajen zuwa makaranta?	Yes Eh No A'a Don't know/No response Ban sani ba / Bai/Bata ce komai ba		TDP
108a	[If yes to 108] What are the main challenges? Wadanne kalubalen ake fuskanta? [Select all that apply]	[ ] Need to help with income generating activities (e.g. farming) [ ] Need to help with household chores [ ] Lack of uniform [ ] Parents cannot afford payments for school [ ] Corporal punishment [ ] Child abuse [ ] Social or religious obligations (funerals, weddings, festivals) [ ] Poor quality of teaching and learning [ ] Parents are not supportive about sending child to school [ ] Disease/illness/health issues [ ] Traffic, danger roads/crossings [ ] Cinkoso, manyan titi/ko masu hadari wajen tsallakawa. [ ] Bullying/Harassment/abuse from other children [ ] Cin zarafi/zagi daga sauran yara Harassment from teachers [ ] Harassment from authorities (police, local officials, local security outfits) [ ] Cin zarafi daga hukuma (yan sanda, hukumomin unguwa, ma'aikatan tsaro na unguwa) [ ] Rebels/thieves/bandits [ ] Yan ta'adda/Barayi [ ] Natural hazards (floods, erosion, bush fire…) [ ] Hadarin yanayi (Ambaliya, zaizayar kasa, gobarar daji…) [ ] Long distance to get to school [ ] Nisan hanya zuwa makaranta [ ] Risk of kidnapping [ ] Hadarin garkuwa da mutane (kidnapping) [ ] Risk of sexual violence [ ] Hadarin fyade [ ] Spirits/ghosts [ ] Iskokai/fatalwa [ ] Hazardous terrain to travel (mountains, rivers, ravines,…) [ ] Hadarin rashin kyan hanya (Tsaunika, kogi, korama mai gudanar da ruwa….) [ ] Lack of means of transportation [ ] Rashin abin hawa	Open-ended – Enumerator chooses answer(s) that best aligns with pupil's responses	

		[ ] Don't know/No response [ ] Ban sani ba / Bai/Bata ce komai ba	
	Learning during COVID		
	Each of the following questions refers to how you may have learned while schools were closed due to COVID. Kowanne daga cikin tambayoyin da zasu biyo baya suna magana ne akan ta yadda ka/kika iya koyan karatu yayin da aka rufe makarantu saboda KORONA.		The COVID closure period refers to March thru September 2020 as well as additional closures in 2021.
201	During school closures due to COVID, did you read or practice your schoolwork on your own? Lokaci da aka rufe makarantu a dalilin KORONA, ko ka/kin yi karatu ko gwajin wani aikin makaranta da kanka/kanki?	Yes A'a No A'a Don't know/No response Ban sani ba / Bai/Bata ce komai ba	
202	During school closures due to COIVD, did you have private lessons with a tutor or private teacher? Lokaci da aka rufe makarantu a dalilin KORONA, ko kayi/kinyi darusan karatu da wani mai koyarwa ko malami?	Yes A'a No A'a Don't know/No response Ban sani ba / Bai/Bata ce komai ba	
203	During school closures due to COVID, did you work on any activities that your school teachers sent/gave you? Lokaci da aka rufe makarantu a dalilin KORONA, ko kayi/kinyi aiki akan wasu abubuwa da malaman ku suka turo maka/miki?	Yes A'a No A'a Don't know/No response Ban sani ba / Bai/Bata ce komai ba	

204	During school closures due to COVID (March to September last year), did you listen to or participate in any radio lessons? Lokaci da aka rufe makarantu a dalilin KORONA, ko ka/kin saurari/halarci wasu darusan karatu a rediyo?	Yes A'a No A'a Don't know/No response Ban sani ba / Bai/Bata ce komai ba
205	During school closures due to COVID (March to September last year), did you watch or participate in any TV lessons? Lokaci da aka rufe makarantu a dalilin KORONA ko ka/kin kalli ko halarci wasu darusan karatu a talabijin (TV)?	Yes A'a No A'a Don't know/No response Ban sani ba / Bai/Bata ce komai ba
206	During school closures due to COVID did you participate in lessons that used SMS messages? Lokaci da aka rufe makarantu a dalilin KORONA, ko ka/kin halarci wasu darusan karatu wanda aka yi amfani da bangaren tura sakonni na waya?	Yes A'a No A'a Don't know/No response Ban sani ba / Bai/Bata ce komai ba
207	During school closures due to COVID, did you participate in online lessons using a computer/tablet or smartphone? Lokaci da aka rufe makarantu a dalilin KORONA, ko ka/kin halarci wasu darusan karatu na yanar gizo ta komfuta/babbar waya ko karamar waya mai bada damar shiga yanar gizo?	Yes A'a No A'a Don't know/No response Ban sani ba / Bai/Bata ce komai ba
	People you live with	

301	How many people are there in your family? Explain: The people in your family are those that you normally share food with and who treat the same person as their head of household. Mutane nawa ne a gidanku? Explain: Mutanen gidanku sune wadanda kuke cin abinci tare kuma suke kallo mutum daya da ku a matsayin maigidan/shugaba a gidan. The child should include him/her-self. If the child is unsure, ask him/her to list all the people and help him/her count.	[Numeral]	99 for No answer/ don't know Data validation range: 0-35	ESSPIN
302	What language do you speak most often at home? Wanne yare kuke yi a gida?	Hausa Hausa Igbo Inyamuranci Yoruba Yarabanci Pidgin English Brokin English Turanci Benin/Edo Benin/Edo Ebira Ebira Esan Esan Fulfulde Fulatanci Gbagyi Gbagyi Ibibio Ibibio Kanuri Barbanci/ Kanuri Nupe	Ask what language the child speaks the most often at home. We are looking for the language spoken most often by the child. If there are multiple languag-es the child has in mind, the data col-lector should probe in order to identify the language the child speaks the most often at home. Insert a list of lan-guages for Other.	New

		Nufanci Tiv Yaren Tibi Other: specify _____ Wanni daban: Fayyace _____ Don't know/No response Ban sani ba / Bai/Bata ce komai ba		
303	Does your mother live in the same house as you? Ko mahaifiyar ka/ki na zaune a gida daya da kai/ke?	Yes A'a No A'a Some of the time Wani lokacin Don't know/No response Ban sani ba / Bai/Bata ce komai ba		ESSPIN
303a	[If No for 303]: Where does your mother live? A ina mahaifiyar ka/ki ke zama?	My mother lives in another house Mahaifiyata na zama a wani gidan daban My mother is not alive Mahaifiyata bata raye Don't know/No response Ban sani ba / Bai/Bata ce komai ba		ESSPIN
303b	[If Yes/Some of the time for 303]: Does your mother know how to read? Ko mahaifiyar ka/ki ta iya karatu?	Yes A'a No A'a Don't know/No response Ban sani ba / Bai/Bata ce komai ba	Refers to ability to read in any language.	New – replaces ESSPIN questions: Did your mother go to school? Did your mother complete Primary school?

304	Does your father live in the same house as you? Ko mahaifin ka/ki na zaune a gida daya da kai/ke?	Yes A'a No A'a Some of the time Wani lokacin Don't know/No response Ban sani ba / Bai/Bata ce komai ba		ESSPIN
304a	[If no for 304]: Where does your father live? A ina mahaifin ka/ki ke zama?	My mother lives in another house Mahaifina na zama a wani gidan daban My mother is not alive Mahaifina baya raye Don't know/No response Ban sani ba / Bai/Bata ce komai ba		ESSPIN
304b	[If Yes/Some of the time for 304]: Does your father know how to read? Ko mahaifin ka/ki ya iya karatu?	Yes A'a No A'a Don't know/No response Ban sani ba / Bai/Bata ce komai ba	Refers to ability to read in any language.	New – replaces ESSPIN questions: Did your father go to school? Did your father complete Primary school?
305	[If No for 303 AND 304]: What is the name of the main person who looks after you? Menene sunan ainahin wanda/ wadda ke kula da kai/ke?	[TEXTBOX]	This is the person the child lives with. In the case that they do not live with a biological mother or father.	ESSPIN

305	Does [insert guardian's name] know how to read? Ko [insert guardian's name] ya/ta iya karatu?	Yes A'a No A'a Don't know/No response Ban sani ba / Bai/Bata ce komai ba	Refers to ability to read in any language.	New – replaces ESSPIN questions: Did your guardian go to school? Did your guardian complete Primary school?
306	What religion does your family practice? Wanne addini kuke yi a gida?	Christianity Kiristanci Islam Musulunci Other Wani daban No religion Ba addini Don't know/No response Ban sani ba / Bai/Bata ce komai ba		ESSPIN
	Socioeconomic status (Assets)			
	Now I want you to look at some pictures of things. Please look at these pictures one by one and tell me if you have any of these things in your home. Yanzu ina so ka/ki kalli wasu hotuna na wasu abubuwa. Ka/ki duba hotunan nan daya bayan daya ka/ki gayamin idan kuna da wani daga cikin wadannan abubuwan a gidanku?		Use "Asset cards" to illustrate concepts to children.	ESSPIN
401	Does your family have a sofa? Ko gidanku akwai kujerar kushin mai kamar gado?	Yes A'a No A'a Don't know/No response Ban sani ba / Bai/Bata ce komai ba		ESSPIN

402	Does your family have a chair? Ko gidanku akwai kujera?	Yes A'a No A'a Don't know/No response Ban sani ba / Bai/Bata ce komai ba	ESSPIN
403	Does your family have a table? Ko gidanku akwai tebur?	Yes A'a No A'a Don't know/No response Ban sani ba / Bai/Bata ce komai ba	ESSPIN
404	Does your family have a mattress / bed? Ko gidanku akwai katifa / gado?	Yes A'a No A'a Don't know/No response Ban sani ba / Bai/Bata ce komai ba	ESSPIN
405	Does your family have a mat? Ko gidanku akwai tabarma?	Yes A'a No A'a Don't know/No response Ban sani ba / Bai/Bata ce komai ba	ESSPIN
406	Does your family have a sewing machine? Ko gidanku akwai keken dinki?	Yes A'a No A'a Don't know/No response Ban sani ba / Bai/Bata ce komai ba	ESSPIN

407	Does your family have a fridge? Ko gidanku akwai firiji?	Yes A'a No A'a Don't know/No response Ban sani ba / Bai/Bata ce komai ba	ESSPIN
408	Does your family have a bicycle? Ko gidanku akwai keke?	Yes A'a No A'a Don't know/No response Ban sani ba / Bai/Bata ce komai ba	ESSPIN
409	Does your family have a motor-bike? Ko gidanku akwai babur/mashin?	Yes A'a No A'a Don't know/No response Ban sani ba / Bai/Bata ce komai ba	ESSPIN
410	Does your family have a car? Ko gidanku akwai mota?	Yes A'a No A'a Don't know/No response Ban sani ba / Bai/Bata ce komai ba	ESSPIN
411	Does your family have a genera-tor? Ko gidanku akwai jannareto / inji?	Yes A'a No A'a Don't know/No response Ban sani ba / Bai/Bata ce komai ba	ESSPIN

412	Does your family have a fan? Ko gidanku akwai fanka?	Yes A'a No A'a Don't know/No response Ban sani ba / Bai/Bata ce komai ba	ESSPIN
413	Does your family have a radio? Ko gidanku akwai rediyo?	Yes A'a No A'a Don't know/No response Ban sani ba / Bai/Bata ce komai ba	ESSPIN
414	Does your family have a TV? Ko gidanku akwai talabijin (TV)?	Yes A'a No A'a Don't know/No response Ban sani ba / Bai/Bata ce komai ba	ESSPIN
415	Does your family have a computer? Ko gidanku akwai komfuta?	Yes A'a No A'a Don't know/No response Ban sani ba / Bai/Bata ce komai ba	ESSPIN
416	Does your family have a mobile phone? Ko gidanku akwai wayar salula?	Yes A'a No A'a Don't know/No response Ban sani ba / Bai/Bata ce komai ba	ESSPIN

417	Does your family have an air conditioner? Ko gidanku akwai na'urar sanyaya daki (AC)?	Yes A'a No A'a Don't know/No response Ban sani ba / Bai/Bata ce komai ba	ESSPIN

Mapping of literacy and numeracy tools by competency

Literacy tool

Competency	Test item end of P2 (administered to P3 students)	Test item end of P4 (administered to P5 students)
Phoneme awareness	Rhyming words – The pupil is asked to say words which rhyme with the word said by the assessor. Score is calculated in terms of numbers of correct answers.	
Fluency	Letter knowledge – The pupils is asked to read letters from a grid in one minute. Score is calculated in terms of number of correct letters read in one minute	
Fluency	Familiar Words – The pupils is asked to read words from a grid in one minute. Score is calculated in terms of number of correct words read in one minute	Familiar Words – The pupils is asked to read words from a grid in one minute. Score is calculated in terms of number of correct words read in one minute
Decoding	Initial letter of words – The pupil is asked to identify the initial letter of words represented by pictures. Score is calculated in terms of number of letters correctly identified	
Oral comprehension	Listening comprehension – The pupils is asked to answer questions after the assessor has read a short passage in English. Score is calculated in terms of numbers of correct answers.	Listening comprehension – The pupils is asked to answer questions after the assessor has read a short passage in English. Score is calculated in terms of numbers of correct answers.
Fluency	Reading aloud – the pupil is asked to read a short passage out loud. Score is calculated in terms of correct words read.	Reading aloud – the pupil is asked to read a short passage out loud. Score is calculated in terms of correct words read.
Written comprehension		Reading comprehension – The pupils is asked to answer questions after reading a short passage. Score is calculated in terms of numbers of correct answers.

Numeracy tool

Competency	Test item P3	Test item P5
Number recognition		
Number order	Counting – The pupil is asked to count numbers up from 1 to 10. Correct score is given when the child manages to count to 10.	Counting – The pupil is asked to count numbers up from 1 to 10. Correct score is given when the child manages to count to 10. Counting (2)– The pupil is asked to count numbers up from 50 to 60. Correct score is given when the child manages to count to 60.

		Counting (3) – The pupil is asked to count in 10s from 800 to 900. Correct score is given when the child manages to count to 900. Counting (4) – The pupil is asked to count in 100s from 1000 to 2000. Correct score is given when the child manages to count to 2000.
Number order	Numbers in order – The pupil is asked to write group of numbers in the correct order. Score is calculated as number of correct answers	
Number patterns	Number patterns – The pupil is asked to identify the missing number in a group of numbers. Score is calculated as number of correct answers.	
Mathematical operations	Addition – The pupil is asked to compute results of additions. Score is calculated as number of correct answers	Addition – The pupil is asked to compute results of additions. Score is calculated as number of correct answers
Mathematical operations	Subtractions – The pupil is asked to compute results of subtractions. Score is calculated as number of correct answers	Subtractions – The pupil is asked to compute results of subtractions. Score is calculated as number of correct answers
Problem solving	Money Sums – The pupil is asked to compute results of money sum oral problems. Score is calculated as number of correct answers	Money Sums – The pupil is asked to compute results of money sum oral problems. Score is calculated as number of correct answers
Problem solving		Word problems – The pupil is asked to compute results of oral problems. Score is calculated as number of correct answers

Annex I: Participants of the Review and Validation Workshop in Uyo, Akwa-Ibom State, September 2021

S/N	NAME OF PARTICIPANT	ORGANIZATION
1	H.E Princess Adejoke Olrelokadefolire	SSAP-SDGs
2	Engr. Ahmad Kawu	SOP-SDGs
3	Dr Zakari Lawal	MFBNP/Chair TWG-SDGs
4	Dr Uzodinma Adirieje	Nigeria association of evaluators
5	Angela Nathaniel	National Bureau of Statistics
6	Madukwe Solomon	FMoH
7	Bello Aliyu.S.	FMoH
8	Uguuanyi Carolina	Enugu State Ministry of education
9	Dr George Nwosu	Federal Ministry of education
10	A.B. Saadu	OSSAP-SDGS
11	Nonso Obikili	UN RCO
12	Dr Robert Ndamobissi	UNICEF

13	Beatrice Angaye Olomieije	Bayelsa SMoH
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19	Bala Y. Yunosa	OSSAP-SDGS
20	Yahaya Umar	OSSAP-SDGS
21	Abubakar Metcho Mohammed	OSSAP-SDGS
22	Abudu Usman	SMoH-Gombe
23	Raji Risikat Folashade	Kwara SMoE
24	Dr Zakariya Mohammed	OSSAP-SDGS
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27	Sani Muhammed Kabara	Kano SMoE
28	Ime David	SDGS AUS
29	Arua M.A Mrs	FME SDG4
30	Jatau Jonathan Snami	SMOH Nasarawa
31	Khalilu Muhammed	UNICEF
32	Dr Erudo E.D	UNICEF
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34	Rose Keffas	OSSAP-SDGs
35	Akor Francis	OSSAP-SDGs

Annex J: SDG4 Indicator Definitions

Definitions for these indicators derive from UNESCO .

Gross intake ratio to the last grade: The number of new entrants in the last grade of the given level of education, regardless of age, is expressed as a percentage of the population of the intended entrance age to the last grade of that level of education. Note: If data on new entrants are not collected directly, they can be calculated by subtracting the number of pupils repeating the last grade from total enrolment in the last grade.

Net enrolment ratio in primary education: Divide the total number of students in the official school age range for the given level of education who are enrolled in any level of education by the population of the same age group and multiply the result by 100.

Out-of-school rate: The number of students of the official age for the given level of education enrolled in pre-primary, primary, secondary or higher levels of education is subtracted from the total population of the same age. The result is expressed as a percentage of the population of the official age for the respective level of education. For primary, lower secondary and upper secondary education, the official age groups for the respective level of education are used in the indicator calculation. For pre-primary education, the indicator is calculated for children aged one year before the official age of entry into primary education.

Percentage of children over-age for grade: The sum of enrolments across all grades in the given level of education which are 2 or more years older than the intended age for the given grade is expressed as a percentage of the total enrolment in the given level of education

Endnotes

1. Government of Nigeria, Nigeria's Road to SDGs: Country Transition Strategy, 2015.
2. In Nigeria, defined as six years of primary and three years of junior secondary education.
3. Established on page 14 of the ToR.
4. Years of publication referenced in the report are as follows: MICS: 2007, 2011, 2016-2017; NDES: 2016, 2017, 2018, 2019. NDHS: 2008, 2012, 2018; and NEDS: 2015, 2020.
5. Federal Ministry of Education, 2017, p. 10. Note that UNICEF's 2018 survey calculates this number to be 13.2 million.
6. Per the ToR, the ESSP (2016–2019) is the focus of this evaluation. The FMOE has also released a modification of that plan for 2018–2022. Analysis of the plans shows that there is not much difference between the plans, with the notable difference that the 2018–2022 plan has a framework for activity monitoring and estimated cost for each activity.
7. Figure numbering refers to that in main report.
8. Recall that SDG4.1 addresses not only access but, critically, the quality of education.
9. Numbering of indicators was determined by UNICEF Nigeria based on UNESCO, 2017. The order of indicators differs slightly from a more recent source: UNESCO Institute for Statistics, 2021. UNICEF Nigeria added indicator 4.1.4a for consistency with SDG4 evaluation findings.
10. Grade 2 and 3 reading and mathematics scores are reported in this table. See section 3.5, "Impact" for a more detailed discussion.
11. These results are from project-linked assessments rather than a national assessment and rely on project-determined benchmarks rather than nationally determined proficiency levels. See Effectiveness 1 response for nuanced discussion and Tables 3.10 and 3.11 for comparisons of proficiency criteria. Note that the NEDS (2020) report accessible to the evaluation team does not present learning proficiency results disaggregated by gender. See section 3.7 for literacy and numeracy results by gender for the present evaluation.
12. ESSPIN results are recalculated for the SDG4 evaluation and reflect findings for sampled states.
13. Two assessments (NEDS and ESSPIN) merit particular attention though neither satisfies the requirements for being a nationally representative learning assessment using nationally established grade-appropriate benchmarks. See the response to the Impact 2 EQ for a detailed discussion.
14. See Annex J for descriptions of indicators based on UNESCO's definitions.
15. The Compulsory, Free, Universal Basic Education Act 2004 establishes basic education as six years of primary and three years of junior secondary education. See Effectiveness 2 response for discussion of practices that impose practical barriers on education truly being free for all children. Given that the SDG4 evaluation's scope covers the basic education cycle, we focus here solely on those initial years of education.
16. Retrieved from: https://sdgs.un.org/2030agenda
17. Federal Ministry of Education, 2017, p. 10. Note that UNICEF's 2018 survey calculates this number to be 13.2 million.
18. OPM began the process with UNICEF, established the evaluation questions and methodology, and co Federal Ministry of Education, 2017, p. 10. Note that UNICEF's 2018 survey calculates this number to be 13.2 million.
19. OPM began the process with UNICEF, established the evaluation questions and methodology, nducted the inception workshop in 2019 under an initial ToR. Alegre Associates and EdIntersect came under contract in response to an updated ToR in September 2020 and carried through the remainder of the process.
20. The purpose of the evaluation as well as the audience are laid out in the ToR – see pp. 11–13.
21. Established on p. 14 of the ToR.
22. See ESSPIN's evaluation of SBMC contributions to community engagement in education: ESSPIN/UKAID,

School-based management: engaging communities in school improvement, n.d.

23. Per the ToR, the ESSP (2016–2019) is the focus of this evaluation. The FMOE has also released a modification of that plan for 2018–2022. Analysis of the plans shows that there is not much difference between the plans, with the notable difference that the 2018–2022 plan has a framework for activity monitoring and estimated cost for each activity.
24. Central Bank of Nigeria, 'Annual Statistical Bulletin', <www.cbn.gov.ng/documents/statbulletin.asp>
25. FMOE 2013, p. ii.
26. The 6th National Policy on Education, which is still being used at the time of writing this report, was produced in 2013 when the SDG was not in place; this is why it does not reference the SDGs.
27. Adapted from Outhred and Turner, 2019.
28. BESDA has not yet become operational, but will operate in the five NIPEP states, and aims to improve educational outcomes, primarily through the implementation of a payment for results framework, focusing on directing UBEC funding more effectively to improve educational quality and sector accountability, and reduce the number of out-of-school children. For more details see the BESDA Programm Appraisal Document: <documents.worldbank.org/curated/en/839251498183393835/pdf/BESDA-PAD-May-30-2017-06012017.pdf>
29. This exercise builds upon the draft ToC included within the SDG4 evaluation ToR (see p. 7).
30. Revised Supplementary Programme Note on the Theory of Change for the UNICEF Strategic Plan, 2014–2017 United Nations Children's Fund Executive Board Annual session 2014 (3–6 June 2014).
31. Girl Child Education in Kano State: Policy Brief, June 2018
32. Ministry of Education, Enugu State Inclusive Education Policy 2014, pp. 4–5.
33. Interview with Permanent Secretary, Kaduna State Ministry of Education
34. This definition and subsequent definitions were informed by the following resource: OECD Home, 'Evaluation Criteria', <oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>
35. Federal Republic of Nigeria, UBE Act, 2004, p. 29.
36. This refers to various charges that a school or SBMC may require. These fees are often 'hidden'.
37. Multiple related acronyms are employed to describe Nigeria's school feeding programme and include: Home-Grown School Feeding (HGSF), Home-Grown School Feeding Programme (HGSFP), National Home-Grown School Feeding Programme (NHGSFP).
38. Extracted from data.uis.unesco.org on 3 June 2021 from UIS.Stat for all countries except Nigeria as no data are available for the country. Nigeria data are calculated using federal budgeted and NOT spent amounts.
39. Better Evaluation, 2014, Paragraph 1. Cost Effectiveness Analysis. https://www.betterevaluation.org/en/evaluation-options/CostEffectivenessAnalysis
40. The 2017 baseline report also refers to SMed data but the reference for the acronym was not provided and it is not known to the evaluation team.
41. This is in comparison to other known assessment techniques, like the early grade reading assessment (EGRA) and early grade mathematics assessment (EGMA) as well as Education Sector Support Programme in Nigeria (ESSPIN), Girls Education Project Phase 3 (GEP3) and Teacher Development Programme (TDP) studies.
42. NEDS 2020 was funded by the World Bank and sought to specifically provide data relevant to the 17 states where the BESDA project intervenes. The methodology section of the report indicates that the
43. survey covered all 36 states of the Federation and the Federal Capital Territory. The states were divided into focus and non-focus states based on selected indicators – number of children in school, disaggregated by sex – which is required for BESDA's Disbursement Linked Indicator (DLI). The number of Enumeration Areas (EAs) for focus states was 9,711 (36,418 households), and 458 EAs for the non-focus states (1,811 households) giving a total of 10,169 EAs in both urban and rural areas across the country for the survey. A total of 116,912 children (112,324 in the 17 focus states and 4,588 in the non-focus states) were covered in the households interviewed" (p. 4).
44. It is unclear to the SDG4 evaluation team from the NEDS 2020 report whether or not the aggregate results cover all 36 states or just the 17 BESDA states. Four of the six SDG4 evaluation case-study states were part of the 2020 sample: Kaduna, Kano, Katsina and Zamfara. Enugu and Kwara were not.
45. The languages are not indicated in the NEDS (2015) report.
46. Funds derive from crude oil sales, royalties, customs duties, direct taxes, value added tax, dividends, etc.
47. PTA levies include contributions from SBMC and other groups such as Mother's Associations.
48. The actual name of the state is masked to assure confidentiality.
49. Unity Schools are Federal Government owned Junior and Senior Secondary Schools, there are 103.
50. Guardian Nigeria, 2016.
51. The authorized list of approved payments by the Federal

Ministry of Education for the 2016/2017 session. Fees and Levies excludes Tuition fees, which are free for all students.

52. PTA levies are in some cases higher than the total approved by government as they may engage PTA teachers.
53. Comparison with Kaduna State was not possible for both P2 literacy and numeracy assessments because P2 had not resumed after COVID-19 related school closures at the time of data collection. It was also not possible to compare for the other states for various assessments because these data were not included in the baseline data sets provided to the evaluation team.
54. Closer analysis of the data does not provide additional explanation for this increase between 2007 and 2008. While there are differences in the MICS and DHS methodologies, we do not see such differences for other years. Instead, we hypothesize that there may have been an event or policy change that may have caused this positive disturbance.
55. We cannot run a significance test when all pupils are in the same category of reading comprehension.
56. Numbering of indicators was determined by UNICEF Nigeria based on UNESCO, 2017. The order of indicators differs slightly from a more recent source, UNESCO Institute for Statistics, 2021. UNICEF Nigeria added indicator 4.1.4a for consistency with SDG4 evaluation findings.
57. Grade 2 and 3 reading and mathematics scores are reported in this table. See impact section (section 3.5) for more detailed discussion.
58. These results are from project-linked assessments rather than a national assessment and rely upon project-determined benchmarks rather than nationally determined proficiency levels. See Effectiveness 1 response for nuanced discussion and Tables 20 and 21 for comparisons of proficiency criteria. Note that the NEDS (2020) report accessible to the evaluation team does not present learning proficiency results disaggregated by gender. See section 3.7 for literacy and numeracy results by gender for the present evaluation.
59. ESSPIN results are recalculated for the SDG4 evaluation and reflect findings for sampled states.
60. Two assessments (NEDS and ESSPIN) merit particular attention though neither satisfies the requirements for being a nationally representative learning assessment using nationally established grade-appropriate benchmarks. See the response to the Impact 2 EQ for a detailed discussion.
61. See Annex J for descriptions of indicators based on UNESCO's definitions.
62. The Compulsory, Free, Universal Basic Education Act 2004 establishes basic education as six years of primary and three years of junior secondary education. See Effectiveness 2 response for discussion of practices that impose practical barriers on education truly being free for all children. Given that the SDG4 evaluation's scope covers the basic education cycle, we focus here solely on those initial years of education.
63. UNICEF's Equity Determinants Analysis Framework (MORES) guides this analysis as indicated by the ToR. The framework (2014) puts forth 10 determinants or "critical conditions" that "are necessary to ensure coverage of quality interventions/services/care practices for the most disadvantaged children and families" (p. 5). The evaluation team wishes to emphasize that the evaluation design produces correlational analysis rather than causal analysis. In some cases, factors have been widely acknowledged repeatedly within the literature as having a relationship with educational outcomes.
64. Results indicating significance need to be interpreted with caution. A significant p-value means that there is at least one significant difference between states, not that all states are significantly different. This comment applies for each comparison between states.
65. Information was elicited from parents/guardians on children age 4–16 who have ever attended school but stopped attending at any time (NEDS, 2020).
66. Nigeria Policy Innovation Unit, National Home-Grown School Feeding Programme Impact Evaluation Report, 2019, Slide deck. Slide 2.
67. When identifying records of children with disabilities that were enrolled in schools, data collectors asked specifically about 'children with special needs' as it was confirmed prior to data collection that this term is more frequently used at the school level.
68. UNICEF Deputy Representative in Nigeria, Pernille Ironside made the announcement at a Northern Nigeria Traditional Leaders Conference on Out-of-School Children held in Kaduna in October 2018 (reported by Ibrahim Mohammed in the Premium Times of 11 October 2018).
69. The exception is numeracy between 2004 and 2010 for the lowest quintile, which stayed the same.
70. Nigeria Policy Innovation Unit, National Home-Grown School Feeding Programme Impact Evaluation Report, 2019, Slide deck. Slide 4.
71. Interview data revealed that Kwara State is not benefiting from the development partners' intervention to address girls' and women's empowerment initiatives because the state has not been able to meet the donor requirements. No development partner has been working in the state since 2017.
72. As obtained from UBEC website, such states include Kwara from 2015–2019; Ekiti, Enugu, Nasarawa from 2017–2019; Abia, Adamawa, Osun, Oyo and Plateau from 2018–2019. No

state has accessed special grant for curriculum development from 2009–2019.

73. Kwara State is the only state in the case study states for this evaluation that did not access the grant during a five-year period but the cumulative total of UBEC funds was released in early 2021 after the state met all the requirements for the grant.
74. Comparison with Kaduna State was not possible for both P2 literacy and numeracy assessments because P2 had not resumed after COVID-19 related school closures at the time of data collection. It was also not possible to compare for the other states for various assessments because these data were not included in the baseline data sets provided to the evaluation team.
75. https://learningportal.iiep.unesco.org/en/glossary

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