

Policy Brief

Innovative Ways to Increase Educational Opportunities for Women and Youth



Centre for Social Justice Limited by Guarantee (CSJ)

Policy Brief

Innovative Ways to Increase Educational Opportunities for Women and Youth

Written

By

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(With the support of the CSJ Fiscal Governance Team)

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ACRONYM

DHS	Demographic and Health Survey
ERGP	Economic Reform and Growth Plan
ESCR	Economic, Social and Cultural Rights
FCT	Federal Capital Territory
FGN	Federal Government of Nigeria
GPA	Ground Progressive Average
ICESCR	International Chartered on Economic, Social and Cultural Rights
ICT	Information Communication Technology
JAMB	Admission and Matriculation Board
PCR	Primary School Completion Rate
SSA	Sub Saharan Africa
UBE	Universal Basic Education
UBEC	Universal Basic Education Commission
UNESCO	United Nations Education, Scientific and Cultural Organization

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EXECUTIVE SUMMARY

The Policy Brief is divided into four parts. Part One reviews the concept of inequality in education within the framework of the basic parameters of the right to education. The parameters are availability, accessibility (physical, economic accessibility and non-discrimination), acceptability and adaptability. It pointed out that inequality is a product of policy choices, laws and practices of governments, the private sector and the society as a whole. It is not ordained by nature and there is a legal and moral imperative to use law and policy including affirmative action to reduce inequality. Considering the indivisibility and interdependency of all human rights and fundamental freedoms, issues of nutrition, healthcare, adequate housing, etc. all influence learning and the ability of students to excel at the basic level and in their chosen fields in later years of education.

Part Two deals with the legal and policy framework. It reviews that national and international standards applicable Nigeria on the right to education notably the International Covenant on economic, Social and Cultural Rights, the African Charter on Human and Peoples Rights, the Convention on the Rights of the Child, the African Charter on the Rights and Welfare of the Child as well as the Convention on the Elimination of all forms of Discrimination against Women. At the national level, it reviewed the Compulsory, Free and Universal Basic Education Act, the constitutional Fundamental Objectives and Directive Principles of State Policy, the National Youth Policy, the National Gender Policy, etc.

Part Three is the situation report on education. It reviews the primary school enrolment data, enrolment into public and private junior secondary schools, enrolment into public and private senior secondary schools and enrolment into tertiary institutions. It disaggregated the enrolment data in to boys and girls, rich and poor and the urban and rural divide. The federal funding of education and the funding gap were analysed, the low allocation to capital expenditure as well as the funding of the Universal Basic Education programme; primary school completion rate, student teacher ratio, the Boko Haram challenge, the Almajari challenge and low or absent sexuality education were reviewed.

Part Four is the conclusions and recommendations. The following recommendations were proffered.

1. Harmonise education curriculum and industry needs: The review of education curriculum to make it more relevant to industry needs will generate more employment opportunities and a synergy between education, employment and job creation.

2. Greater attention to education for the knowledge economy: Specifically, in the new age of information communications technology, special attention should

be paid to ICT, the development of human capital for the knowledge economy and enhanced practical vocational skills that encourage new ventures and self-employment¹.

3. Mainstream gender in education curriculum: In accordance with the National Gender Policy, reviewing existing curriculum to make it gender sensitive; develop gender resource materials; strengthen gender research methodologies, train gender experts for instructions in schools, etc.

4. Increase enrolment in the sciences: Current enrolment in universities is not in favour of science and technology. Science to non-science ratio is 32-68 instead of 60-40 ratio recommended by the National Education Policy. Fiscal incentives including scholarships to students, increased funding of the sciences, etc. should be used to develop critical personnel needs to link the academia to industry, agriculture, etc.

5. Increase resource allocation to education: Resource allocation for the right to education should be increased. Even if we cannot achieve the UNESCO benchmark of 26% of the budget, Nigeria should dedicate at least 13% of the overall budget to education, being half of the target. This will facilitate the recruitment of more teachers in to the school system at all levels.

6. Harmonise resource allocation with national development plans: Resource allocation to education should be harmonized and aligned with the fiscal projections of national development plans on education, youth and gender.

7. Full implementation of UBEC and Child Rights Act: The strict implementation of the UBEC and Child Rights Act is imperative. Education at the basic level is by law compulsory, universal and free. Parents or guardians who withhold their children and wards from school should face legal sanctions in accordance with the law². Improved resource outlays, sensitization, enlightenment, incentives and sanctions should be combined to ensure compliance with the law.

8. Energise UBEC funds: UBEC and state governments should engage in dialogue and studies to find out the reasons informing the inability of states to access matching grants which have left over N63.453billion outstanding and un-accessed at UBEC. In the alternative, if there is a refusal to access the money based on tardiness, corruption or political considerations, the money should be reallocated to states ready and willing to utilise same.

9. Increase demand for accountability: UBEC should consider adequate publicity on states accessing their resources in UBEC to create maximum pressure and demand from citizens on state governors and the state legislature.

¹ This recommendation is also very relevant to employment creation.

² See section 2 of the Compulsory, Free Universal Basic Education Act, 2004.

10. Create more transparency and participation: Releases of funds to educational institutions should be published in the media and disseminated to stakeholders to ensure monitoring and oversight by these stakeholders. This will reduce corruption and leakages in the system and improve transparency and accountability. Also, the involvement of communities and stakeholder in policy planning, implementation, monitoring and evaluation will increase the value added in education.

11. Affirmative Action: FGN and state should consider affirmative action strategies for the improvement of female education. This may include launching a female education campaign, scholarships, bursaries, etc. for female students, quotas and more enrolment opportunities in tertiary institutions.

12. Special campaign and sensitisation on the Child Rights Act: The Child Rights Act contains comprehensive provisions on the rights of Nigerian children including the girl child. But its provisions are more obeyed in the breach. A special campaign to sensitise Nigerians on its provisions is imperative. This will also be coupled with activating the sanctions mechanism in deserving cases.

13. Engaging the social binding constraints to female education: Collaboration with and engagement of traditional institutions of socialization including religious groups will be imperative for the achievement of results. They will be engaged to stop the practices such as early child marriage, child betrothal, child labour, etc..

14. Sexuality Education: The early exposure of the male and girl child to sexuality education will reduce a number of sexuality related challenges that negatively affect education.

15. Safe Schools Initiative: In the North East of Nigeria where education is threatened by the Boko Haram virus (western education is a sin), the Safe Schools Initiative should be vigorously implemented to provide the safe enabling environment for everyone especially the girl child to pursue education.

16. Special Needs Education: The educational needs of youths and women with disabilities should be mainstreamed in the formal and informal education system. Special funding should be dedicated to this initiative.

17. Children of public offices holders should attend public schools: The government should consider a policy framework that guarantees that the children of the high level public officers attend public schools. This will make their parents real stakeholders in the Nigerian education system this is against the current practice where public office holders educate their children in private schools.

1. CONCEPTUALISING INEQUALITY IN EDUCATION

Inequality in education arises in situations of unequal access to factors that will lead to the realisation of the basic parameters of the right to education. It is imperative to point out that inequality is a product of policy choices, laws and practices of governments, the private sector and the society as a whole. It is not ordained by nature and there is a legal and moral imperative to use law and policy, including affirmative action to reduce inequality.

In situations where educational institutions and supporting facilities are not available in sufficient quantities, this may limit the access of some students to pursue courses and gain requisite education. The second is accessibility which encompasses physical and economic accessibility and non-discrimination. In situations where the cost of schooling precludes students from poor homes from gaining education, issues of inequality arise. Also, if there are instances of law or policy sanctioned discrimination or indeed discrimination in fact, issues of inequality will arise. The third is acceptability which is about the quality and relevance of education to society. The final parameter, adaptability insists that education should be flexible to change with the changing needs of society and to respond to diversity and cultural settings³. If learning outcomes differ widely across institutions and this leads to enhanced ability of some graduates to fit into the social milieu; functional discrimination in society in terms of being able to secure employment, then real life issues of inequality have been placed on the table.

Essentially, it has been stated that⁴:

Educational inequality is the unequal distribution of academic resources, including but not limited to; school funding, qualified and experienced teachers, books, and technologies to socially excluded communities. These communities tend to be historically disadvantaged and oppressed. More times than not, individuals belonging to these marginalized groups are also denied access to the schools with abundant resources. Inequality leads to major differences in the educational success or efficiency of these individuals and ultimately suppresses social and economic mobility.

Measuring educational efficacy varies by country and even provinces/states within the country. Generally, grades, GPA scores, test scores, dropout rates, college entrance statistics, and college completion rates are used to measure educational success. These are measures of an individual's academic performance ability. When determining what should be measured in terms of the educational success of an individual, many scholars and academics suggest that GPAs, test scores, and other measures of performance ability are

³ See General Comment No.13 of the United Nations Committee on Economic, Social and Cultural Rights on the functional parameters of the right to education.

⁴ https://en.wikipedia.org/wiki/Educational_inequality

not the only useful tools in determining efficacy⁵. In addition to academic performance, attainment of learning objectives, acquisition of desired skills and competencies, satisfaction, persistence, and post-college performance should all be measured and accounted for when determining the educational success of individuals. Scholars argue that academic achievement is only the direct result of attaining learning objectives and acquiring desired skills and competencies. To accurately measure educational efficacy, it is imperative to separate academic achievement because it captures only a student's performance ability and not necessarily their learning or ability to effectively use what they have learned⁶.

The Fundamental Rights Chapter of the 1999 Constitution (as amended)⁷ in section 42 states that:

42. (1) *A citizen of Nigeria of a particular community, ethnic group, place of origin, sex, religion or political opinion shall not, by reason only that he is such a person:-*

(a) be subjected either expressly by, or in the practical application of any law in force in Nigeria or any executive or administrative action of the government, to disabilities or restrictions to which citizens of Nigeria of other communities, ethnic groups, places of origin, sex, religions or political opinions are not made subject; or

(b) be accorded either expressly by, or in the practical application of, any law in force in Nigeria or any such executive or administrative action, any privilege or advantage that is not accorded to citizens of Nigeria of other communities, ethnic groups, places of origin, sex, religions or political opinions.

(2) No citizen of Nigeria shall be subjected to any disability or deprivation merely by reason of the circumstances of his birth.

The implication of the above provision is that laws and policies should not unduly favour, privilege or discriminate and hold back individuals or groups or communities from gaining education. Considering the indivisibility and interdependency of all human rights and fundamental freedoms, issues of nutrition, healthcare, adequate housing, etc. all influence learning and the ability of students to excel at the basic level and in their chosen fields in later years of education.

⁵ Cited with approval in Wikipedia; Williams, Belinda, ed. *Closing the Achievement Gap: A Vision for Changing Beliefs and Practices*. 2nd ed. Alexandria, VA: Association for Supervision and Curriculum Development, 2003.

⁶ With approval in Wikipedia; York, Rankin, & Gibson, Travis T., Susan & Charles (2015). *"Defining and Measuring Academic Success". Practical Assessment, Research & Evaluation. 20 (5, March 2015).*

⁷ Unless the context otherwise indicates, any reference in this Policy Brief to the Constitution is a reference to the Constitution of the Federal Republic of Nigeria 1999, as amended.

2. LEGAL AND POLICY REVIEW

The importance of education cannot be over-emphasised. Experts have stated that:

“Education is both a human right in itself and an indispensable means of realising other human rights. As an empowerment right, education is the primary vehicle by which economically and socially marginalised adults and children can lift themselves out of poverty and obtain the means to participate fully in their communities⁸”.

Nigeria is state party to a plethora of international standards on the right to education which entitles everyone, including women and youths, to education on a non-discriminatory basis. The standards include article 13 of the Covenant on Economic, Social and Cultural Rights (ICESCR); article 17 of the African Charter on Human and Peoples Rights (ACHPR); articles 28 and 29 of the Convention on the Rights of the Child (CRW); article 11 of the African Charter on the Rights and Welfare of the Child (ACRWC); article 10 of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), etc.

At the national level, the educational objectives of the state are found in section 18 of the Constitution, being the Fundamental Objectives and Directive Principles of State Policy; the African Charter on Human and Peoples Rights which has been domesticated as national law and the Compulsory, Free Universal Basic Education Act, the Child Rights Act, etc. Thus, basic education is under Nigeria law compulsory, free and universal⁹. The Universal Basic Education Commission is set up with funding inter alia from 2% of the Consolidated Revenue Fund of the Federal Government dedicated annually for the funding of basic education. Again, FGN promised in the Economic Reform and Growth Plan¹⁰, under the ‘Investing in Our People’ umbrella to *‘provide support for the poorest and most vulnerable members of society by investing in social programmes and providing social amenities’*. It also promised job creation and youth empowerment and improved human capital development.

Nigeria has a youthful population. The Federal Government’s Youth Policy states its goal in education to be the promotion of equal access to quality education; and educational opportunities for all youth in Nigeria irrespective of sex, ethnicity, religious belief, geographical location and socio-economic circumstances¹¹. However, the extant Youth Policy is a 2009 document which is in need of review.

⁸ Opening paragraph of General Comment No. 13 on the Right to Education, of the United Nations Committee on Economic, Social and Cultural Rights.

⁹ See the Compulsory, Free Universal Basic Education Act, 2004.

¹⁰ Economic Recovery and Growth Plan 2017-2020, being Nigeria’s overarching economic development plan.

¹¹ National Youth Policy 2009, Revised Edition at page 39. However, the Youth Policy is being reviewed and stakeholder consultations and engagement is ongoing.

The Youth Policy identifies education as the single most important factor contributing to the ability of young people to live a productive and responsible life. It is a major priority in the development of young men and women because it is through education and training that they can be better prepared for life¹². Challenges for youth education include poor funding, curriculum that is de-linked from the world of work, inadequate learning infrastructure, poorly trained and motivated teachers, corruption in the sector, etc.

The National Gender Policy states its policy goal in education as follows: to ensure equal access of women, men, girls and boys to both formal and informal education and to improve demand and supply factors that hamper retention, completion and high school performances, especially for the girl child at all levels - primary, secondary, tertiary and in the informal setting¹³. The Policy identifies the major constraints to female education as follows: poor implementation of government policies; high dropout rate of girls from school as a result of early marriage, teenage pregnancy and poverty of parents/guardians; and weak monitoring mechanism to measure implementation of programmes. Others are poor budgetary allocations to education; poverty, cultural and religious practices such as early child marriage, teenage pregnancy and child labour¹⁴. However, the extant Gender Policy is a 2006 document which is in dire need of review.

There is the National Gender Policy in Basic Education. The goal of the Gender in Basic Education Policy is to ensure equal access to basic education and promote retention, completion and high performance for all pupils – with the required attention and provisions for the particularly disadvantaged children, especially (often girls) at the basic education level (i.e. Primary and Junior Secondary School).

Education is directed at the full development of the human personality and the sense of its dignity, strengthen respect for human rights and enable effective participation in a free society, promoting understanding, tolerance and friendship among all peoples¹⁵.

¹² The strategic intervention points include ensuring basic education; reform of education content and curricula; informal learning; gender equality, youths in distress; specialized education, teacher training; human rights education; vocational training; counseling; ICT, etc.

¹³ The National Gender Policy 2006. However, a new gender Policy 2016 has been prepared but it is yet to be approved by the Federal Executive Council.

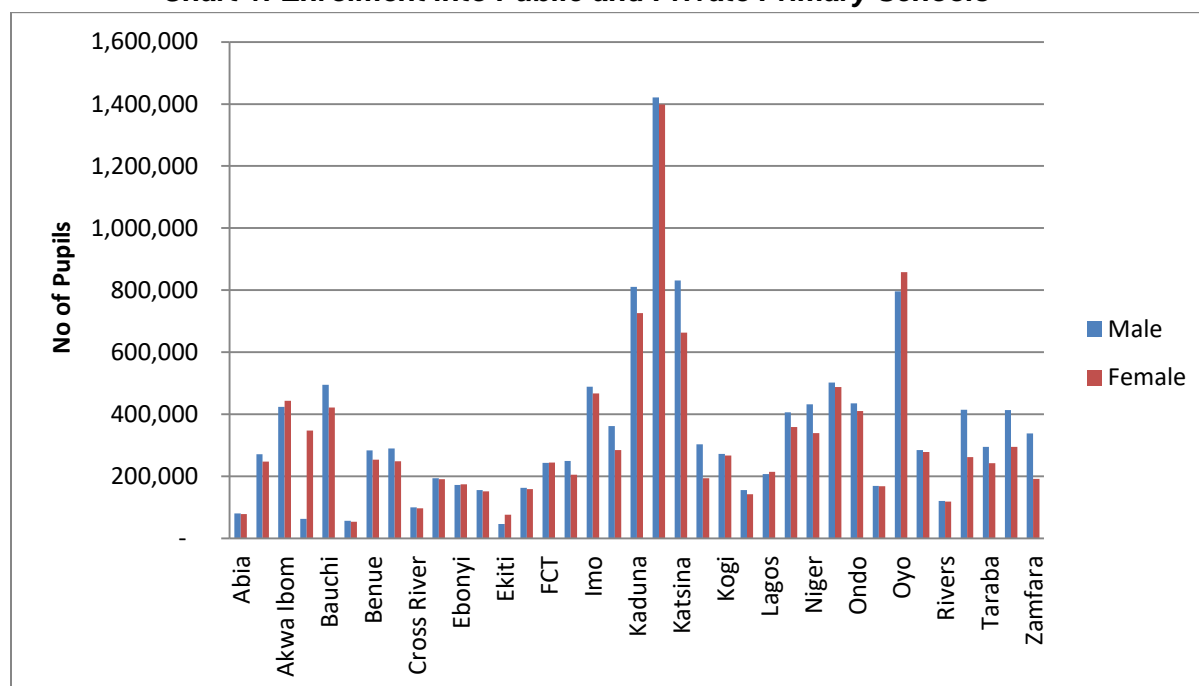
¹⁴ See page 61 of the National Gender Policy, 2006.

¹⁵ Article 13 of the ICESCR.

3. SITUATION REPORT IN EDUCATION

3.1 Primary School Enrolment: Data on primary school enrolment from the Federal Ministry of Education show that 24.54 million pupils were enrolled into public and private primary schools for the 2015/2016 academic session of which 12.76 million were male intakes and 11.77 million were female intakes. This represents an intake gap of 985,112 between the two sexes. Chart 1 is a graphical representation of the enrolment data in some states as disaggregated by state and sex. The full data in Chart 1 is as presented in Annex 1.

Chart 1: Enrolment into Public and Private Primary Schools



Source: Charted with Data from Educational Planning, Research and Development Department of the Federal Ministry of Education¹⁶

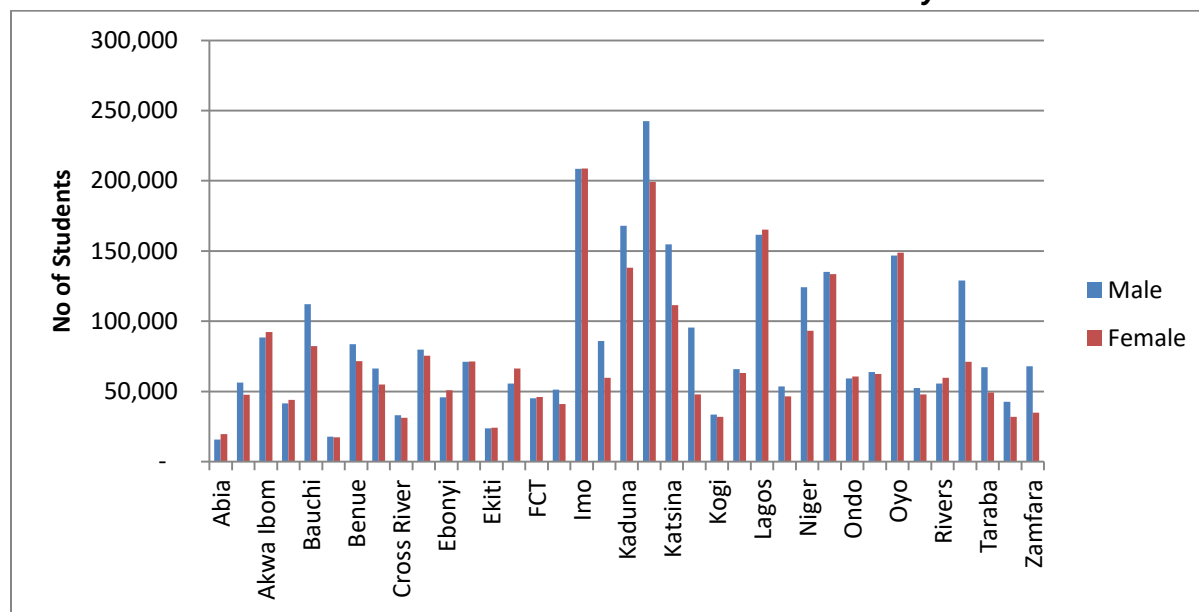
Enrolment rate analysis across the states reveal that 30 states had a higher male to female enrolment rate while only 6 states (Akwa Ibom, Anambra, Ebonyi, Ekiti, Lagos and Oyo) and the FCT, had a higher female to male enrolment rate for the 2015/2016 academic session. Kano State had the highest number of female intakes with a total of 1.398 million enrollees, followed by Oyo and Kaduna States with 858,352 and 726,061 enrollees respectively. Bayelsa State had the least number of female enrollees with 54,330 intakes. On the other hand, Kano State had the highest number of male enrollees with 1.42 million intakes while Ekiti had the least number of male enrollees with 46,565 intakes.

¹⁶ The data was sent by letter of May 22, 2017 to Centre for Social Justice in response to its freedom of information request dated April 26, 2017.

3.2 Enrolment into Public and Private Junior Secondary Schools: Data from the Department of Educational Planning, Research and Development of the Federal Ministry of Education indicated that 5.81 million students were enrolled in public and private junior secondary schools for the 2015/2016 academic session. It also showed that 3.1 million enrollees of this number were male while the remaining 2.7 million enrollees were female. This represents an intake gap of 399,761 enrollees.

Chart 2 presents the pictorial representation of the enrollees as disaggregated by states and sex for the 2015/2016 academic session. The full data is presented in Annex 1.

Chart 2: Enrolment into Public and Private Junior Secondary Schools



Source: Charted with Data from Educational Planning, Research and Development Department of the Federal Ministry of Education

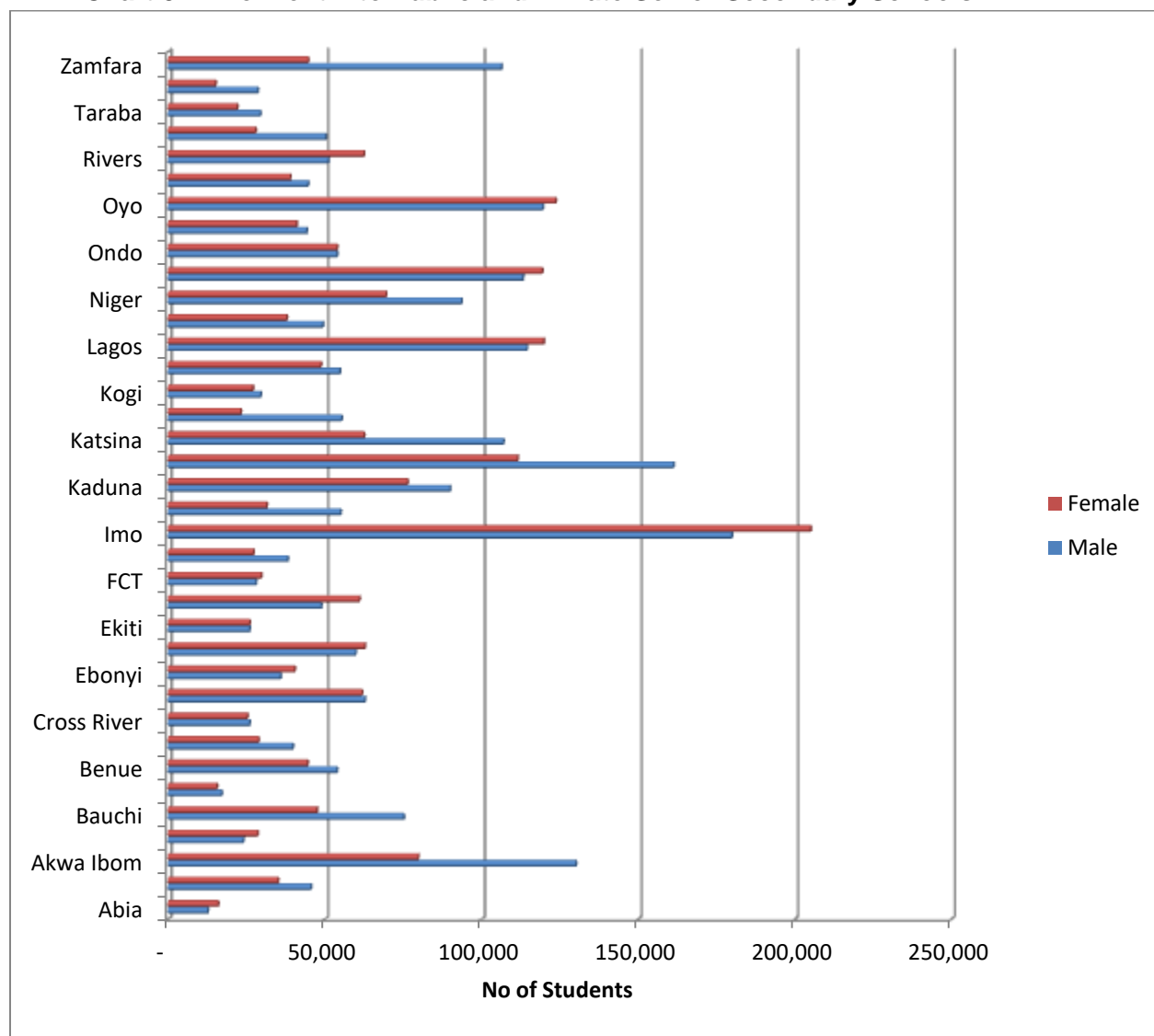
Looking at the male to female enrolment ratio across the states, 24 states had a higher male to female enrolment ratio while 12 states and the FCT had a higher female to male enrolment ratio. Imo State had the highest number of female enrollees with 208,780 intakes. Kano, Lagos and Oyo States were next in line with 199,237; 165,207 and 148,830 enrollees respectively. Bayelsa State had the least number of female enrollees with 17,472 intakes. Regarding male enrollees, Kano State recorded the highest number of intakes with 242,398 enrollees while Abia State had the least with 15,709 enrollees.

3.3 Enrolment into Public and Private Senior Secondary Schools: Data from the Department of Educational Planning, Research and Development of the Federal Ministry of Education show that for the 2015/2016 academic session, a total number of 4.34 million students were enrolled into public and private

secondary schools in Nigeria. It further showed that 2.35 million intakes out of this number were male while 1.99 million intakes were female which means that there was an intake gap of 363,237 between the sexes.

Chart 3 below presents the variation of intakes into public and private senior secondary schools across the states of the federation, disaggregated by sex for the 2015/2016 academic session. The full data is presented in the Annex 1.

Chart 3: Enrolment into Public and Private Senior Secondary Schools



Source: Charted with Data from Educational Planning, Research and Development Department of the Federal Ministry of Education

Although the population of the states vary, it is noteworthy however to point out that Imo State recorded the highest number of female intakes into public and private senior secondary schools with a total number of 205,016 intakes. Oyo,

Lagos, and Ogun states followed with 123,603; 119,804 and 119,309 female intakes respectively. Yobe state had the least number of female intakes with a 15,063 enrollees for the academic session. Again, Imo had the highest number of male intakes with a total number of 179,880 enrollees while Abia state had the least with 12,503 enrollees. In all, 26 states had more male to female enrolment ratio with only 9 states having a higher female to male enrolment ratio.

3.4 Disaggregated Enrolment Data: Data available from the United Nations Educational, Scientific and Cultural Organisation (UNESCO) indicates that as at 2016, Nigeria had 31 million primary school age children and the number of out of school children is stated at 9 million¹⁷. In Table 1, the primary school age population (in and out of school) is indicated.

Table 1: Primary School Age Population (in and Out of School)

	Girls	Boys
Primary School Age Population	15,208,000	15,829,000
% In School	63	67
% Out Of School	37	33

Source: <http://uis.unesco.org/apps/visualisations/oosci-data-tool/index-en.html#en/NGA>

Table 1 shows that 37% of girls of school age are out of school while 33% of the boys of school age are out of school. This amounts to an average of 35% of school age children who are out of school. The Table speaks about inequality and may be, discrimination based on sex. The factors responsible for sex discrimination in education will fall under the considerations listed in the National Gender Policy.

Table 2 further explains the rates of schooling in terms of the rural urban divide.

Table 2: Rural Urban Divide in School Attendance

	Rural	Urban
Primary School Age Population	21,788,000	9,249,000
% In School	56	85
% Out Of School	44	15

Source: <http://uis.unesco.org/apps/visualisations/oosci-data-tool/index-en.html#en/NGA/in-out-school/rural-urban>

From Table 2, only 56% of rural school age children are in school leaving 44% out of school as against 85% who are in school in the urban area with 15% being out of school. The rural urban divide is a divide of wealth versus poverty, knowledge versus ignorance and opportunities versus lack of opportunities and as such, presents a context of inequality.

¹⁷ <http://uis.unesco.org/apps/visualisations/oosci-data-tool/index-en.html#en/cover>

Table 3 shows the differentials in terms of the children from the poorest and richest homes. Among the poorest families, more than two thirds of the children are out of school.

Table 3: Poverty and Riches Divide in School Attendance

	Poorest	Richest
Primary School Age Population	6,890,000	5,152,000
% In School	18	95
% Out Of School	72	5

Source: <http://uis.unesco.org/apps/visualisations/oosci-data-tool/index-en.html#en/NGA/in-out-school/poorest-richest>

Only 18% of children from the poorest families are in school as against 95% for children from the richest families.

3.5 Enrolment into Tertiary Institutions in 2016: Figures as released by Joint Admission and Matriculation Board (JAMB) show the number of applicants into tertiary institutions as disaggregated by sex and the category of tertiary institutions. 884,933 male students and 694,094 female students applied to be admitted into institutions of tertiary learning in 2016, making it a total of 1,579,027 applicants. It also showed that the Federal Universities had the highest number of applicants, seconded by the State Universities and the Innovative Enterprise Institutes had the least number of applicants, with 1,099,124 applicants; 434,959 applicants and 31 applicants respectively. These in percentage terms represent a 69.61%; 27.55% and less than 1% of the overall number of applicants respectively.

Table 4: Number of Applicants into Tertiary Institutions in 2016

Institution	Male	Female	Total
Federal Universities	630,168	468,956	1,099,124
State Universities	231,647	203,312	434,959
Private Universities	5,412	4,244	9,656
Polytechnics	10,979	6,605	17,584
Colleges of Education	6,703	10,970	17,673
Innovative Enterprise Institutes	24	7	31
TOTAL	884,933	694,094	1,579,027

Source: JAMB Website: Application/Admission Statistics Aggregate¹⁸

¹⁸ <http://www.jamb.gov.ng/Statistics.aspx>

As presented in Table 4 above, the gap in the number of applicants between the male and female applicants in 2016 was over 190,000 applicants, pointing to the need to even up the number of applicants from both sexes. This would be achieved by addressing the cultural or societal barriers that may have resulted to this outcome. This evidence supports the narrative that more males than females applied for admission into institutions of learning at various levels.

3.6 Universal Basic Education Programme Funding: The implementation of the compulsory, free and universal basic education programme is financed from the Federal Government’s block grant of not less than 2% of its Consolidated Revenue Fund; funds or contributions in form of Federal guaranteed credits; and local and international donor grants. For any State to qualify for the Federal Government block grant pursuant to the Act, such State shall contribute not less than 50% of the total cost of projects as its commitment in the execution of the project. The administration and disbursement of funds shall be through the State Universal Basic Education Board¹⁹. As at the end of August, 2016, the sum of N63.453 billion was outstanding at UBEC as the un-accessed sum by states²⁰. Virtually all the states with un-accessed sums had challenges with the funding of their basic education. Clearly, these states got their priorities wrong.

3.7 Allocations to Education and the Funding Gap: Nigeria is committed to providing not less than 26% of its annual budget to education under the UNESCO benchmark. In Table 5 below, the Policy Brief reviews the allocations to education 2013 to 2016 and their compliance with the 26% commitment. The Table also seeks to establish the funding gap.

Table 5: Budgets and Funding Gap in Nigeria’s Education Sector, 2013-2016

Year	Overall Federal Budget (₦ Millions)	Total Allocation to Education (₦ Millions)	% of Vote to Education to Overall Vote	26% Allocation Education (₦ Millions)	Variance between 26% and Allocation to Education
2013	4,987,220,425.601	437,478,097,032	8.77%	1,296,677,310,656	859,199,213,624
2014	4,695,190,000,000	495,283,130,268	10.55%	1,220,749,400,000	725,466,269,732
2015	4,493,363,957,158	483,183,784,654	10.75%	1,168,274,628,861	685,090,844,207
2016	6,060,677,358,227	480,278,214,688	7.92%	1,575,776,113,139	1,095,497,898,451

Source: Budget Office of the Federation: Approved Budgets and Budget Implementation Reports

Table 5 shows that the Federal Government of Nigeria (FGN) allocated 8.77%, 10.55%, 10.75% and 7.92% of its overall budget to the education sector in the years 2013, 2014, 2015 and 2016 respectively. This is an average allocation of

¹⁹ See the Compulsory, Free Universal Basic Education Act, 2004.

²⁰

<https://ubeconline.com/Pre/unaccess%20%20UPDATE%20AS%20AT%2010TH%20AUGUST%202016.pdf>

9.50% over the four year timeframe. The variance for the four years cumulatively amounts to N3.365 trillion whilst it came up to an average of N841.313 billion a year. In years like 2014 and 2015, when the overall allocation was lower, education even got a higher vote than in 2016 when the overall vote was higher. The overall budget for 2016 is higher by 29.08% and 34.88% when compared to the 2014 and 2015 votes respectively. The expectation would have been for increased allocation to the sector rather than a reduction. Thus, Table 5 shows that FGN has not lived up to its commitment under the UNESCO education funding benchmark.

The poor funding of education has led to poor learning outcomes and a situation where high ranking officers of state do not send their children and wards to public educational institutions. As such, they have no real stake in the education system.

3.8 Low Allocation to the Capital Vote: Table 6 shows the distribution of allocations between capital and recurrent budget over the four year term of 2013-2016.

Table 6: Composition of Education Allocations 2013-2016

Year	Total Allocation to Education (₦ Millions)	Recurrent Expenditure (₦ Millions)	% of Recurrent Expenditure to Total Education Allocation (₦ Million)	Capital Expenditure (₦ Millions)	% of Capital Expenditure to Total Education Allocation (₦ Million)
2013	437,478,097,032	366,247,658,676	83.72%	71,230,438,355	16.28%
2014	495,283,130,268	444,002,095,037	89.65%	51,281,035,231	10.35%
2015	483,183,784,654	459,663,784,654	95.13%	23,520,000,000	4.87%
2016	480,278,214,688	444,844,727,222	92.62%	35,433,487,466	7.38%

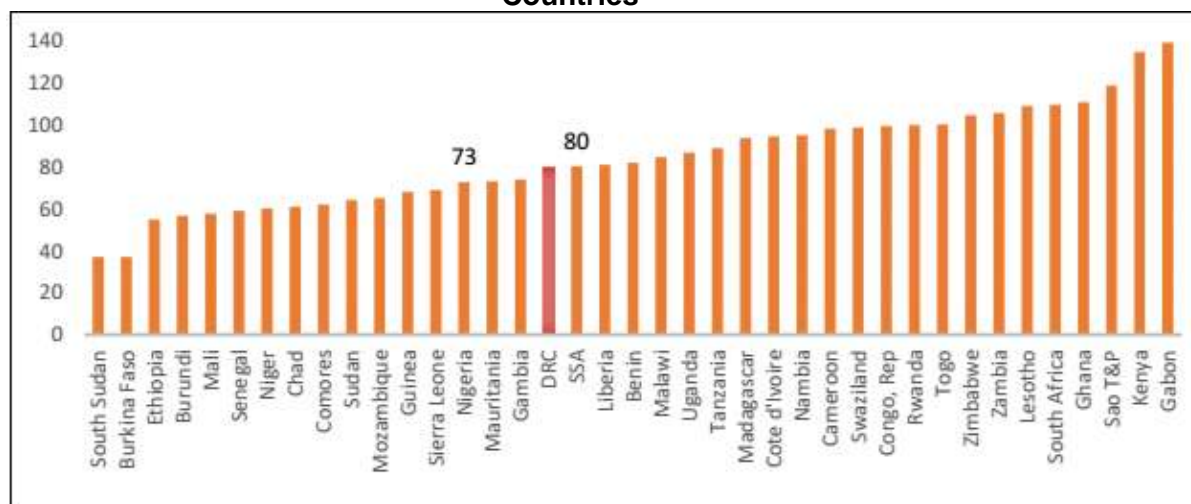
Source: Appropriation Acts, Budget Office of the Federation

The average percentage allocation to capital expenditure is 9.72% over the four years whilst recurrent expenditure was on the average 90.28% over the period. The implication is that FGN spent more on recurrent made up of personnel and overheads than it did on capital expenditure. On the average, while recognising that education is teacher (personnel) driven and needs so much resources to pay teachers; this is not a proper expenditure composition considering the demand for buildings, libraries, laboratories, ICT, etc. which are needed to improve educational quality and standards. However, the 2016 budget allocated only 7.38% to capital expenditure which does not measure up to the four year average.

In 2013, 2014, 2015 and 2016, the bulk of the recurrent expenditure went to personnel expenditure and overheads accounted for a paltry 6.33%, 5.17%, 3.99% and 4.05% respectively of overall recurrent expenditure. This calls for caution so as not to underfund the non-personnel recurrent components of education expenditure.

3.9 Primary School Completion Rate (PCR): Nigeria is lagging behind in this performance indicator in that her PCR is below the Sub Saharan Africa (SSA) average of 80. When compared with her immediate neighbours (with the exception of those that are affected by conflict), the picture leaves much to be desired as Nigeria’s 73% PCR is not on the same par with those of Cameroon (98%), Benin (85%) and Ghana (111%).

Chart 4: Primary Completion Rate (PCR) for a Select Sub Saharan African (SSA) Countries



Source: *Governance and Financial Analysis of the Basic Education Sector in Nigeria, World Bank Group; Sept. 2015, page 127*²¹

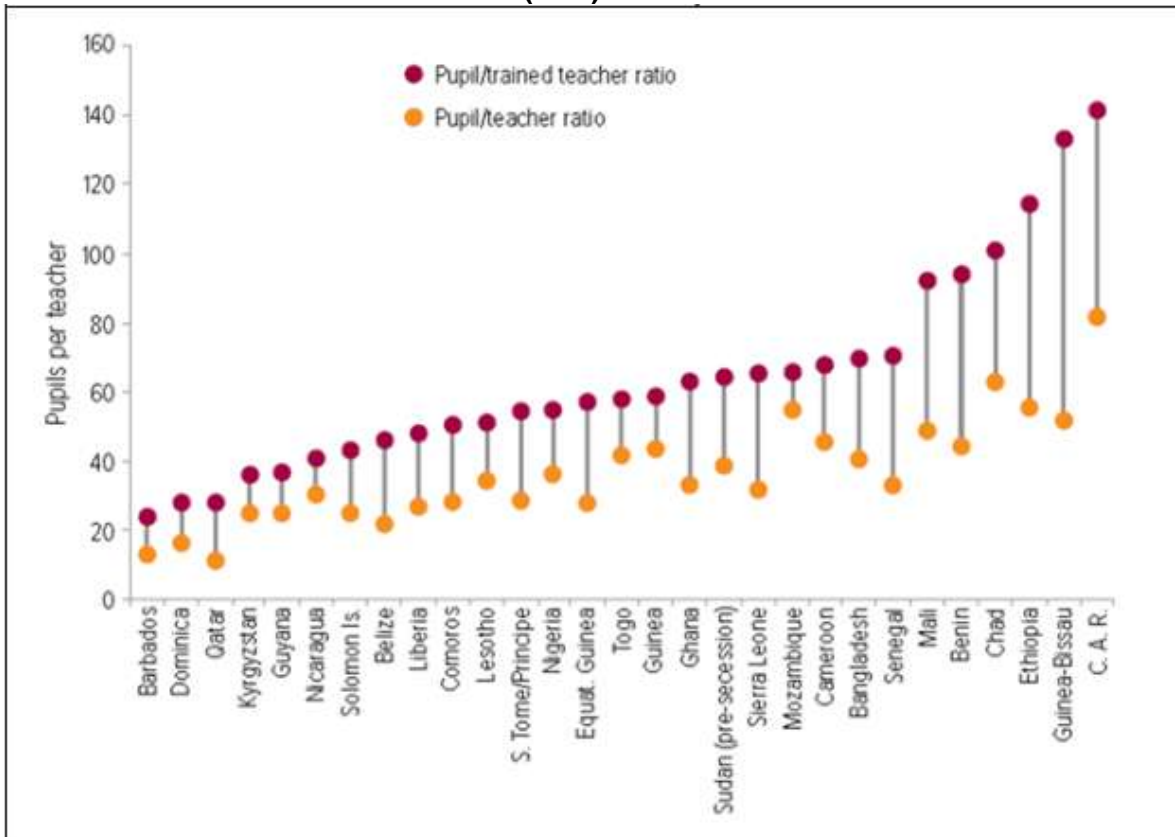
The implication is that those who do not complete their primary education will not transmit to the junior secondary school level, thereby leaving many Nigerians with little or no education for meaningful participation in modern life. With Nigeria large population, this translates to millions of Nigerians with little or no formal education.

3.10 Student Teacher Ratio

Teachers are needed to nurture and educate students for meaningful learning. The student teacher ratio provides information about the environment of learning considering that teachers will perform better when they have a limited number of students. Chart 5 shows the comparative student teacher ratio across Sub Saharan Africa and selected countries.

²¹ The Authors arrived at these calculations using Demographic and Health Survey (DHS) 2013 for Nigeria and similar surveys for the rest of the SSA countries.

Chart 5: Student Teacher Ratio (STR) in Selected African Countries



Source: *Governance and Financial Analysis of the Basic Education Sector in Nigeria*, World Bank Group; Sept. 2015, pg 25

The insufficiency of the number of recruited qualified teachers to cater for the Universal Basic Education (UBE) goals is evident in the comparatively high pupil/qualified teacher ratio. Among a selected group of countries, Nigeria ranks among the countries where the ratio of pupil/qualified teacher leaves much to be desired. In primary education, the average STR among African countries stood at 36 in 2010, whereas the ratio of students per qualified teacher hovered at 55 in Nigeria, i.e. 66 percent higher than the average across African countries.

3.11 The Boko Haram Challenge: There are challenges to education arising from the Boko Haram insurgency in the North East. Schools have been attacked and girls have been abducted like in Chibok, Bornu State while boys were killed and inflicted with grievous bodily harm in Buni Yadi. In 2014, Boko Haram insurgents attacked and killed 58 male students of Federal Government College, Buni Yadi, Yobe State for receiving western education. Before the insurgency, the North East education statistics were very poor compared to other geopolitical zones, especially in the south of Nigeria. With the insurgency leading to school closures

and an unfavourable environment for education, the zone is likely to be more educationally backward. This would of course accentuate inequality, not just in education, but in other sectors of life including health, employment, livelihoods and ability to function effectively in Nigeria's social, economic and political life.

3.12 The Almajari Issue: In Northern Nigeria, the Almajari system encourages a cycle of poverty, extremist influences and little or no learning in subjects relevant to modern existence. The participating children learn the Koran and Islamic teachings but most times, are reduced to beggars for food and alms. Under the former President, Goodluck Jonathan, 165 Almajari schools were built. The schools combined Islamic education with vocational and formal western education. However, the programme had been abandoned by the new administration.

3.13 Low or Absent Sexuality Education: Sexuality education is not considered important across the education divide in Nigeria and this leads to poor understanding of the workings of the human body which directly affects access to education through such issues like teenage pregnancy.

3.14 The Education Curriculum: There are challenges related to the content of the education curriculum at all levels. The curriculum is not related to the world of work, fails to spur innovation and creativity and produces skills and competencies that are not in demand by the market. Again, the vocational component of training for practical skills that will be needed in everyday life is not adequate as the focus seems to be on certificating candidates with a dose of theoretical knowledge but lacking in practical learning. Science to non-science ratio at the tertiary level is 32-68 instead of 60-40 ratio recommended by the National Education Policy.

3.15 Gender and Learning: The existing curriculum is not gender sensitive; gender resource materials are lacking as there is hardly a focus on gender research methodologies. School instructors lack gender aware methodologies for imparting knowledge. This reinforces the male dominated narrative and orientation of the Nigerian society.

4. CONCLUSIONS AND RECOMMENDATIONS

4.1 INTRODUCTION

This section provides conclusions flowing from the analysis of the legal and policy positions and the factual situation report. It ends with recommendations for improving educational opportunities for women and the youths. It starts from the fundamental paradigm that an educational system based on exclusion and inequality disenfranchises a good portion of women and youths and fails to harness their contributions to society. In the short, medium and long terms, this will hamper economic growth and development. The national policies on gender and youth are dated and need to be reviewed to take cognizance of new developments since their enactment.

4.2 CONCLUSIONS

Nigeria has a good dose of legal and policy provisions on education including applicable international standards. These laws, policies and standards are expected to be implemented in a non-discriminatory manner to ensure access to education for a broad segment of the population. Basic education which comprises the primary and junior secondary schools is by law free, compulsory and universal. However, the law is more honoured in the breach. Enrolment figures do not match the school age population and there is a growing number of out of school children estimated at 9 million. At the primary school level, 30 states recorded higher male enrolment and only six states had higher female enrolment. Compared to their northern counterparts, states in the southern part of the country performed much better in enrolment and in female education. There is also a rural urban divide in school enrolment and attendance; despite the UBEC Act, there is also a divide in enrolment between children from rich and poor homes.

Nigeria has a youthful population but it is underinvesting in education. The country needs to invest more in education and capacity building for the youths. Also, the population is almost equally divided between the male and female gender; as such, more resources and efforts need to be invested to promote girl child and female education. Student's enrolment into science education is below the policy recommendation while the demand for transparency accountability and improved service delivery in the sector is low.

The girl child and women drop out of school and are therefore unable to complete their education for a number of reasons including poverty of parents or guardians; cultural and religious practices such as early marriage, teenage pregnancy and child labour. The Boko Haram insurgency has negatively affected education in the North East of Nigeria while the noble intentions of the Almajari school reforms have been discontinued. The student teacher ratio at the basic education level is poor.

4.3 RECOMMENDATIONS

4.3.1 Harmonise education curriculum and industry needs: The review of education curriculum to make it more relevant to industry needs will generate more employment opportunities and create a synergy between education, employment and job creation.

4.3.2 Greater attention to education for the knowledge economy: Specifically, in the new age of information communications technology, special attention should be paid to ICT, the development of human capital for the knowledge economy and enhanced practical vocational skills that encourage new ventures and self-employment²².

4.3.3 Mainstream gender in education curriculum: In accordance with the National Gender Policy, the existing curriculum should be reviewed to make it gender sensitive; develop gender resource materials; strengthen gender research methodologies, train gender experts for instructions in schools, etc.

4.3.4 Increase enrolment in the sciences: Current enrolment in universities is not in favour of science and technology. Science to non-science ratio is 32-68 instead of 60-40 ratio recommended by the National Education Policy. Fiscal incentives including scholarships to students, increased funding of the sciences, etc. should be used to develop critical personnel needs to link the academia to industry, agriculture, etc.

4.3.5 Increase resource allocation to education: Resource allocation for the right to education should be increased. Even if we cannot achieve the UNESCO benchmark of 26% of the budget, Nigeria should dedicate at least 13% of the overall budget to education, being half of the target. This will facilitate the recruitment of more teachers into the school system at all levels.

4.3.6 Harmonise resource allocation with national development plans: Resource allocation to education should be harmonised and aligned with the fiscal projections of national development plans on education, youth and gender.

4.3.7 Full implementation of UBEC and Child Rights Act: The strict implementation of the UBEC and Child Rights Act is imperative. Education at the basic level is by law compulsory, universal and free. Parents or guardians who withhold their children and wards from school should face legal sanctions in accordance with the law²³. Improved resource outlays, sensitization, enlightenment, incentives and sanctions should be combined to ensure compliance with the law.

²² This recommendation is also very relevant to employment creation.

²³ See section 2 of the Compulsory, Free Universal Basic Education Act, 2004.

4.3.8 Energise UBEC funds: UBEC and state governments should engage in dialogue and studies to find out the reasons informing the inability of states to access matching grants which have left over N63.453billion outstanding and un-accessed at UBEC. In the alternative, if there is a refusal to access the money based on tardiness, corruption or political considerations, the money should be reallocated to states ready and willing to utilise same.

4.3.9 Increase demand for accountability: UBEC should consider adequate publicity on states accessing their resources in UBEC to create maximum pressure and demand from citizens on state governors and the state legislature.

4.3.10 Create more transparency and participation: Releases of funds to educational institutions should be published in the media and disseminated to stakeholders to ensure monitoring and oversight by these stakeholders. This will reduce corruption and leakages in the system and improve transparency and accountability. Also, the involvement of communities and stakeholders in policy planning, implementation, monitoring and evaluation will increase the value added in education.

4.3.11 Affirmative Action: FGN and state should consider affirmative action strategies for the improvement of female education. This may include launching a female education campaign, scholarships, bursaries, etc. for female students, quotas and more enrolment opportunities in tertiary institutions.

4.3.12 Special campaign and sensitisation on the Child Rights Act: The Child Rights Act contains comprehensive provisions on the rights of Nigerian children including the girl child. But its provisions are more obeyed in the breach. A special campaign to sensitise Nigerians on its provisions is imperative. This will also be coupled with activating the sanctions mechanism in deserving cases.

4.3.13 Engaging the social binding constraints to female education: Collaboration with and engagement of traditional institutions of socialization including religious groups will be imperative for the achievement of results. They will be engaged to stop the practices such as early child marriage, child betrothal, child labour, etc..

4.3.14 Sexuality Education: The early exposure of the male and girl child to sexuality education will reduce a number of sexuality related challenges that negatively affect education.

4.3.15 Safe Schools Initiative: In the North East of Nigeria where education is threatened by the Boko Haram virus (western education is a sin), the Safe Schools Initiative should be vigorously implemented to provide the safe enabling environment for everyone especially the girl child to pursue education.

4.3.16 Special Needs Education: The educational needs of youths and women with disabilities should be mainstreamed in the formal and informal education system. Special funding should be dedicated to this initiative.

4.3.17 Children of public offices holders should attend public schools: The government should consider a policy framework that guarantees that the children of high level public officers attend public schools. This will make their parents real stakeholders in the Nigerian education system. This is against the current practice where public office holders educate their children in private schools.

ANNEX 1

2015/2016 Enrolment into Public and Private Primary Schools			2015/2016 Enrolment into Public and Private Junior Secondary Schools			2015/2016 Enrolment into Public and Private Senior Secondary Schools		
States	Male	Female	States	Male	Female	States	Male	Female
Abia	80,827	78,593	Abia	15,709	19,633	Abia	12,580	15,917
Adamawa	271,920	247,984	Adamawa	56,286	47,614	Adamawa	45,546	34,999
Akwa Ibom	424,274	443,875	Akwa Ibom	88,500	92,432	Akwa Ibom	130,116	79,775
Anambra	63,173	348,071	Anambra	41,590	43,920	Anambra	23,927	28,531
Bauchi	495,327	421,940	Bauchi	112,110	82,239	Bauchi	75,130	47,416
Bayelsa	57,444	54,330	Bayelsa	17,879	17,472	Bayelsa	16,986	15,462
Benue	283,949	253,594	Benue	83,618	71,648	Benue	53,788	44,421
Borno	290,611	249,051	Borno	66,238	55,018	Borno	39,726	28,810
Cross River	100,718	96,858	Cross River	33,075	31,237	Cross River	25,953	25,244
Delta	194,207	191,310	Delta	79,740	75,388	Delta	62,726	61,847
Ebonyi	172,984	174,422	Ebonyi	45,849	50,741	Ebonyi	35,808	40,304
Edo	155,857	152,307	Edo	71,213	71,370	Edo	59,787	62,744
Ekiti	46,565	76,966	Ekiti	23,671	24,138	Ekiti	25,930	25,963
Enugu	163,268	158,953	Enugu	55,548	66,259	Enugu	48,796	60,996
FCT	244,214	245,084	FCT	45,205	46,122	FCT	27,966	29,672
Gombe	249,545	206,026	Gombe	51,228	41,000	Gombe	38,081	27,155
Imo	489,440	467,887	Imo	208,537	208,780	Imo	179,880	205,016
Jigawa	362,802	285,345	Jigawa	85,958	59,849	Jigawa	55,006	31,371
Kaduna	810,634	726,061	Kaduna	167,959	138,047	Kaduna	89,908	76,358
Kano	1,420,782	1,398,611	Kano	242,398	199,237	Kano	161,304	111,502
Katsina	831,275	662,890	Katsina	154,668	111,514	Katsina	106,949	62,457
Kebbi	303,762	193,790	Kebbi	95,598	47,804	Kebbi	55,369	23,125
Kogi	272,597	267,577	Kogi	33,520	31,933	Kogi	29,454	26,917

Kwara	156,352	143,060	Kwara	65,939	63,188	Kwara	54,752	48,695
Lagos	207,297	214,538	Lagos	161,659	165,207	Lagos	114,443	119,804
Nasarawa	407,018	359,434	Nasarawa	53,689	46,433	Nasarawa	49,305	37,813
Niger	432,214	339,523	Niger	124,225	93,121	Niger	93,565	69,493
Ogun	501,998	488,219	Ogun	135,093	133,614	Ogun	113,185	119,309
Ondo	435,397	411,059	Ondo	59,274	60,632	Ondo	53,854	53,841
Osun	169,462	168,141	Osun	63,876	62,490	Osun	44,190	40,974
Oyo	796,005	858,352	Oyo	146,750	148,830	Oyo	119,528	123,603
Plateau	285,238	278,412	Plateau	52,347	47,848	Plateau	44,582	38,930
Rivers	121,144	119,412	Rivers	55,633	59,692	Rivers	51,085	62,424
Sokoto	414,849	262,044	Sokoto	128,906	71,132	Sokoto	50,240	27,848
Taraba	295,235	243,122	Taraba	67,371	49,218	Taraba	29,375	21,955
Yobe	413,821	295,682	Yobe	42,643	32,009	Yobe	28,517	15,063
Zamfara	338,095	192,665	Zamfara	68,041	34,973	Zamfara	106,324	44,670
Total	12,760,300	11,775,188	Total	3,101,543	2,701,782	Total	2,353,661	1,990,424