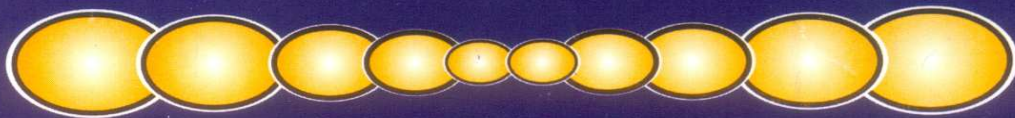


RIGHT TO EDUCATION IN NIGERIA

**A Review of Key Education Development Policies
Against Federal Education Budgets
(2009 - 2013)**



CENTRE FOR SOCIAL JUSTICE (CSJ)
(Mainstreaming Social Justice in Public Life)

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LIST OF ACRONYMS

ASUU	-	Academic Staff Union of Universities
BSE	-	Basic Secondary Education
COEs	-	Colleges of Education
ECCDE	-	Early Child Care Development Education
ESSPIN	-	Education Sector Support Programme in Nigeria
FCSC	-	Federal Civil Services Commission
FCT	-	Federal Capital Territory
FEC	-	Federal Executive Council
FME	-	Federal Ministry of Education
ICT	-	Information and Communication Technology
FUC	-	Federal Unity College
IDP	-	International Development Partners
IEIs	-	Innovation Enterprise Institutions
ITF	-	Industrial Training Fund
JCCE	-	Joint Consultative Council on Education
JICA	-	Japanese International Cooperation Agency
LGA	-	Local Government Area
LGEA	-	Local Government Education Authority
MDGs	-	Millennium Development Goals
MIS	-	Management Information System
MLA	-	Monitoring Learning Achievement
MOU	-	Memorandum of Understanding
NABTEB	-	National Business and Technical Examination Board
NALV	-	Nigerian Arabic Language Village
NASS	-	National Assembly
NBS	-	National Bureau of Statistics
NBTE	-	National Board for Technical Education
NCCE	-	National Commission for Colleges of Education
NCE	-	National Council on Education / Nigeria Certificate of Education.
NCNE	-	National Commission for Nomadic Education
NEMIS	-	Nigerian Education Management Information System
NERDC	-	Nigerian Educational Research and Development Council
NERI	-	National Educational and Research Infrastructure
NFE	-	Non-Formal Education
NFLV	-	Nigerian French Language Village
NGO	-	Non- Governmental Organization
NLN	-	National Library of Nigeria
NMEC	-	National Adult, Mass Literacy and Non- Formal Education

		Commission
NOUN	-	National Open University of Nigerian
NPC	-	National Planning Commission
NTI	-	National Teachers Institute
NUC	-	National Universities Commission
NUT	-	National Union of Teachers
NVOF	-	National Vocational Qualifications Framework
NV20:2020	-	Nigeria Vision 20:2020
OBR	-	Optical Braille Reader
ODL	-	Open and Distance Learning
OPS	-	Organised Private Sector
PFI	-	Private Finance Initiative
PPM&R	-	Policy Planning Management and Research
PPP	-	Public Private Partnership
QA	-	Quality Assurance
SAME	-	State Agency for Mass Education
STEP – B	-	Science Technology Education Post – Basic
SMoE	-	State Ministry of Education
SSE	-	Senior Secondary Education
SURE-P	-	Subsidy Reinvestment & Empowerment Programme
TA	-	Transformation Agenda
TDNA	-	Teacher Development Needs Assessment
TETFUND	-	Tertiary Education Trust Fund
TOR	-	Terms of Reference
TRCN	-	Teachers Registration Council of Nigeria
TSS	-	Teachers Salary Structure
UBE	-	Universal Basic Education
UBEC	-	Universal Basic Education Commission
UNESCO	-	United Nations Educational Scientific and Cultural Organisation
VEIs	-	Vocational Enterprise Institution

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Executive Summary

The essence of development planning in any nation is to enhance the well-being and quality of life of the people, improve their productivity and grow the economy. To achieve this, ensuring proper and quality education becomes vital. Education ensures that the nation's human resource is knowledgeable and skilled to enable the optimal exploitation and utilization of other resources to engender growth and development. It is also pivotal to the actualization of Nigeria's national and global aspirations such as its vision of becoming one of the twenty largest economies in the world by the year 2020.

The right to education has been enshrined in a range of international conventions and regional treaties, including the Universal Declaration of Human Rights (UDHR 1948) (Article 26), the International Covenant on Economic, Social and Cultural Rights (ICESCR, 1966) (articles 13 & 14), the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW, 1979) (articles 2,3,4,5 & 10), the Convention on The Rights of the Child (CRC, 1989) (articles 28 & 29), the African Charter on Human and Peoples' Rights (article 2 & 17) and the African Charter on the Rights and Welfare of the Child (articles 3, 4 & 11). Article 18 of the 1999 Constitution of Nigeria provides for free, compulsory and universal primary education; free secondary education; free university education; and free adult literacy programme. To further reaffirm its commitment to education, Nigeria joined other countries in adopting the World Declaration on Education For All (EFA) in March 1990. To help achieve the goals and targets of Education For All, the United Nation Education, Scientific and Cultural Organisation (UNESCO) pronounced that each member government of the United Nations should allocate a minimum of 26 percent of its total annual budget to the education sector.

In 1999, the new democratic government of Nigeria made education one of its priorities and introduced some policies including the Universal Basic Education Scheme (UBE). However, the education sector in Nigeria has been inundated with a myriad of challenges including inadequate and obsolete infrastructure, equipment and library facilities; inadequate numbers of teachers; low capacity of staff especially in ICT and

management skills, low enrolment, retention and transition at the basic education level; low carrying capacity at the tertiary level; inadequate instructional materials and resources; inadequate funding; and weak leadership. All these result to the poor sectoral output evident in the mass examination failures, uncertified and half-baked graduates, epileptic learning infrastructure and facilities, a widening of knowledge gap from other neighbouring countries, continual brain-drain and declining contribution of the educational sector to the economy; which invariably constitutes a major constraint to the achievement of government's different developmental plans.

To address this undesirable situation, Nigeria embarked on reforming the entire educational system by initiating different programmes and policies such as revising the National Policy on Education, Roadmap for Nigerian Education Sector, Nigeria Vision 20: 2020 1st Medium - Term Implementation Plan 2010 – 2013, Education Sector Plan in the Transformation Agenda and The Four Year Strategic Plan in Education. These goals are subject to evaluation and assessment to determine whether they are being achieved vis-a-vis the budgetary allocations for education. This study therefore focuses on the Federal government's education Sector Plan in Nigeria. It analyses the federal funding of education projects from 2009 to 2013, with high level sectoral policy documents for consistency and alignment.

The objectives of the study were to review the alignment of federal education budgetary allocations in the last five years (2009 to 2013) with high level sectoral policy documents; review the alignment of recurrent and capital expenditure in the sector; review education sector's budgetary provisions with the total budget with a view to ascertaining if the UNESCO recommendations of allocating a minimum of 26 percent of a country's total annual budget to the education sector is met; find out if the Federal Government is using the maximum of available resources for the progressive realization of the right to education and recommend ways to improve and manage budgetary allocation to education in order to enhance the realization of the right to education.

The study further reviews the different education plans, policies and developmental provisions. These include the National Policy on Education, Universal Basic Education, Roadmap for Nigerian Education Sector, Nigeria Vision 20: 2020 1st Medium - Term Implementation Plan 2010 – 2013, Education Sector Plan in the Transformation Agenda

and The Four Year Strategic Plan in Education, and the SURE-P. Specifically, the study reviewed and analyzed the alignment of federal education budgetary allocations in the last five years(2009 to 2013) with high level sectoral policy documents; reviewed the alignment of recurrent and capital expenditure in the sector and the adherence to UNESCO recommended benchmark of allocating 26 percent of a country's total annual budget to the education.

The review showed that there is harmony and alignment among the NV 20:2020, The Transformation Agenda, and the Roadmap for Nigerian Education Sector in the identification and classification of problems of education in Nigeria. It however showed that there is a high level of inconsistency between the NV20:2020 education sector investment proposal and the budgetary allocations for the years under study. For the TA, the review revealed fund overflow between TA's education sector investment proposal in 2012 and 2012 budgetary allocation, while in 2013 there was fund shortfall between TA proposal and budgetary allocation for 2013.

The review indicated the non- adherence of capital expenditure and recurrent expenditure to the 2011 – 2013 MTEF, NV20: 2020 1stNIP and the TA proposal of decrease of recurrent expenditure and increase of capital expenditure component over the period 2009-2015. The study revealed that the actual allocation of the Federal Government to education sector has remained persistently below the UNESCO recommended benchmark of countries allocating a minimum of 26 percent of their total annual budget to the education sector. This shows a low and slow level of commitment by Federal Government to the development of the educational sector.

The achievements made so far in the education sector were highlighted and the factors that hinder effective implementation of sector's objectives such as under funding, lack of accountability and transparency in fund management, untimely release and poor utilization of fund, low capital expenditure budget, lack of legislative oversight, poor monitoring and evaluation of funds and projects, etc were discussed. It was noted that despite the huge investment, the problems of education sector are still enormous and

deeply rooted. The present budgetary allocation to the sector was found to be incapable to advance or enhance the realization of the right to education. It was recommended that strategic budgeting, increased funding, timely release and appropriate utilization of funds, improved legislative oversight, encouraging monitoring and evaluation and improve accountability and transparency would help improve the administration and management of the sector's budgetary allocations for the realization of the right to education.

Chapter One

INTRODUCTION

1.1 BACKGROUND

The importance of the human factor in coordinating and harnessing other factors of production cannot be overemphasised. Education increases the knowledge, skills and functionality of the human being and thereby increases productivity. The essence of development planning in any nation is to enhance the well-being and quality of life of the people, improve their productivity and grow the economy. To achieve this, education must not only be given a pivotal role, but must be given ample provisions to allow it implant and catalyse the needed growth and development. It ensures that the nation's human resource is knowledgeable and skilled to enable the optimal exploitation and utilization of other resources to engender growth and development. Education paves the way to a successful and productive future; it is central to national development; and is a powerful instrument for reducing poverty and inequality across all population groups.

Expressing the link between education and development, Ola (1998), in his words stated that - "*If you see any economy that is not doing well, find out what it spent on education*"¹. Increases in national income and per-capita income are a function of education. Differences among nations can be better explained by differences in the endowments, capacity and training of human beings, rather than physical capital^{2,3}. In other words, education lays the foundation for sustained economic growth and development; education improves productivity and access to paid employment⁴. This underscores the reason why the 'Asian Tigers' in the past three decades allocated between 25-35% of their annual budgets to the education sector.

Education is crucial for attaining Universal Primary Education; one of the Millennium Development Goals (MDGs) as well as other MDGs such as eradicating extreme poverty and hunger, promoting gender equality, and the empowerment of women, reducing child mortality, improving maternal health, combating HIV/AIDS and ensuring environmental sustainability. It is also pivotal to the actualization of Nigeria's national and global aspirations such as its vision of becoming one of the twenty largest

¹ Ola (1998: 14) as cited in Agu, D. O (2012) Analysis of the 2013 Budget Proposal (Appropriation Bill) of the Federal Government of Nigeria-Thematic Area: Education Sector. p.5

² Psacharopoulos (1973) cited in Agu, D. O (2012) Analysis of the 2013 Budget Proposal (Appropriation Bill) of the Federal Government of Nigeria-Thematic Area: Education Sector. p.5

³ Combs (1985) cited in Agu, D. O (2012) Analysis of the 2013 Budget Proposal (Appropriation Bill) of the Federal Government of Nigeria-Thematic Area: Education Sector. p.5

⁴ Anyanwu et al (1997) cited in Agu, D. O (2012) Analysis of the 2013 Budget Proposal (Appropriation Bill) of the Federal Government of Nigeria-Thematic Area: Education Sector. p.5

economies in the world by the year, 2020.

Education is a fundamental human right. Every child is entitled to it. The right to education has been recognised since the Universal Declaration of Human Rights (UDHR) in 1948. Article 26 of the Declaration proclaims that:

*'Everyone has the right to education. Education shall be free, at least in the elementary and fundamental stages. Elementary education shall be compulsory. Technical and professional education shall be made generally available and higher education shall be equally accessible to all on the basis of merit. Education shall be directed to the full development of human personality and to the strengthening of respect for human rights and fundamental freedoms. It shall promote understanding, tolerance and friendship among racial or religious groups...'*⁵

The right to education has been enshrined in a range of international conventions, including the International Covenant on Economic, Social and Cultural Rights (ICESCR, 1966) (articles 13 & 14), the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW, 1979) (articles 2,3,4,5 & 10) and more recently, the Convention on The Rights of The Child (CRC, 1989) (articles 28 & 29). It has also been incorporated into various regional treaties such as The African Charter on Human and People's Rights (article 2 & 17) and the African Charter on the Rights and Welfare of the Child (articles 3, 4 & 11). Many countries have also made provisions for the right to education in their national constitutions. Section 18 of the 1999 Constitution of Nigeria, under the Fundamental Objectives and Directive Principles of State Policy provides as follows:

- 1) *Government shall direct its policy towards ensuring that there are equal and adequate educational opportunities at all levels.*
- 2) *Government shall promote science and technology*
- 3) *Government shall strive to eradicate illiteracy; and to this end Government shall as and when practicable provide:*
 - (a) *free, compulsory and universal primary education;*
 - (b) *free secondary education;*
 - (c) *free university education; and*
 - (d) *free adult literacy programme.*

The journey towards the universalisation of education in Nigeria dates back to the 1950s with the introduction of universal primary education in the 1950s in two of the

⁵ Universal Declaration of Human Rights (UDHR), 1948

three regions of the country and its introduction at the national level in 1976. To further reaffirm its commitment to education, Nigeria joined other countries in adopting the World Declaration on Education For All (EFA) in April 2000.

The EFA Master Plan adopted by World leaders commits to:

- (i) *Expanding and improvising comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children;*
- (ii) *Ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and complete free and compulsory primary education of good quality;*
- (iii) *Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programmes;*
- (iv) *Achieving a 50 per cent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults;*
- (v) *Eliminating gender disparities in primary and secondary education by 2015, and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality;*
- (vi) *Improving all aspects of the quality of education and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills.*

The goals and targets of EFA in basic education in Nigeria are as follows:

- Expansion of Early Childhood Care and Developmental Activities;
- Provision and distribution of policy guidelines for the establishment and management of pre-primary institutions;
- Production and development of appropriate national curriculum and textbook in Nigerian Languages;
- Approval of relevant supplementary reading materials and teachers/instructors' manuals;
- Provision and approval of appropriate certification of work done and training received.

To help achieve the goals and targets of Education for All, the United Nation Education, Scientific and Cultural Organisation (UNESCO) pronounced that each member government of the United Nations, especially developing nations, should allocate a minimum of 26 percent of its total annual budget to the education sector.

The National Policy on Education, (1977, revised 1981, 1998 and 2004) attests to Nigeria's commitment to Education for All, especially for basic education. The policy lays emphasis on universal, functional and qualitative education.

In 1999, the new democratic government of Nigeria made education one of its priorities by re-launching in September 1999, the Universal Basic Education Scheme (UBE). For effective actualisation of the policy, the administration constituted two committees with a view to ensuring development through participation and community - based planning. These are - the Coordinating Committee led by the Vice-President; and the Technical Committee, led by the Honourable Minister of Education.

Despite efforts to improve the quality and efficiency of education in the country, the educational system continued to deteriorate and the attainment of her EFA goals and the Millennium Development Goal 2 (to achieve universal primary education) seemed elusive. In order to address this undesirable situation, Nigeria embarked on reforming the entire educational system by initiating different programmes and policies such as revising the National Policy on Education, Roadmap for Nigerian Education Sector, Nigeria Vision 20: 2020 and its First National Implementation Plan 2010 – 2013, Education Sector Plan in the Transformation Agenda and The Four Year Strategic Plan in Education.

1.2 OBJECTIVES OF THE REVIEW

The National Policy on Education, the First National Implementation Plan of Nigeria's Vision 20:2020, the Transformation Agenda and other policies and strategies have set goals for the education sector. The budget however provides a key option for putting down resources to reach these goals. These goals are subject to evaluation and assessment to determine whether they are being achieved vis-a-vis the budgetary allocations for education. The Study thus focuses on the Federal Government of Nigeria Education Sector Plans. It analyses the federal funding of education projects from 2009 to 2013, with high level sectoral policy documents for consistency and alignment.

1.2.1 Overall Goal

The overall goal of this Study is to present evidence to the education authorities and stakeholders in the sector on how best to improve the quality of education using available federal budgetary allocations. It also seeks to find out whether there are other untapped resources that have not been utilised for the sector. The research results will be used to engage policy makers in the executive and legislature and non-state actors who are stakeholders in the sector.

1.2.2 Specific Objectives

The specific objectives of the Study are:

- Review the alignment of federal education budgetary allocations in the last five years (2009 to 2013) with high level sectoral policy documents;
- Review the alignment of recurrent and capital expenditure in the sector;
- Review education sector's budgetary provisions in the light of the total budget with a view to ascertaining if the UNESCO recommendations of allocating a minimum of 26 percent of a country's annual budget to the education sector is met;
- Find out if the Federal Government is using the maximum of available resources for the progressive realization of the right to education
- Recommend ways to improve and manage budgetary allocation to education in order to enhance the realization of the right to education

1.3 SCOPE OF THE STUDY

The Study focuses on the FGN's Education sector provisions in development plans and the FGN budget for the education sector from 2009 to 2013.

1.4 LIMITATIONS OF THE STUDY

The limitation of the Study includes inability to get some needed documentation, reports and data from ministries and agencies due to non –availability and bureaucratic bottlenecks.

1.5 REVIEW METHODOLOGY

Data for the Study were collected from both primary and secondary sources such as publications, reports, budget documents, government policy papers and interviews with appropriate authorities in concerned ministries, agencies, and parastatals. Analysis was done using simple percentages, averages, trend analysis, tables and graphs.

Chapter Two

BACKGROUND OF THE STUDY

2.0 EDUCATIONAL DEVELOPMENT PROVISIONS IN KEY DEVELOPMENT POLICIES AND PLANS IN NIGERIA

Different laws and policies have been put in place since independence to guide the management of education in the country. In 1979, the Constitution placed education on the Concurrent List. This implies that the three tiers of government i.e. federal, state and local governments would share the responsibilities and authority in education. During the military era - between 1983 and 1999, decrees such as Decree No 16 of 1985, Decree 26 of 1988 and Decree 36 of 1990 were promulgated to guide and regulate the conduct of education in the country. A major education policy was made by the Federal Government in 1977; this was tagged the National Policy on Education. This policy was the outcome of a seminar convened in 1973 after the National Curriculum Conference. The 1977 policy has been revised thrice i.e. 1981, 1998 and 2004. Other development plans and policies that have educational provisions include – the Universal Basic Education (UBE), Roadmap for Nigerian Education Sector, Vision 2020: First National Implementation Plan (NIP) of Vision 20:2020, Transformation Agenda, 4 Year Strategic Plan for Education, and the Subsidy Reinvestment & Empowerment Programme (SURE-P). These are briefly discussed below.

2.1 OVERVIEW OF NIGERIAN EDUCATIONAL SYSTEM

Nigeria operates a 9-3-4 system of education which is categorised into three main vertical segments. These include:

- A. Basic Education (9 years)
- B. Post-basic /Senior Secondary Education (3 years)
- C. Tertiary Education (4-7 years, depending on the course of study)

2.1.1 Basic Education

Basic Education is that type of education that every individual must have. It is free and compulsory. Basic Education is offered to children aged between 3 and 14 years. It comprises: 3 years of Pre-Primary or Early Childhood Care Development and Education (ECCDE) and nine years compulsory education consisting of 6 years (grade 1-6) of primary and 3 years (grade 7-9) of Junior Secondary Education. It also covers special interventions directed at nomadic and other migrant children, as well as the Almajiri and other vulnerable and excluded groups. Adult and Non-Formal Education may be part of basic education or may transcend it, as it can go as high as the post-basic level. The

Universal Basic Education Commission (UBEC) coordinates the affairs of this sub sector. Other coordinating agencies in this sector include National Commission for Nomadic Education (NCNE) and National Mass Education Commission (NMEC).

✓ *Early Childhood Care Development and Education (ECCDE).*

Early Childhood Care Development and Education (ECCDE) or pre-primary education is “the education given in an educational institution to children aged three to five plus, prior to entering the primary school. It includes the crèche, the nursery and the kindergarten”⁶. It is viewed as part of basic education but is specialised for younger children who are not yet of primary school age. The main objectives are to effect a smooth transition from home to the schools; prepare the child for primary level education; provide adequate care and supervision for the children while their parents are at work; inculcate social norms and the spirit of enquiry and creativity through the exploration of nature, and teach the rudiments of numbers, letters, colours etc, through play. Learning at this early stage of life is important for better educational performance in later years and enables children to derive maximum benefits from education and learning.

✓ *Primary Education*

Primary education is described as the education given to children aged 6 to 11. It is the first part of the nine year basic education programme. It is free, compulsory and graded 1-6. The curriculum is geared toward providing permanent literacy, laying a sound basis for scientific, critical and reflective thinking, and also in equipping children with the core life skills to function effectively in society. Entry to junior secondary education until 2006 was based on the Common Entrance Examination, but now, entry is automatic.

✓ *Junior Secondary Education*

This is the education received by children 12-14 years. Like the primary education it is free and compulsory. The Junior Secondary School Certificate is awarded at the end of Junior Secondary School. Students who pass the Junior Secondary Certificate Examination (JSCE) at the credit level in not less than six subjects may proceed to senior secondary school (Grade 10).

✓ *Nomadic Education*

The National Commission for Nomadic Education implements basic education with respect to nomadic groups. This comprises the pastoralists, migrant farmers and migrant fisher folks. FGN recognises that the occupational roles of these groups do affect their response to education, hence the tailoring of education to suit their peculiar circumstances. The education of nomadic groups apart from being premised on the fact

⁶ National Policy on Education, 2004 p.11-12

that education is the birth right of every Nigerian, also has economic importance as they supply over 80% of the animal requirements of Nigeria⁷.

✓ *Adult and Non-Formal Education*

The National Policy on Education (2004) describes mass literacy, adult and non-formal education as a form of functional education given to youths and adults outside the formal school system such as functional literacy, remedial and vocational education. Adult and Non-formal education offers basic literacy, post literacy, women education, functional literacy, continuing education, Arabic integrated education, literacy for the blind, workers education, vocational education, literacy for the disabled and Prison education.

2.1.2 Post-Basic Education

The post-basic education also known as senior secondary education refers to the three year (Grade 10 - 12) education received after successful completion of nine years of basic education and passing the Basic Education Certificate Examination (BECE). It is usually given to children 15 – 17 years. At the end of grade 12, students take the Senior Secondary Certificate Examination (SSCE) and successful students are awarded Senior Secondary Certificate (SSC). The SSCE replaced the West African GCE O and A levels in 1989, although those examinations are still available to students who wish to take them. Post-Basic education also includes the 3-year Technical Colleges and Continuing Education provided in Vocational Enterprise Institutions (VEIs). It is aimed at producing a community of Nigerians well prepared for higher education, sustainable national development and global competitiveness⁸.

2.1.3 Tertiary Education

Tertiary Education is the education which is obtained by choice, after successful completion of Post-Basic Education. Tertiary Education in Nigeria is classified into Universities, Polytechnics and Monotechnics, Colleges of Education and Innovative Enterprise Institutions (IEIs). Teacher education is a sub-set of tertiary education. The primary core responsibilities of this sub-sector are: academic teaching, research and community development. The major thrust of tertiary education is the production of highly skilled, knowledgeable, competent, conscientious and globally competitive citizens. The Nigerian Universities Commission (NUC), the National Board for Technical Education (NBTE) and the National Commission for Colleges of Education (NCCE) are the supervisory bodies which coordinate the activities of the institutions within this sub sector.

⁷ Report of the Vision 2020 National Technical Working Group on Education Sector, p.8

⁸ Roadmap for Nigerian Education Sector, p.37

The tertiary sector as a whole offers opportunities for undergraduate, graduate, vocational and technical education. There are currently⁹ 117 federal, state and private universities accredited as degree-granting institutions in Nigeria (36 federal, 36 state and 45 private universities)¹⁰. The academic year typically runs from September to July. Most universities use a semester system of 18 - 20 weeks. The National Universities Commission (NUC) is the government umbrella organisation that oversees the administration of university education in Nigeria. The 36 federal universities and dozens of teaching hospitals and colleges are under its purview. State governments have responsibility for the administration and financing of the 36 state universities. The NUC approves and accredits all university programmes.

In addition to universities, there are 59 federal and state polytechnics, colleges and several privately owned polytechnics, monotechs and colleges of education across the country. These were established to train technical, mid-level manpower and teachers. Presently, there are plans to upgrade some of these colleges to allow them to award degrees. The colleges are evaluated and accredited by the National Board for Technical Education (NBTE).

Table 1: Summary of the Institutions under the Three Sub-Sectors of Education in Nigeria

Basic Education	Post-Basic Education	Tertiary Education
<ul style="list-style-type: none"> • Early Childhood Care and Development • Primary Schools • Junior Secondary Schools • Nomadic and Adult Literacy 	<ul style="list-style-type: none"> • Senior Secondary Schools • Technical Colleges • Vocational Enterprise Institutions (VEIs) • Vocational Schools • Open Apprenticeship Centres 	<ul style="list-style-type: none"> • Universities • Polytechnics/Monotechs • Colleges of Education • Innovative Enterprise Institutions (IEIs)

Source: Roadmap for the Nigeria Education Sector

2.2 MANAGEMENT OF EDUCATION

In Nigeria, education is on the Concurrent Legislative List. This means education is a shared responsibility of the three arms of government - federal, state and local governments. Thus, there exists a plethora of stakeholder- regulators, policy formulators, examination bodies, etc. who work together to give direction to the sector. However, the Federal Ministry of Education (FME) plays a dominant role in regulating the education sector, engaging in policy formation, monitoring of implementation and setting and maintenance of standards. The Ministry is also responsible for collecting and collating data for purposes of educational planning and financing; maintaining

⁹ 2011

¹⁰ Onyukwu. J. (Accessed; 5th Aug, 2013) The Educational System of Nigeria, <http://www.wes.org/ewenr/11aug/practical.htm>,

uniform standards of education throughout the country; controlling the quality of education in the country through the supervisory role of the Inspectorate Services Department within the Ministry; harmonising educational policies and procedures of all the states of the federation through the instrumentality of the National Council on Education; effecting co-operation in educational matters on an international scale and developing curricula and syllabuses at the national level in conjunction with other bodies.

Basic education is funded by the Federal, State and Local Governments. The Federal Government supports basic education through the UBE Intervention Fund which is targeted towards the provision of classrooms, instructional materials, equipment and furniture as well as teacher training, among others. Post-basic education is funded by both the State Governments and the Federal Government; for example, a substantial proportion of the budget of the Federal Ministry of Education is allocated to the running of the 104 Unity Schools¹¹. Most of the tertiary institutions are government –owned, thus tertiary education is funded by Federal and State Governments.

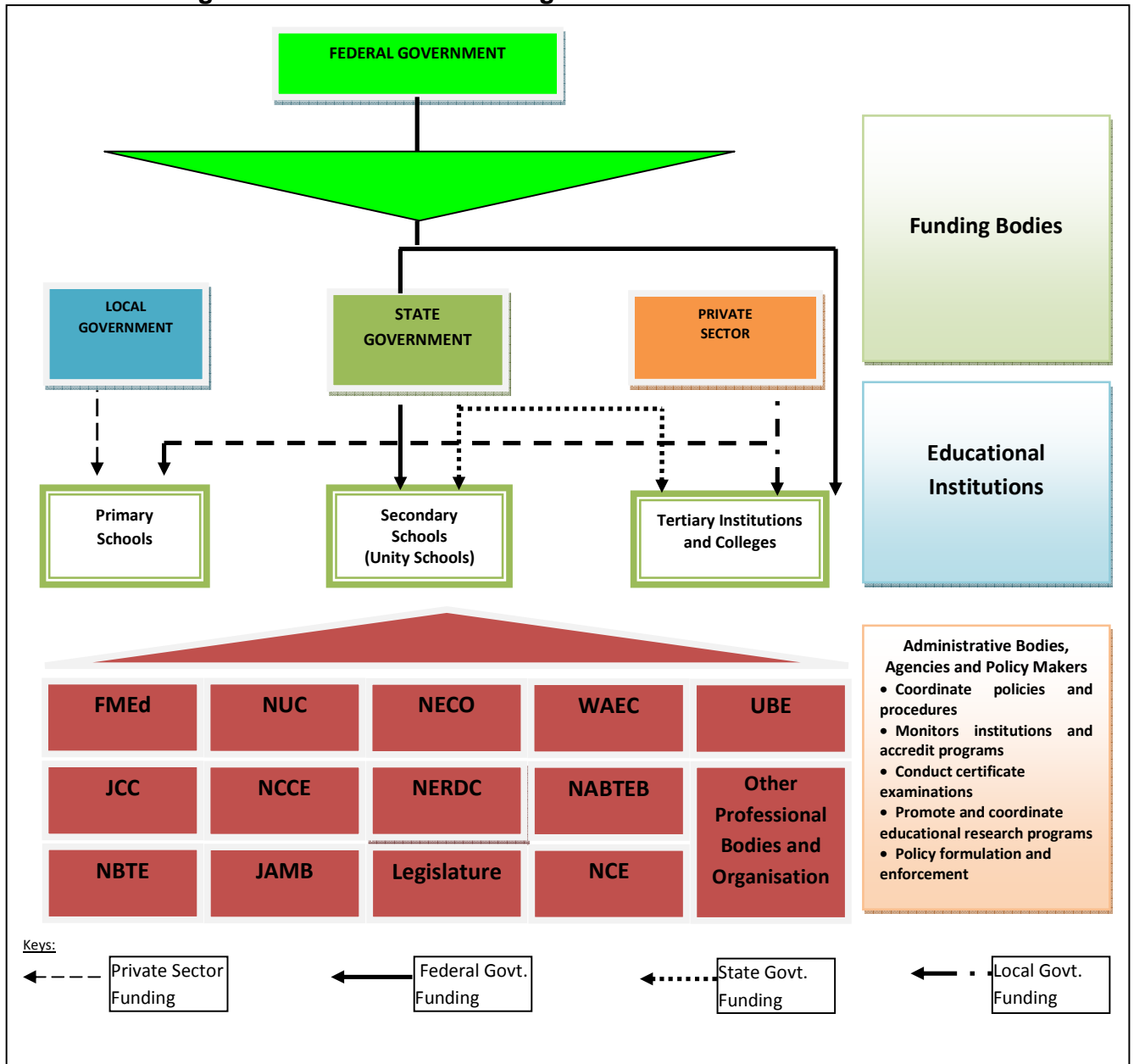
Table 2: Summary Responsibility for Management of Education

Education level	Federal	State	Local
Basic (Early Childhood Care and Development, Primary & Junior Secondary)	(i).Policy	Implementation through SUBEBs	Management of primary schools
	(ii) Allocation of resources through UBEC		
	(iii). Maintenance of standards		
	(iv).(Inspection & Monitoring)(FIS)		
Senior Secondary	(i).Policy	(i).Policy	
	(ii) Curriculum	(ii).Implementation	
	(iii) Inspectorate	(iii).Inspectorate	
	(iv). Examinations through	(iv).Technical colleges	
	(v). WAEC& NECO		
	(vi). Management of Unity Schools		
Tertiary education	(i) .Policy	(i). Universities	
	(ii). Universities	(ii). Polytechnics	
	(iii). Polytechnics	(iii). Colleges of Education	
	(iv). Colleges of Education		
Adult education	(i) Policy,	Implementation	Implementation
	(ii) Co-ordination,		
	(iii) Monitoring		
Special education	(i) Policy	Implementation	Implementation

Source: Federal Ministry of Education 10 Year Strategic Plan

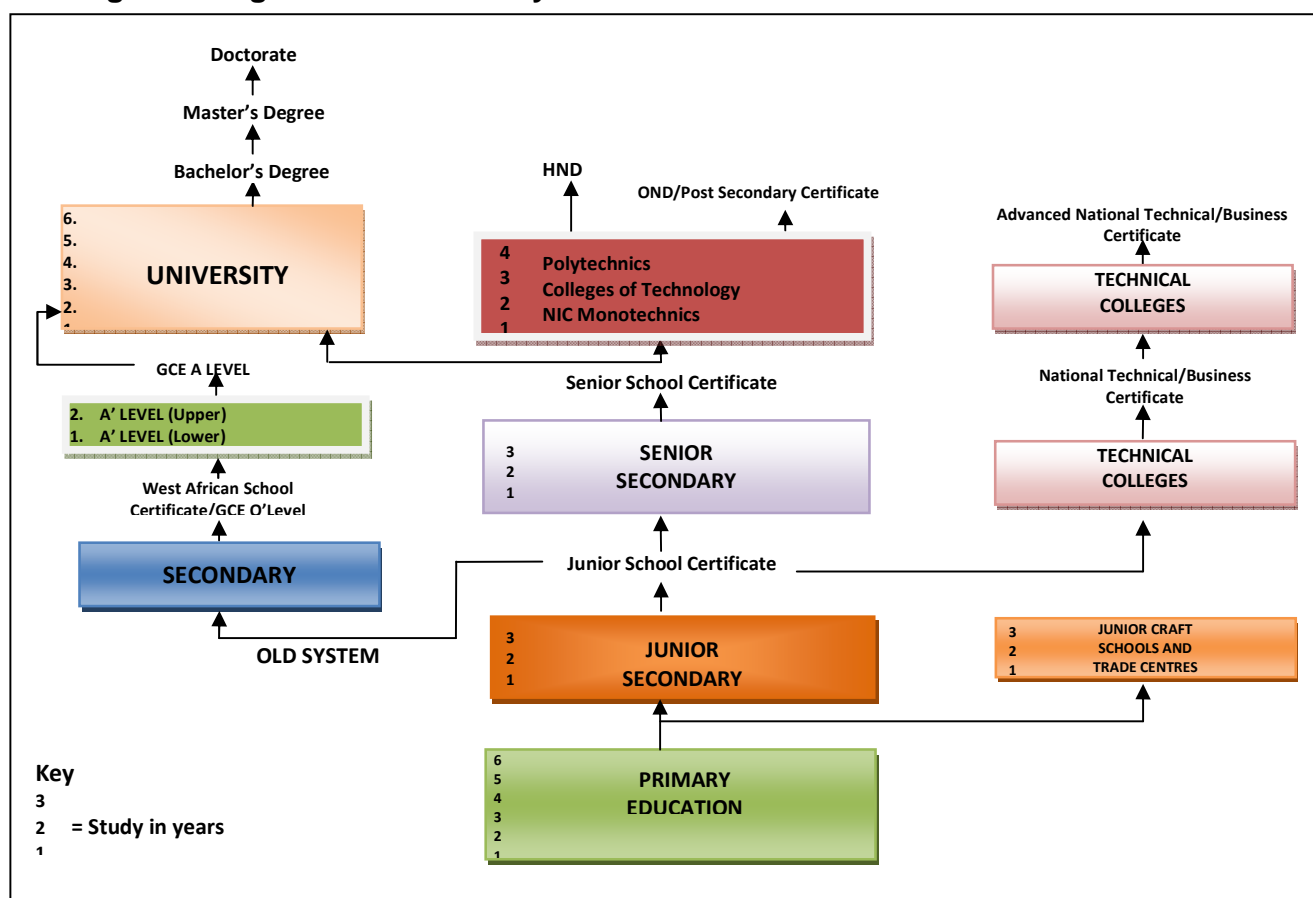
¹¹ Nigeria Vision 20:2020, 1st NIP, p.152

Figure 1: Overview of the Nigerian Education Sector



Source: Roadmap for the Nigeria Education Sector p.8

Figure 2: Nigerian Education System and Qualification Structure



2.3 NATIONAL POLICY ON EDUCATION (NPE)

The National Policy on Education first developed in 1977 and revised in 1981, 1998 and 2004 was the first major effort by FGN to regulate and develop the education sector in Nigeria. The policy which has the Nigerian education philosophy as its foundation spelt out the objectives, structures, standards, strategies and guidelines for achieving the national education goals.

Nigeria's philosophy of education regards education as an instrument for social change and national development; for the promotion of a progressive and united Nigeria; and as a right of every Nigerian irrespective of gender, social status, religion, ethnic background and any peculiar individual challenges. This philosophy is based on the development of the individual into a sound and effective citizen and the provision of equal opportunities for all citizens of the nation at the basic, secondary and tertiary levels both inside and outside the formal school system.

According to the National Policy on Education 2004, the general and specific goals of education in Nigeria are¹²:

General goals are

- a) Development of the individual into a morally sound, patriotic and effective citizen;
- b) Total integration of the individual into the immediate community, the Nigerian society and the world;
- c) Provision of equal access to qualitative educational opportunities for all citizens at all levels of education, within and outside the formal school system;
- d) Inculcation of national consciousness, values and national unity; and;
- e) Development of appropriate skills, mental, physical and social abilities and competencies to empower the individual to live in and contribute positively to the society.

Specific goals are to:

- a) Ensure and sustain unfettered access and equity to education for the total development of the individual;
- b) Ensure the quality of education at all levels;
- c) Promote functional education for skill acquisition, job creation and poverty reduction;
- d) Ensure periodic review, effectiveness and relevance of the curriculum at all levels to meet the needs of society and the world of work;
- e) Collaborate with development partners, the private sector and local communities to support and fund education;
- f) Promote information and communication technology capability at all levels.

The policy which is divided into ten sections, explained in details the components of the three levels (basic, post basic and tertiary) of our educational system, specifying what the government should do to ensure successful implementation.

2.4 UNIVERSAL BASIC EDUCATION (UBE) POLICY

2.4.1 Evolution of Universal Education in Nigeria

Universal basic education started in Nigeria in the then Western Region of Nigeria under the Premiership of Chief Obafemi Awolowo who introduced the free, universal and compulsory education, popularly referred to as Universal Primary Education (UPE)

¹² National Policy on Education, 2004 p.11-12

in 17th January, 1955. The success of the programme in the Western Region led to the introduction of the programme in the Eastern Region in February, 1957. In the same year – 1957, the Lagos Colony, a Federal Territory also launched its own scheme. From the foregoing, the universalisation of primary education in Nigeria was initially a regional project. However, the general objective behind the respective educational programmes was basically to increase access to primary education for children of school age.

The Obasanjo military regime on 6th September 1976 made UPE a national project by redesigning and changing the content of UPE to reflect the Nigerian philosophy of education as articulated in National Policy on Education. This philosophy emphasizes; the development of the individual into a sound and effective citizen; the full integration of the individual into the community and the provision of equal access to educational opportunities for all citizens at all levels of education both inside and outside the formal school system¹³. This scheme was abandoned mid-way but latter re-introduced in another name and concept known as Universal Basic Education (UBE) in 1999.

2.4.2 Nature of UBE

The universal basic education is not a new programme in Nigeria. It could be regarded as an offshoot of the Universal Primary Education (UPE) scheme, which was launched in the country in 1976. Universal Basic Education (UBE) is a policy reform measure of the Federal Government of Nigeria, aimed at rectifying distortions in basic education. The programme is regarded as universal because it is meant for every one irrespective of tribe, culture or race and class while the term basic shows that which is fundamental or essential and must be given. It is on this foundation that other tiers of education rest. Without a solid foundation, subsequent teaching may not achieve the desired results. UBE is broader than UPE, which focused only on providing educational opportunities to primary school age children. UBE stresses the inclusion of girls and women and a number of underserved groups: the poor, street and working children, rural and remote populations, nomads, migrant workers, indigenous peoples, minorities, refugees, and the disabled.

2.4.3 Components of UBE

There are three components of the UBE Scheme namely:

- I. Formal basic education encompassing the first nine years of schooling (primary and junior secondary education) for all children;
- II. Nomadic education for school age children for pastoral nomads and migrant fishermen; and

¹³ National Policy on Education, 2004 p.11

III. Literacy and non-formal education for out-of-school-children, youth and adults.

2.4.4 Unique Features of UBE

- Compulsory for every government in Nigeria to provide free, compulsory and universal basic education for every child of primary and junior secondary school age. (Free and Compulsory education);
- Free textbooks in core subjects;
- No tuition at the primary school and at the junior secondary school levels;
- Continuous, uninterrupted stretch of education for 9 years from primary school to the 3rd year of the junior secondary school;
- No entrance examination into the junior secondary school;
- Junior secondary schools shall be an autonomous body, not having much to do with the senior secondary school;
- Enforces all parents to ensure that their children or wards attend and complete their primary education and junior secondary school. As such, sanctions/fines parents who fail to send their children and wards to school;
- Provides non-formal skills and training for youths who have not had the benefit of formal education;
- Introduction of rudiments of computer literacy;
- Appropriate continuous teacher professional development; and
- Community ownership of schools including participation in decision-making process in schools.

The general objective of UBE is to provide greater access to, and ensure quality of basic education throughout Nigeria. While the specific objectives include:- developing in the entire citizenry a strong consciousness for Education and a strong commitment to its vigorous promotion; the provision of free, Universal Basic Education for every Nigerian child of school going age; reducing drastically the incident of drop-out from the formal school system through improving relevance, quality and efficiency; catering for school dropouts, and out-of-school children/adolescents, through appropriate forms of complementary approaches to the provision and promotion of basic education; and ensuring the acquisition of the appropriate levels of literacy, numeracy, manipulative, communicative and life skills (as well as the ethical, moral and civic values) needed for laying a solid foundation for life-long learning.

To attain the objectives, the following measures are taken:

- a) Public enlightenment and community mobilisation, especially
 1. Sensitizing communities on the need to enrol children in schools, especially girls;

2. Strengthening community involvement and participation in education activities.

- b) Adopting approaches that ensure the full articulation of formal and non-formal sectors.
- c) Improvement of the status of teachers, their education, training, professional development and motivation ;
- d) Providing more funds to the education sector;
- e) Enrichment and review of the curricula to make it more responsive not only to the demands of the UBE, but to the challenges of the next millennium;
- f) Provision of textbooks; instructional and non-text materials;
- g) Provision of adequate infrastructure and equipment;
- h) Taking full advantage of the possibilities offered by new information and communication technologies for better quality education.

In order to achieve the vision and mission of the scheme, an Act tagged UBE Act was enacted on the 26 May, 2004. It was titled an “Act to provide for compulsory, free, universal Basic Education and other related matters”. Following the enactment of the Act, the Universal Basic Education Commission (UBEC) was established. The Act provides three sources of funding for the implementation of the UBE, vis, Federal Government Grant of not less than 2% of its consolidated revenue fund; funds or contributions in the form of Federal Guaranteed Credits and local or international donor grants. To ensure wide coverage and state’s commitment towards the scheme, the State government can only benefit from the Federal Government block grant meant for the implementation of the UBE if it can contribute at least 50% of the total cost of the project¹⁴.

2.5 ROADMAP FOR NIGERIAN EDUCATION SECTOR

The education sector in Nigeria has been inundated with a myriad of challenges including low enrolment, retention and transition at the basic education level; low carrying capacity at the tertiary level; inadequate and obsolete infrastructure, equipment and library facilities; inadequate number of teachers; low capacity of staff especially in ICT and management skills, qualification and content delivery; inadequate instructional materials and resources; inadequate funding; and weak leadership. The sector has also historically suffered from years of neglect and mismanagement. All

¹⁴ Section 11 (2) of the UBEC Act 2004. See also Labo-Popoola S. O, Bello A.A and Atnada F.A (2009): “Universal Basic Education in Nigeria: Challenges and Way Forward”. Pakistan Journal of Social Sciences, Vol: 6, Issue: 5, pp. 252-259

these result to poor quality of the products of the sector which invariably constitutes a major constraint to the achievement of government's different developmental plans such as the National Economic Empowerment and Development Strategy II (NEEDS II), Education For All (EFA), Millennium Development Goals (MDGs), Transformation Agenda, 7-Point Agenda, and Vision 20-2020. This implies that education as a strategic priority of the Government has not been well positioned as a transformational tool and a formidable instrument for socioeconomic empowerment.

Thus, the Roadmap for Nigeria's Education presents a roadmap for educational reform and outlines a plan for implementing the turn-around strategies and necessary interventions in the four priority areas of:

1. Access and Equity
2. Standards and Quality Assurance
 - a. Infrastructure
 - b. Curriculum Content and Relevance
 - c. Teacher Development, Motivation and Retention
 - d. Learner Support Services
 - e. Information and Communications Technologies (ICT)
3. Technical and Vocational Education and Training
4. Funding, Resource Mobilisation and Utilisation in each of the three subsectors (Basic Education, Post-basic Education and Tertiary Education).

The document also addresses cross cutting issues within the system that needs to be addressed in order to sustain the improvement. These areas include:-Planning, Policy Implementation and Management; Establishing an effective Education Management Information Systems (EMIS); Legislative Review and Reform; Strengthening Stakeholders' Partnership and Collaboration. Thus, the Roadmap for Nigeria's Education is a document that charts the strategies and road-map for transforming the education sector.

Below is the summary of the problems and the strategic interventions to address the issues according to the report:

2.5.1 Basic Education

Peculiar problems facing the basic education sub-sector include:

- Wide disparity exists between the expected and actual enrolments in ECCDE, primary school and junior secondary schools, Nomadic and Migrant education;
- Gender disparity in male and female enrolment at the primary school and JSS

level;

- Deep issues of physical access, quality access and economic access;
- The non-existence of an Open School System;
- Inadequate and inaccurate data as well as poverty;
- Inadequate classrooms and infrastructures;
- Poverty .

Strategies to address these issues include:

- Wide sensitization and advocacy in support of enrolment, retention and funding;
- Inventory of infrastructure needs of schools, as well as urgent rehabilitation of schools in line with a plan of action as developed;
- Establishment of a National Agency for Education Quality Assurance at all levels below the Tertiary level;
- Ensure appropriate staffing in schools, implement National Teacher Education Policy, institutionalize career development and provide conducive working environment for teachers;
- Ensure timely review and enrichment of the schools' curriculum;
- Increase of budgetary provision for ICT and provision of ICT laboratories in all schools with requisite ICT infrastructure and services to also accommodate children with special needs.

2.5.2 Post Basic Education

Peculiar problems facing the Post-Basic Education sub-sector include:

- Inadequate enrolment in senior secondary schools;
- Inadequacy of laws and absence of quality control regulation;
- Low learning outcomes in literacy, numeracy and life skills;
- Non conducive teaching and learning environment due to dilapidated infrastructure;
- Dearth of relevant textbooks and other instructional materials;
- Extremely low enrolment in Technical and Vocational Educational Institutions.

Some of the turn-around strategies to address issues in post-basic education sub-sector include:

- Wide sensitization and advocacy in support of enrolment and funding;
- Provision of seed grants for VEIs;
- Funds and resource utilisation are to be based on approved Medium Term Sector Strategy Plans and Ministry Work Plans;
- Empowerment of NERDC, NBTE and other bodies to review, update, print and circulate curriculum and examination syllabi;

- Provision of extensive training to upgrade the skills of the unqualified teachers to enable them teach technology in the VEIs;
- Reinstatement of the moribund Teacher Vacation Courses (TVC) in science and technology; and
- Implement recommendations in the ORASS report

2.5.3 Tertiary Education

Peculiar challenges facing this sub-sector include:

- Low carrying capacity of Nigerian tertiary institutions;
- Inequality of education across the States;
- Academic staff shortages across board and the absence of a system to produce teaching staff for the polytechnics;
- Divided interests by academics (moonlighting);
- Illegal institutions/satellite campuses/external campuses.

Some of the strategies to address issues in tertiary education include:

- Increase in the carrying capacity in existing tertiary institutions;
- Provision of grants for State Governments to establish more tertiary institutions and upgrade existing ones;
- Improve conditions of service and working environment to attract and retain the best academics;
- Implement government directives on ICT initiatives for tertiary institutions;
- Ensure periodic review of curricula in line with national needs and goals every five years;
- Encourage self- reliance through internal funding;
- Improve funding sources by exploring strategies such as cost-sharing, private sector involvement, alumni, endowments, international development partners and consultancy services etc.

Deliverables to tie in with the specific strategies were also articulated and timelines included.

Table 3: Review of the State of the Educational Sector Along the Four (4) Priority Areas.

Access & Equity	Standards & Quality Assurance	Technical and Vocational Education and Training	Funding, Resource Mobilisation and Utilisation
<ul style="list-style-type: none"> • Out - of- school Children • Lack of essential infrastructure • Gender 	<ul style="list-style-type: none"> • Infrastructural needs • Teacher development, motivation & retention • Curriculum relevance & review 	<ul style="list-style-type: none"> • Dearth of qualified teaching staff • Low societal estimation of vocational education • Inadequate number of 	<ul style="list-style-type: none"> • Inadequate Budgetary Allocation • Access to Budgeted Funds • Poor management

disparity • Poverty • Almajirai Challenge	• Information & Communications Technology (ICT)	technical & vocational colleges	& utilisation of funds
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Source: Roadmap for the Nigeria Education Sector at Page 8

Figure 3: The Roadmap to Success (Where We Want to Be)



Source: Roadmap for the Nigeria Education Sector at Page 8

2.6 NIGERIA'S VISION 20: 2020 (NV20:2020)

Since independence, several strategic development plans have been put in place to drive the Nigerian development trajectory. The return to civil rule in 1999 however witnessed the development of more plans and policies including, the Poverty Reduction Strategy Papers (PRSPs); National Economic Empowerment & Development Strategy (NEEDS I and II); Nigeria's Strategy for attaining the Millennium Development Goals; and the Seven Point Agenda. Despite all these, Nigeria's socio-economic progress has remained very poor and abysmal. The clog in the wheels of our social-economic progress is not paucity of strategic plans and policies, but poor implementation and execution. The zeal to attain our national aspirations, transform and increase the relevance of Nigeria as a leading emerging market economy led to the introduction of NV20:2020. The Vision is the second attempt by Nigeria to drive the attainment of her national aspirations using a long term perspective plan, Vision 2010 being the first perspective plan.

Vision 20:2020, a long term approach to development planning was designed to propel the country to the league of the top 20 economies of the world by the year 2020. The two broad objectives are to make efficient use of human and natural resources to achieve rapid economic growth and; to translate the economic growth into equitable social development for all citizens.

Thus, the vision statement of Nigeria's Vision 20:2020 is that:

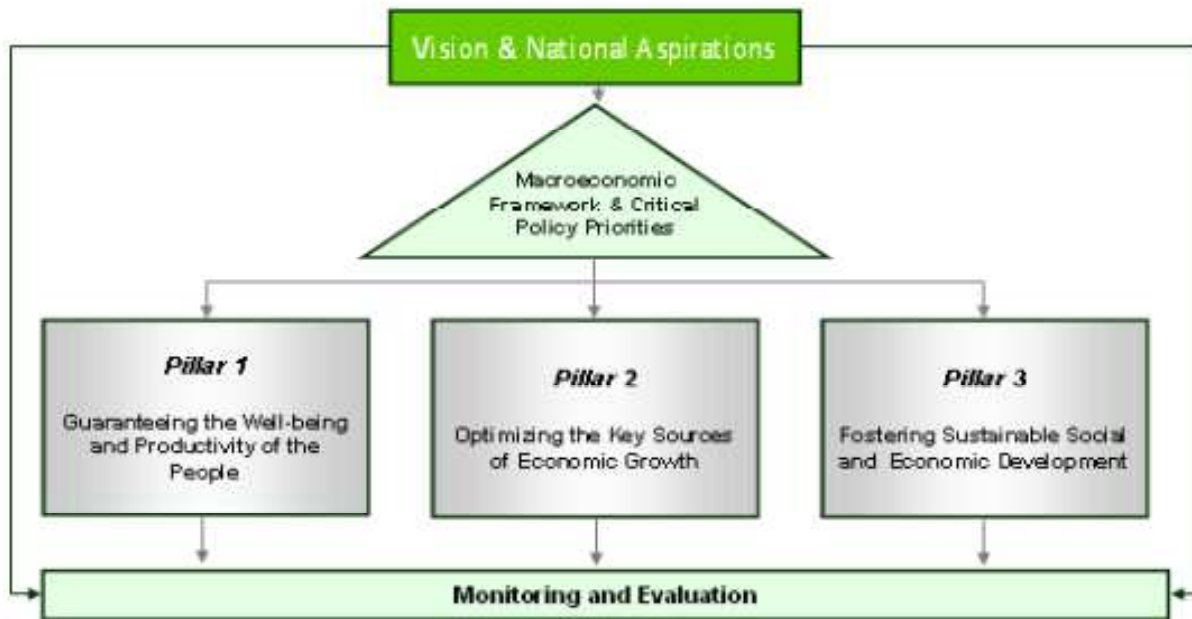
“By 2020, Nigeria will have a large, strong, diversified, sustainable and competitive economy that effectively harnesses the talents and energies of its people and responsibly exploits its natural endowments to guarantee a high standard of living and quality of life to its citizens”.

In other words, NV20:2020 offers strategies towards realizing Nigeria's potentials and her emergence as one of the 20 leading global economies in the world by 2020. The specific actions to be taken in that direction include: urgently and immediately address the most serious constraints to Nigeria's growth and competitiveness; aggressively pursue a structural transformation of the economy from a mono-product to a diversified and industrialized economy; investing in human capital to transform the Nigerian people into active agents for growth and national development; and investing in infrastructure to create an enabling environment for growth, industrial competitiveness and sustainable development.¹⁵

Nigeria's Vision 20:2020 aims at reducing the problems of hunger, poverty, poor healthcare, inadequate housing, low quality human capital, gender imbalance, low productivity and poor basic facilities to improve the well-being of Nigerians. The Vision will be pursued through a series of three – four year medium term plan (1st NIP 2010-2013, 2nd NIP 2014-2017, 3rd NIP 2018- 2020) which will further articulate the strategies, policies, projects and programmes among other things. Vision 20:2020 is hinged on three pillars. Pillar one is to guarantee the wellbeing and productivity of the people. Education is the bedrock of this first Pillar. Pillar two is optimizing the key sources of economic growth, while the third pillar is fostering sustainable social and economic development. The three pillars represent the building blocks of the future that Nigerians desire. The key strategic framework and the strategic objectives of these pillars are outlined below:

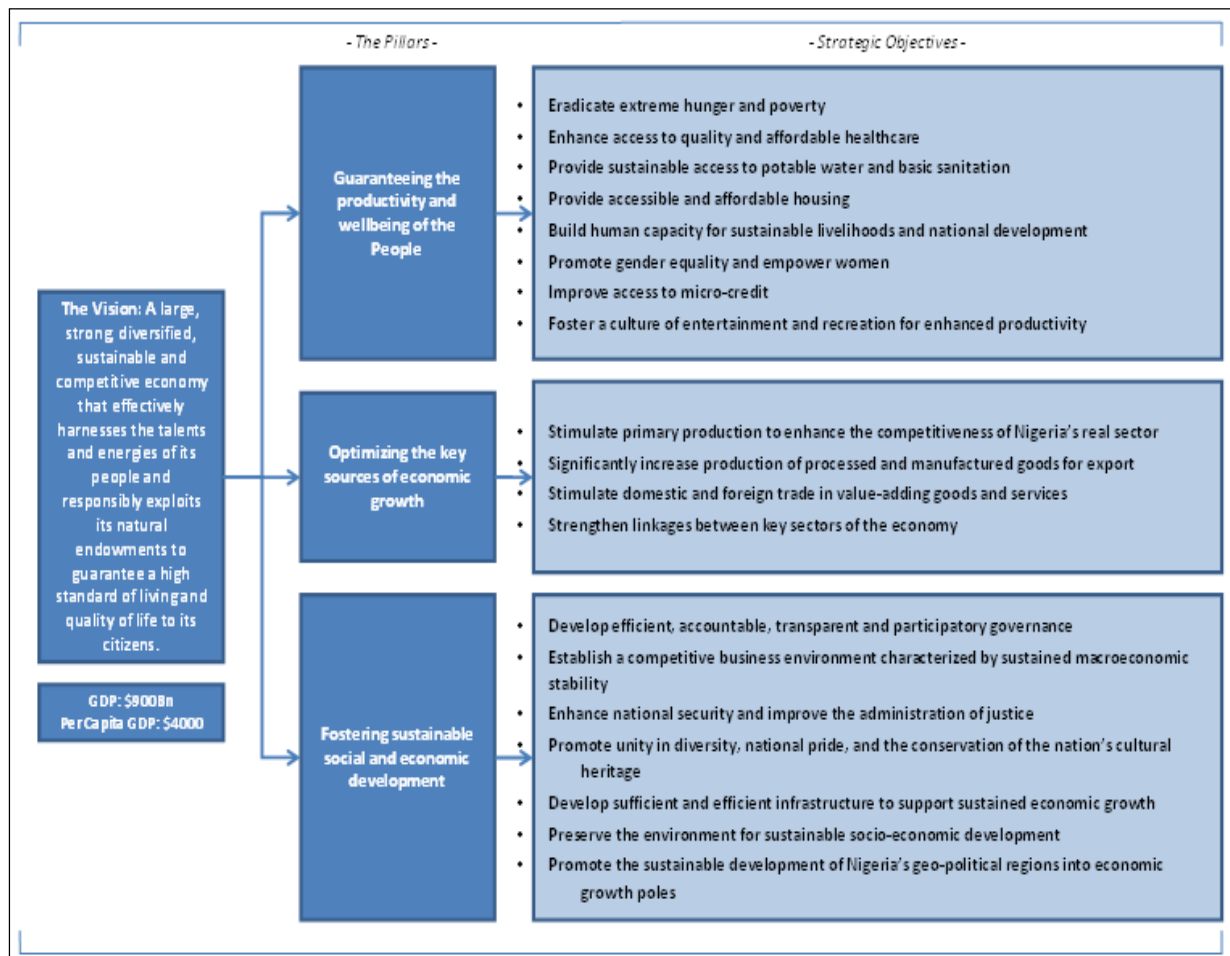
Figure 4a is the Strategic Framework for NV 20: 2020

¹⁵ Nigeria Vision 20:2020, p.3



Source: Nigeria Vision 20:2020

Figure 4b: The Three Pillars of Vision 20:2020



Source: Nigeria Vision 20:2020

The Vision considers education as both a basic human right and a critical element in human development. NV20:2020 seeks to re-focus the country's educational system in terms of access, equity, quality, infrastructure, teacher quality and development, curriculum relevance, funding and planning. More attention would be given to Technical and Vocational Education and Training (TVET) to provide skilled manpower in applied science, engineering technology and commerce to operate, maintain and sustain the nation's economic activities for rapid socio-economic development. TVET was designed to impart necessary skills and competencies leading to the production of artisans, technicians and technologists who will be enterprising and self-reliant, thus having the greatest potential to generate employment and reduce poverty.

2.6.1 NV20:2020 First National Implementation Plan (1st NIP) (2010 – 2013)

As a basis to overcome the challenges and lay a solid foundation for the attainment of the nation's long-term vision, the First NIP (2010 – 2013) provides for the achievement of double digit economic growth rate by 2013. The First NIP NV20:2020 Implementation Plan aims to engender accelerated pro-poor growth, achieve an average GDP growth rate of 13 per cent, raise the GDP per capital from \$1,075 in 2009 to \$2,008.75 by 2013, generate jobs to absorb the teeming unemployed and create new opportunities, improve the nation's global competitiveness and raise public confidence in governance and the political system¹⁶. All these are also geared towards attaining the Millennium Development Goals by 2015 and moving the nation towards achieving its Vision.

2.6.2 Education Sector Plan in Vision 20:2020

The goal of Vision 20:2020 in education sector is to ensure that all children, irrespective of ethnicity, gender, or disability, complete a full course of basic education which is a 12 years of formal education comprising three years of Early Childhood Care Development and Education (ECCDE), six years of primary schooling and three years of junior secondary schooling. This would be followed by at least 3 years of vocational training (informal/formal education) or senior secondary schooling. Meeting this basic target will speed progress towards the achievement of all the other targets for NV20:2020.

The vision is to “establish a modern and vibrant education system that ensures the maximum development of the potentials of individuals and promotes a knowledge-driven society that propels the nation's development”. The ability to acquire and utilize knowledge and skills effectively is the key to the growth and development that will propel Nigeria to become one of the 20 largest economies by the year 2020¹⁷. A modern and vibrant education system entails wide-ranging activities that would ensure functional, qualitative education of the highest possible standards at basic, post-basic and tertiary levels. The primary means to achieve these targets include providing access to quality education at all levels, improved learning and teaching infrastructure, according greater importance to science, information technology, technical, vocational education and training.

The main issues to be addressed in the education sector, during the plan period include achieving complete access to education by all school-age children; providing opportunities for professional development of existing teachers, training and recruiting more qualified teachers; creating the appropriate learning and teaching environment to improve quality and standards. These will reposition the educational system for the

¹⁶ Nigeria Vision 20:2020, p.4

¹⁷ Nigeria Vision 20:2020, p.4

critical role it must play in enabling the attainment of the Vision. The policy thrust, objectives and targets are presented below:¹⁸

The policy thrusts of the First NIP in Education are:

- To consolidate the gains achieved in the past years in education;
- Promote primary education enrolment of all children in school going age irrespective of income profile of the parent;
- Provision of infrastructure such as classrooms across all levels would ease overcrowding and increase access and reduce pupil/teacher ratio;
- Enhance the efficiency, resourcefulness, and competence of teachers and other educational personnel through training, capacity building, and motivation;
- Strengthen Nigeria's technological and scientific base by revamping technical, vocational, and entrepreneurial education and making optimal use of information and communication technologies to meet the economy's manpower needs;
- Re-establish and enforce guidelines for standards and education quality assurance;
- Enhance the competence and performance of teachers, education managers, and other education personnel through quality pre-service training, continuous development programmes and motivation.

In line with the policy thrusts, the objectives and targets of education in vision 20:2020 are as follows:

Objectives:

- Provide and sustain unfettered access to education for the total development of the individual;
- Ensure regular review of curriculum and other policies at all levels for skill acquisition, job creation and poverty reduction;
- Assure high quality education programmes that are globally competitive at all levels;
- Collaborate with development partners, the private sector, civil society organisations and local communities to support and fund education;
- Promote Information and Communication Technology capability at all levels;
- Promote Gender Equality in Education.

Targets:

- Increase net primary enrolment from 61.5 per cent to 75 per cent by 2013;
- Increase access to nomadic education from 22 per cent to 40 per cent by 2013;
- Increase adult literacy rate for women from 55 per cent to 65 per cent by 2013;

¹⁸ Nigeria Vision 20:2020, 1st NIP, p.152 -154

- Increase coverage for awareness and advocacy programmes by 2013;
- Review and update of all teaching and learning support materials by 2013;
- Upgrade of 13,396 unqualified teachers by 2013;
- Convert at least 40 per cent of current Science Teachers to teach IT and use IT tools in Teaching by 2013;
- 40 per cent gender parity attained by 2013.

The *priority programmes and projects* for the Education Sector are as follows:

- Infrastructure Development;
- National Campaign on Access to education;
- Create Centres of Excellence in one University, Polytechnic and College of Education in each geo-political zone;
- Establish a National Commission for Education Quality Assurance;
- Train and retrain teachers on the 9-year Basic Education curriculum;
- Strengthen the Education Management Information System (EMIS);
- Upgrading/provision of additional laboratories, workshops, studios and research facilities in all Federal Universities and Inter University Centres, Colleges of Education and Polytechnics;
- Capacity building for staff of federal tertiary institutions and NUC; and
- Upgrading of ICT facilities in Federal Universities and Inter University Centres, Colleges of Education and Polytechnics.

Table 4 shows the summary of areas of focus in education by levels.

Table 4: Summary of Areas of Focus in Education by Levels

Level	• Areas
Early Childhood Care Development and Education (ECCDE)	• Expand facilities and capacities for the provision of Early Childhood Care Development and Education (ECCDE)
	• Provide integrated and child friendly centres in at least 50% of public schools
	• Encourage participation of the private sector and not-for-profit organisations in the delivery of ECCDE to expand access
Primary Education	• Ensure 100% retention and completion of primary education for both boys and girls
	• Reduce pupil-teacher ratio
	• Bridge rural-urban gap in enrolment and school attendance
	• Provide inclusive facilities and resources for gifted and talented children and the physically challenged
	• Enforce mechanisms already in place for the implementation of compulsory enrolment and retention of children in primary and junior secondary schools
Junior	• Enforce mechanisms already in place for the implementation of

Secondary Education	compulsory enrolment and retention of children in primary and junior secondary schools.
	<ul style="list-style-type: none"> • Ensure completion and facilitate the onward progression of 60% to senior secondary, 20% to technical colleges, 10% to vocational training centres, and 10% to apprenticeship schemes
	<ul style="list-style-type: none"> • Support community participation in school management
Senior Secondary (Post-Basic) Education	<ul style="list-style-type: none"> • Increase the transition rates of boys and girls from basic education to the post-basic education level
	<ul style="list-style-type: none"> • Promote mainstreaming of pupils who have completed the integrated Qur'anic education and nomadic education programmes into the post-basic education programme
	<ul style="list-style-type: none"> • Facilitate the transition from basic education to post basic education of children with special needs such as the mentally and physically challenged
Nomadic Education	<ul style="list-style-type: none"> • Improve communication and knowledge management of nomadic education
	<ul style="list-style-type: none"> • Provide incentives to parents to enrol their children
	<ul style="list-style-type: none"> • Create awareness for the need to come back to school or attend learning centres
Adult and Non-Formal Education	<ul style="list-style-type: none"> • Provide non-formal basic education for adults and youths who never had the opportunity of formal education
	<ul style="list-style-type: none"> • Provide continuing or remedial education for school leavers
Tertiary Education	<ul style="list-style-type: none"> • Increase the carrying-capacity of tertiary institutions
	<ul style="list-style-type: none"> • Enhance quality and access to tertiary education by expanding and modernising facilities in tertiary institutions to enable them to cope adequately with their present enrolment levels and anticipated expansion (current absorptive capacities are 15% in universities, 53% in polytechnics and 34% in colleges of education).
	<ul style="list-style-type: none"> • Promote and expand open and distance learning systems in tertiary institutions to expand reach and access.
	<ul style="list-style-type: none"> • Create Innovative Enterprises and Vocational Institutions in partnership with the private sector
	<ul style="list-style-type: none"> • Strengthen Linkages with Experts and Academics in the Diaspora (LEAD) and establish staff and student exchange programmes
General	<ul style="list-style-type: none"> • Enhance basic literacy and entrepreneurship skills through the full implementation of the Federal Government policy on entrepreneurship education, supported by at least one model enterprise centre in each state
	<ul style="list-style-type: none"> • Institute a quality assurance system and regulatory body for quality control
	<ul style="list-style-type: none"> • Institute an Education Management Information Systems (EMIS) for effective planning and management.

Source: Author's Documentation

2.7 TRANSFORMATION AGENDA

At the inception of President Jonathan's Administration, the country was faced (and is still faced) with a number of developmental challenges such as poverty and high rates of unemployment, widening disparity in income, depleting foreign reserves, rising recurrent expenditure and overall fiscal deficit. Others include the multiplicity of projects in the face of dwindling resources, non-diversification of the economy, divergence between the annual capital budget and medium term plans and lack of consistency, continuity and commitment (the 3Cs) to agreed policies. To address these challenges, the government developed the Transformation Agenda (TA). The Transformation Agenda is the blueprint of the key policies, programmes and projects to be implemented during 2011 – 2015 to speed up Nigeria's march towards becoming one of the twenty largest economies by the year 2020. The programmes and projects in the Transformation Agenda are the priority policies, programmes and projects of Federal Ministries, Departments and Agencies (MDAs) of government. Thus, the Transformation Agenda is touted as based on a set of priority policies and programmes which when implemented will transform the Nigerian Economy to meet the future needs of the Nigerian people. It aims to provide a sense of direction for the current administration over the next four years.

The Transformation Agenda is targeted at creating decent jobs in sufficient quantities to address the protracted problem of; unemployment and reduce poverty; laying the foundation for a robust and inclusive growth of the Nigerian economy; and improving, on a sustainable basis, the well-being of all classes of Nigerians regardless of their personal circumstances and location. To achieve these strategic goals, the government has focused attention on priority sectoral issues, including agriculture, manufacturing, oil and gas, trade and investment, culture and tourism, education, health, youth and women development, power, transport, water, security, public service reforms, anti-corruption, as well as foreign and economic diplomacy. These have been grouped into four thematic areas of Governance, Human Capital Development, Infrastructure and Real Sector, each thematic area comprising of several sectors.

THEMATIC AREAS:

<p><u>GOVERNANCE</u></p> <ul style="list-style-type: none"> ✓ Security ✓ Public Service Reform ✓ Anti-Corruption ✓ Foreign Policy and Economic ✓ Diplomacy 	<p><u>HUMAN CAPITAL DEVELOPMENT</u></p> <ul style="list-style-type: none"> ✓ Education ✓ Health ✓ Labour and Productivity ✓ Women and Youth Development <p>Human Capital Development is strategic to the socio-economic development of a nation and includes education, health, labour and employment and women affairs.</p>
<p><u>INFRASTRUCTURE</u></p>	<p><u>REAL SECTOR</u></p>

✓ Power	✓ Agriculture
✓ Transport (Roads, Rail, Inland Waterways & Seaports)	✓ Manufacturing
✓ Housing	✓ Oil & Gas
✓ Water for Irrigation and Industries	✓ Solid Minerals

2.7.1 Education Sector Reform in TA

The Transformation Agenda lists the education sector as one of the four priority areas in human capital development and aims to refocus the educational system in the areas of access and quality, infrastructure, teacher quality and development, curriculum relevance, and funding and planning. This led to the development of 4-year Strategic Plan in education through which several reform initiatives were introduced in the sector.

2.7.2 Priority Policies for the Development of Education

1. Promote primary enrolment of all children in school going age irrespective of the income profile of the parents.
2. Provision of infrastructures such as class-rooms across all levels, so as to ease over-crowding, increase access and reduce pupil/teacher ratio.
3. Enhance the efficiency, resourcefulness, and competence of teachers and other educational personnel through training, capacity building, and motivation.

2.7.3 Key Education Initiatives and Programmes in TA:

Some of the initiatives and programme for transforming the Education sector are:

- Institutionalization of Early Childhood Care & Education (ECCE);
- The Almajiri Education Programme;
- Back-to-School Programme – South-East;
- Promoting Girl Education;
- Construction of Model Nomadic Education Centres;
- Revitalization of Adult and Youth Literacy.
- Promoting Technical and Vocational Education and Training (TVET) at formal and informal levels;
- Capacity building on Technical and Vocational Education and Training (TVET) for 1TF staff overseas.
- Rehabilitation of laboratories and work spaces in colleges and tertiary institutions.
- Rehabilitation of infrastructure across all levels of education;
- Providing support facilities such as libraries, laboratories, information & communication technology so as to improve the teaching-learning process;
- Providing training and capacity building, motivation to enhance the efficiency, resourcefulness, and competence of teachers and other educational personnel;

- Reviewing school curricula from primary to tertiary
- Promoting girls and boy-child education;
- Improving the provision of higher education through open and distance learning;
- Improving the collection and management of education data to enhance policy and planning;
- Improving academic staff development in tertiary institutions;
- Improving budgetary allocation to education; and
- Improving fiscal responsibility and utilization of funds.

2.7.4 Distribution of Key Programmes and Projects by Sector

The key priority programmes and projects to drive the Transformation Agenda are selected from 20 MDAs and sectors. A total of 1613 projects have been identified; out of which 385 (about 22 per cent) are new while 1361 (about 78 per cent) are on-going. After thorough scrutiny and on the basis of the selection criteria adopted, 685 projects (about 39 per cent of the total projects considered) are admitted into the programme during the 2012-2015 period based on the following criteria¹⁹ (1) currently existing capital projects under the NIP of the NV20:2020; (2) with potential for significant economic impact; (3) are already on-going or under development; (4) essential to the attainment of sector goals (5) achieve significant progress in 4 years; (6) capable of attracting private sector investment, donor funds or soft loans; (7) impact on employment and welfare; (8) clear justification for budget commitment; (9) alignment with stated policies; (10) likelihood of completion between 2012-2015; (11) clear implementation arrangements; (12) MDG funded projects; (13) projects with feasibility reports; (14) inter-linkages with other sectors; and (15) having measurable targets, indicators and outcomes. The number of Education programme and projects in the TA is 24.

Table 5: Transformation Agenda Budgetary Allocation to Human Capital Development Area

Sector	2012 N' Million	2013 N' Million	2014 N' Million	2015 N' Million	Total 2012- 2015 N' Million	% share of Total
Education	9,850.00	100,000.00	106,500.00	128,000.00	344,350.00	4.78%
Health	45,310.00	54,000.00	60,000.00	70,000.00	229,310.00	3.18%
Women & Social Development	7,103.45	7,519.03	7,129.33	6,619.58	28,371.39	0.39%
Youth Development	11,833.61	10,270.42	6,285.14	6,812.41	35,201.58	0.49%
Labour & Productivity	15,323.69	14,351.06	14,996.11	14,214.99	58,885.85	0.82%

Source: Transformation Agenda

¹⁹Transformation Agenda

2.8 4 Year Strategic Plan for the Development of the Education Sector

The actualization of the Transformation Agenda is hinged on the effectiveness of our educational system. This is in consideration of the pivotal role education plays in developing individual skills to drive other sectors of the economy. Hence the 4-year Strategic Plan on Education. The 4-year Strategic Plan is a coordinated approach to addressing the challenges hampering the Nigerian Education System from playing its key national development role as stipulated in the Transformation Agenda. The Plan also draws from other existing development plans and documents in education such as the Report of the Presidential Task Team on Education, Report of the Vision 2020 National Technical Working Group on Education, Roadmap for the Nigerian Education Sector and the One Year Strategy for the Development of the Education Sector, May 2010 – April 2011. The Plan articulates activities targeted towards addressing specific education challenges in the next four years.

The Plan is divided into six focal areas:

- Access and Equity
- Standard and Quality Assurance
- Strengthening the Institutional Management of Education
- Teacher Education and Development
- Technical and Vocational Educational and Training
- Funding, Partnership and Resource Mobilization

However, the two main areas of challenge are Access and Equity and Standard and Quality Assurance. In order to effectively provide solutions for these basic challenges, the other four focal areas need to be addressed.

Below is the plan of the two main areas of challenge - Access and Equity and Standard and Quality Assurance, which in line with the Transformation Agenda pays significant attention to transformation of the schools and institutions which the Federal Ministry of Education is responsible for. To ensure successful implementation of the activities identified in the Plan, each focal area has a task team that work closely with the implementing agencies. The Task Teams report first to the Steering and Coordinating Committee which now reports to the Honourable Minister of Education.

Table 6: ACCESS AND EQUITY

S/N	TURN AROUND STRATEGY	ACTIVITY	DELIVERABLE	IMPLEMENTING AGENCY	TIMELINE (QUARTERLY)	SOURCE (s) OF FUNDING
2.1	Launching of National Campaign on Access to Boost Enrolment	Launch National Campaign in States and Local Government	Access campaign launched across state and local governments Enrolment in Basic Education enhanced	FME, States, Local Government	2012-2015	FME, States, Local Government
2.2	Strengthening the Institutionalization of ECCDE especially in Primary Schools	Identify and determine the number of ECCDE Sections in Primary Schools in the country. Establish more ECCDE Centres in Primary Schools	Functional and quality ECCDE Sections available in all Primary Schools.	FME, UBEC, NERDC, SUBEBs, LGEAs.	1 st – 4 th Quarter 2012 -2015	2% CRF and Budgetary Allocation
2.3	Provide adequate number of approved ECCDE Curricula available in the ECCDE Sections. Procure and distribute approved curricula and other learning materials on ECCDE in Schools	Verify the type and number of curricula available in the ECCDE Sections. Procure and distribute approved curricula and other learning materials on ECDE in schools	Adequate and relevant curricula provided and available in all ECCDE Sections.	FME, UBEC, NERDC, SUBEBs, LGEAs	1 st -4 th Quarter 2012-2012	2% CRF and Budgetary Allocation
S/N	TURN AROUND STRATEGY	ACTIVITY	DELIVERABLE	IMPLEMENTING AGENCY	TIMELINE (QUARTERLY)	SOURCE (s) OF FUNDING
2.4	Recruiting professional ECCD Teachers Re-training of ECCDE Teachers	Conduct a survey to ascertain the adequacy and qualification of teachers in all ECCDE Sections across the country. Organizing training sessions for ECCDE teachers.	Adequate and qualified teachers of ECCDE recruited	UBEC, NERDC, NCCE, NTI, SUBEBs, LGEAs	2011-2015	2% CRF and Budgetary Allocation

2.5	Reducing the number of out-of-school children Main –streaming the Out- of – School Children into the Formal School System.	Ascertain Pupils/ Students enrolment from 2005 – data. Determine the Attendance /Retention / Completion rates of pupils / students in Basic Education Schools. Monitor the intervention of the Almajiri Implementation Committee . Conduct enrolment drives. Organize enlightenment campaigns. Produce and air documentaries, jingles and hold roundtable discussions on Basic Education.	Increased Enrolment / Attendance /Retention / Completion in Basic Education Schools including Almajiri schools; Reduction of out-of-school children by 60%. Properly informed UBE Stakeholders on the key responsibilities, featurea, achievements and challenges of UBE	FME, UBEC, SUBEBs, LGEAs, NMEC ,UBEC	2011 – 2015	2% CRF and Budgetary Allocation.
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S/N	TURN AROUND STRATEGY	ACTIVITY	DELIVERABLE	IMPLEMENTING AGENCY	TIMELINE (QUARTERLY)	SOURCE (s) OF FUNDING
2.6	Mobilizing and Sensitizing affected Communities on the need to Embrace the Almajiri Education. Main-streaming Almajiri Pupils into the formal	Monitor the implementation of Almajiri Education in Nigeria.	Guideline on Almajiri Education implemented. Almajiri – pupils main-streamed into	FME/UBEC/ Stakeholders	2012-2013	2% CRF and Budgetary allocation

	school system.		the formal school system.			
2.7	Implementing the Almajiri education Programme	Execute the work plan of the Almajiri Implementation Committee	400 Day and boarding schools constructed for Almajiris across Nigeria. Almajiri education integrated into Basic Education Programmes	FME, UBEC, TET Fund, NMEC, SAME, NCNE, SUBEB, LGEAs, IDPs,	2011-2015	2% CRF Budgetary Allocation, MDG Special Intervention Funds.
2.8	Establishing additional schools for children with Special Needs and equipping them adequately with trained personnel and relevant equipment.	Conduct a national survey on special needs education. Monitor the establishment of more schools for children with special needs in States.	Additional Schools for Children with Special Needs established. Increased access to schools by children with special needs.	FME, some, UBEC, SUBEBs, NGOs, CBOs.	1 st -4 th Quarters 2012	2% CRF Budgetary Allocation, MDG Special Intervention Funds.
S/N	TURN AROUND STRATEGY	ACTIVITY	DELIVERABLE	IMPLEMENTING AGENCY	TIMELINE (QUARTERLY)	SOURCE (s) OF FUNDING
2.9	Developing guidelines on education polices for the boys and girls child education as well as second chance education	Develop draft Guideline on education polices for the boys and child education Convene stakeholders meetings; print and disseminate guidelines.	Guidelines on education polices developed and disseminated	FME, UBEC, NMEC, SAME, NCNE, SUBEB, LGEAs, IDPs	2 nd – 4 th Quarters 2012	2% CRF Budgetary Allocation and MDG funding.
2.10	Carrying out mobilization and sensitization campaigns on Girl- Boy-Child Education Ensuring the provision of	Establish more programme for the girl-boy child for access and retention in affected States and monitor to	Increased number of girl child and boy child completing compulsory basic education in affected states.	FME, SMoE. SUBBE, LGEA, NGOs, CBOs, UBEC,	1 st -4 th Quarters, 2011 – 2012	2% CRF Annual budget and the MDG.

	education opportunities to all children of school age	ascertain full implementation. Collate and analyze statistics on enrolment, attrition, and retention.	Documented reports on the status of boy child and girl child education in affected states.			
S/N	TURN AROUND STRATEGY	ACTIVITY	DELIVERABLE	IMPLEMENTING AGENCY	TIMELINE (QUARTERLY)	SOURCE (s) OF FUNDING
2.11	Improving Adult and Youth Literacy Enrolment and Retention by 50% by 2015. Making TVET Programmes more attractive to Adult and Youth	Build additional Centres Monitor the implementation of the approved programmes Train and re-train teachers for Adult and Vocational Centres. Sensitize the public on TVET programmes Disseminate UNESCO guideline on Adult and Youth literacy programmes Develop TVET Strategy & Framework for NFE	Functional Adult Education and Vocational Centres with increased enrolment of 50% Youth and Adult Literacy Programmes implemented in line with UNESCO's Guideline.	UBEC, NMEC, SUBEB, Ministry of Women Affairs, Youth Development NGOs	2011 – 2015	2% CRF and Budgetary allocation.
2.12	Providing adequate infrastructure and instructional materials in Basic Education Schools to enhance access to quality education.	Monitor the number of classroom in the country, ascertain their conditions and proffer appropriate solutions s.	Adequate and good quality classrooms and instructional materials provided. Child friendly	FME, UBEC, SUBEB, LGEAs, OPS	2 nd – 4 th Quarters 2011-2014	2% CRF

		Provide adequate instructional materials	learning environment provided			
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S/N	TURN AROUND STRATEGY	ACTIVITY	DELIVERABLE	IMPLEMENTING AGENCY	TIMELINE (QUARTERLY)	SOURCE (s) OF FUNDING
2.13	Developing Digital Basic Education School Maps	Conduct nationwide school mapping Digitize school maps	Digitized Basic Education maps. Produced.	FME, UBEC and SUBEBs	1 st – 3 rd Quarters 2012.	2% CRF.
2.14	Developing State Education Sector Plans by SUBEBs	Carry out situation analysis by States. Organize capacity building workshops for SMOE, SUBEB, and LGEA officials. Develop Sector Plan by States Develop Operational Plan.	5- Year SUBEBs Sector Plans Produced	SUBEBs, SMOE, UBEC, IDPs	1 st -4 th Quarters, 2012	2% CRF and Budgetary Allocation
2.15	Developing Education Policy Guidelines for Children Orphaned by HIV/ AIDS	Convene Stakeholders meeting on development of the guidelines. Produce and disseminate the guidelines	Guideline produced	FME, UBEC, NMEC, SAME, NCNE, SUBEB, LGEAs, IDPs, NACA, SACA, LACA	1 st -4 th 2012-2015 Quarters	2% Budgetary Allocation, MDG
S/N	TURN AROUND STRATEGY	ACTIVITY	DELIVERABLE	IMPLEMENTING AGENCY	TIMELINE (QUARTERLY)	SOURCE (s) OF FUNDING
2.16	Establishing Nomadic Education Model Centres in Grazing Reserves	Construct and equip Nomadic Education Model Centres in Grazing Reserves	Twelve (12) Nomadic model education centres constructed and equipped in Grazing Reserves	NCNE	4 th Quarters 2011-2 nd Quarters, 2015	Capital and MDGs appropriation.
2.17	Establishing Fisher folk	Construct and equip	Twelve (12)	NCE	4 th Quarter 2011-	Capital and MDGs

	Education Model Centres in fishing ports	Fisherfolk Education Model Centres in fishing ports	fisherfolk model education centres constructed and equipped in fishing Port		2 nd Quarter, 2015	appropriation.
2.18	Establishing Nomadic Education Model Centres in Farm Centre (Settlements)	Construct and equip Nomadic Education Model Centres in Farm Centres (Settlements)	6 No.s of Nomadic model education centres constructed and equipped in Farm Centres	NCE	4 th Quarter 2011-2 nd Quarter 2015	Capital and MDGs appropriation
2.19	Designing, developing and providing mobile collapsible tents	Produced mobile collapsible tents	200 Numbers of Collapsible school structures produced	NCE	4 th Quarters 2011-2 nd Quarters,2015	Capital and MDGs appropriation
2.20	Providing schools boats and dugout canoes	Produce boats and dugout canoes	15 School Boats and six (6) dugout canoes provided	NCE	4 th Quarter 2011-2 nd Quarter, 2015	Capital and MDGs appropriation
S/N	TURN AROUND STRATEGY	ACTIVITY	DELIVERABLE	IMPLEMENTING AGENCY	TIMELINE (QUARTERLY)	SOURCE (s) OF FUNDING
2.21	Strengthening Advocacy, Mobilisation and Sensitization of Nomadic communities through Radio Programme	Carry out advocacy, mobilization and sensitization programmes in nomadic communities	150 Nomadic Communities sensitized	NCE	4 th Quarter 2011-4 th Quarter, 2015	Capital and MDGs Appropriation.
2.22	Developing interactive Radio Instruction Programmes from Levels 1-6	Develop and implement Interactive radio instructions	Interactive Radio Instruction (IRI) Programmes from levels 1-6 implemented	NCNE	4 th Quarters 2011-2 nd Quarter, 2015	Capital and MDGs appropriation
2.23	Rehabilitating Community Based Nomadic Schools including providing of Portable Water	Rehabilitate community based nomadic schools	Thirty five (35) community –based nomadic schools rehabilitated. Forty –five (45) no hand pump boreholes constructed	NCNE	4 th Quarter 2011-2 nd Quarter, 2015	Capital and MDGs appropriation.

S/N	TURN AROUND STRATEGY	ACTIVITY	DELIVERABLE	IMPLEMENTING AGENCY	TIMELINE (QUARTERLY)	SOURCE (s) OF FUNDING
2.24	Providing adequate Reproductive Health Information Education and Communication in Nomadic Communities	Produce reproductive health materials on maternal health and childcare for nomadic mothers	25,000 Reproductive health materials produced and 5,000 nomadic mothers trained on maternal health and childcare	NCNE	4 th Quarter 2011-1 st Quarter,2014	Capital and MDGs appropriation
2.25	Carrying out Advocacy on enrolment, retention and completion of Nomadic Girl –child	Conduct advocacy on enrolment, retention and mobilization of girl child	Nomadic girl child Education enrolment increased by 500,000	NCNE	4 th October 2011-3 rd Quarter, 2014	Capital and MDGs appropriation.
2.26	Developing ICT –Based programmes for NFF	Develop e-learning package for NFE programmes Disseminate packages to end users	NFE e-learning packages developed and disseminated	NMEC, 36 States SAME and FCT Abuja.	1 st – 3 rd Quarters, 2015	
S/N	TURN AROUND STRATEGY	ACTIVITY	DELIVERABLE	IMPLEMENTING AGENCY	TIMELINE (QUARTERLY)	SOURCE (s) OF FUNDING
2.27	Producing instructional materials for Non-Formal Education Learners at all Levels in selected Nigerian languages	Print 500,000 copies of drawing book Sized 2A, 2B, 2D exercise books, and primers in major Nigerian Languages.	Instructional materials available to all learners on NFE programmes in selected Nigerian language	NMEC, 36 States, SAME and FCT Abuja	1 st – 3 rd Quarters 2011-2015	FME,NBTE, NUC, NOUN, NMC
2.28	Increasing Enrolment in programmes that have consistently earned full Accreditation Status Strengthening /expanding Open and Distance Learning (ODL) system in selected Polytechnics. Increasing Awareness and Support for Alternative Route to Higher Technical	Provide additional facilities and staff Encouraging private sector participation in provision of facilities Implement policy on award of Degrees by Colleges of	Carrying capacity increased by 25% in selected courses Increased OPS participations in education through PPP or direct funding Policy on award of	FME, NBTE, NUC, NOUN, NMC	1-4 th quarters 2012 -2015	FME,NBTE, NUC, NOUN, NMC

Education through IELs	Education and Polytechnics that meet the minimum requirements	Degrees by Polytechnics and COEs implemented			
Encouraging the adoption and entrenchment of e-learning	Ensure that ODL providers comply with NUC standards	Standards for ODL complied with			
Ensuring ODL institutions comply with NUC appropriate standards					

S/N	TURN AROUND STRATEGY	ACTIVITY	DELIVERABLE	IMPLEMENTING AGENCY	TIMELINE (QUARTERLY)	SOURCE (s) OF FUNDING
2.30	Integrating Albinism Education into the School system	Organise Stakeholders Forum on Albinism. Develop Blueprint for Albinism Education Develop advocacy materials for albinism education Organize advocacy and sensitization workshops on Albinism.	Blue print on Albinism education developed Stakeholder's forum on Albinism organized Advocacy materials for Albinism education developed Advocacy and sensitization workshops on Albinism organized in 6 geo-political zone	FME/ BSE NERDC	1 st -4 th quarter 2012 – 2014	Budgetary allocations
2.31	Establishing of National Diagnostic and Assessment Centres for Special Needs Children	Set up a diagnostic, centre for proper diagnosis of Special children's educational needs	Centres for screening, assessment and placement of children with special needs established	FME/ BSE	1 st Quarter – 4 th quarters 2012-2014	Annual budget provision

S/N	TURN AROUND	ACTIVITY	DELIVERABLE	IMPLEMENTING	TIMELINE	SOURCE (s) OF
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	STRATEGY			AGENCY	(QUARTERLY)	FUNDING
2.32	High Level Advocacy Visits to State with High Gender Disparity	Develop Sensitization and mobilization of Policy Makers /Emirs /Chiefs / Religious/Traditional Leaders	Enrolment, retention and completion in schools enhanced	FME, UNICEF, NGOs, and States	March, 2012 Aug. 2012	Annual budget provision
2.33	Rolling out of Students' Tutoring, Mentoring and Counselling (STUMEC) in all the States and Monitoring to ensure sustainability	Conduct Zonal and State workshops to build capacity of stakeholders, on STUMEC principles	Provision of functional and quality education for all children enhanced	FME, UNICEF, NGOs and States	March 2012-Aug. 2015	Annual budget provision
2.34	Developing the capacity of Adult and Non-Formal Education Facilitators	Conduct capacity building workshops for facilitators to achieve quality in mass literacy	Adult education trainers' capacity built	FME/NMEC, NGOs	2012-2015	Annual budget provision
2.35	Developing standardized and quality assurance instrument for NFE	Edit and print standardized instrument to determine adult LITERACY LEARNERS certificate equivalent	Standardized instrument provided and published	FME, NGO and NMEC	May 2012	Annual budgeting provision
2.36	Resuscitating literacy centres across Nigeria	Conduct needs assessment of two hundred and fifty seven (257) literacy centres across the country	Two Hundred and fifty seven (275) literacy centres resuscitated	FME /NMEC	2012-2015	Annual budget provision

Table 7: STANDARD AND QUALITY ASSURANCE

S/N	TURN AROUND STRATEGY	ACTIVITY	DELIVERABLE	IMPLEMENTING AGENCY	TIMELINE (QUARTERLY)	SOURCE (s) OF FUNDING
3.1	Developing National Policy and Strategy on Education Quality Assurance for	Inaugurate Ministerial Committee on Quality	A Revised National Policy /Strategy on Education Quality	FME /FIS SMoES	1 st and 2 nd Quarter f 2012	FME budget

	Strengthening Relationship between Federal and State Inspectors and Local Government Education Supervisors	Assurance Organise stakeholder's workshop to review the National Policy on Education Quality Assurance and Strategy Organize workshop to critique the documents on National Policy on Education Quality Assurance and Strategy Produce and disseminate the final policy and strategy document	Assurance document produced and implemented Responsibilities for collaborative inspectorate services at Federal /State / Local levels assigned Better relationship and synergy among Federal, State and LGAs Quality Assurance Agents established	and LGAs		
3.2	Building Capacity of Federal State and LGEA Supervisor and School Managers on Quality Assurance	Organize six (6) Zonal Training Workshop Organize short training in relevant institutions across the country	Federal, State, LGEA supervisor and school managers trained on Quality Assurance	FME/FIS, SMOEs, FCT and LGEAs	2 nd to 4 th Quarter 2012-2014	FME Budgetary allocation and aid from development partners and MDG office
3.3	Producing National Assessment Kits for Early Childhood Care for Development Education	Identify appropriate ECCDE Assessment Kits Produce ECCDE Assessment Kits	National Assessment kit for ECCDE produced	FME/ FIS, SMOEs, UNICEF	2 nd to 4 th Quarter 2012	FME Budgetary Allocation
S/N	TURN AROUND STRATEGY	ACTIVITY	DELIVERABLE	IMPLEMENTING AGENCY	TIMELINE (QUARTERLY)	SOURCE (s) OF FUNDING

3.4	Developing Achievement Indicators for Technical and Vocational Centres	Organize technical and critique workshops Produce and disseminate Achievement Indicators	Achievement indicators for technical vocational centres produced and disseminated.	FMF/FIS	3 rd to 4 th quarter 2012	FMF Budget appropriation
3.5	Reviewing Guidance and Counselling Framework in Schools Nationwide.	Set up Ministerial Committee to Review Guidance and Counselling Framework . Organize workshops to review the Framework produced	Guidance and Counselling Framework reviewed and produced	FME, UBEC, States	2 nd quarters 2012	FME, UBEC funding
3.6	Creating Direct Data Capture Portal for schools and using Biometric data to capture/ validate Candidate Registration	Design and develop on-line registration portal for schools, Organize sensitization workshop for Principals and Examination Officers. Sensitise stakeholders through workshop and seminars	Direct data capture website designed, developed and activated. Sensitization workshops organized	WAEC, NECO	1 st , 2 nd and 3 rd Quarters 2012	FME Budget appropriation
3.7	Using Optical Braille Reader (OBR) for Sourcing Visually Challenged Candidates' scripts	Install OBR equipment and software	Two pairs OBR machine acquired and installed by examination bodies	NECO, WAEC, JAMB and NABTEB	1 st , 2 nd , 3 RD and 4 th Quarter 2012-2014	Appropriation
S/N	TURN AROUND STRATEGY	ACTIVITY	DELIVERABLE	IMPLEMENTING AGENCY	TIMELINE (QUARTERLY)	SOURCE (s) OF FUNDING
3.8	Reviewing and Enriching Curriculum at Basic and Post Basic Education Levels	Organize critique workshops Review UBE curriculum in accordance with	Basic and Post-Basic Education curriculum produced and disseminated	FME/NERDC/ UBEC	1 st -2 nd Quarters 2012	MDG and ETF CRF

		national needs Produce and disseminate Reviewed Curriculum for Basic and Post-Basic Education				
3.9	Enriching Nigerian Education by developing Orthographies for Twenty (20) Additional Nigeria Languages	Develop orthographies for twenty (20) Nigerian Languages Develop Basic Education Curriculum for 3 Nigeria Languages (Kanuri, Tiv and Fulfulde) Develop SSE Curriculum for 3 Nigerian Languages (Kanuri, Tiv and Fulfulde) Develop Bilingual Dictionaries in Six (6) network Nigerian Languages	Orthographies for Twenty (20) Nigerian Languages developed Basic Education Curriculum for 3 Nigerian Languages (Kanuri, Tiv, and Fulfulde) developed SSE curriculum for Three (3) Nigeria Languages (Kanuri, Tiv and Fulfulde) developed Bilingual Dictionaries in Six (6) network Nigerian Languages developed	FME/NERDC FME/NERDC	2012 – 2013	MDG and Budgetary allocation
3.10	Developing Benchmarks for Minimum Academic Standards in Tertiary Institutions	Develop benchmarks for Minimum Academic Standards for Programmes without Benchmark and Minimum Academic Standards in Nigerian Universities	Benchmarks and Minimum Standards developed for Tertiary Institutions ,Universities, Polytechnics and Colleges of Education	NUC, NBTE, NCCE	2012-2014	Appropriation

		Develop benchmarks and Minimum Academic Standards for programmes without Benchmarks and Minimum Academic Standards in Nigerian Polytechnics and Colleges of Education				
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S/N	TURN AROUND STRATEGY	ACTIVITY	DELIVERABLE	IMPLEMENTING AGENCY	TIMELINE (QUARTERLY)	SOURCE (s) OF FUNDING
3.11	Build capacity of University, Polytechnic and College of Education Librarians	Organize workshop on open access to library and information resources and services	Universities, Polytechnics and College of Education Librarians trained.	LRCN	1 st – 4 th Quarter 2012-2014	Budgetary allocation
3.12	Developing Standards for Libraries in Nigeria	Organize workshops to develop Standard Guidelines for Quality Assurance for libraries in Nigeria	Library Standards and Quality Assurance Guidelines produced, and distributed	LRCN, NLA	1 st -4 th Quarter 2012	Budgetary Allocation
3.13	Strengthening and expanding e-learning in the Education Sector through the Implementation of the e-learning Framework	Conduct baseline survey; Carry out communication and advocacy campaign; Commence Connectivity Network; Co-ordinate ICT Intervention in Education	Baseline Study conducted; Database of existing interventions created; Interventions harmonized by MDAs ; Awareness created ; Institutions utilize e-learning infrastructure.	FME/ICel/ICT	2012-15	Budgetary Allocation
3.14	Rehabilitating Twenty (26) Federal Unity Colleges per Year	Conduct baseline survey to determine areas of need ; Identify challenges in each FUC ; Commence Rehabilitation of FUC s	One hundred and four(104) Federal Unity Colleges fully rehabilitated to Standard	FME/BSE/ UBEC	2012-2015	Budgetary Allocation
3.15	Rehabilitating infrastructure across Tertiary Institutions	Inaugurate Ministerial Committee on Needs Assessment ;	Rehabilitation of infrastructure (buildings, classrooms, water,	FME/NUC/ NBTE/NCCE / TET Fund /	2011 – 2015	Budgetary Allocation

		Produce plan for rehabilitation of infrastructural facilities in tertiary institutions; Commence rehabilitation of infrastructural facilities in tertiary institutions	electrical, laboratories, etc) commenced	State governments		
3.16	Rehabilitating / Developing Teaching – Learning Support Resources across Tertiary Institutions	Develop plan for rehabilitation / development of Teaching – Learning support resources across Tertiary Institutions	Rehabilitation / development of Teaching – Learning support resources commenced	FME/NUC/NBTE /NCCE/TETFund /State Governments	2011-2015	Budgetary Allocation
3.17	Training four hundred and sixteen (416) Science Teachers in the Federal Unity Colleges to Qualify as ICT Teachers	Adopt the curriculum for conversion in liaison with CPN. National Launch of training programme. Train four hundred and sixteen (416) science teachers at identified training centres nationwide	4 ICT teachers per Federal Unity College trained	ICT Department, FME, CPN, NUC, NBTE, NCCE, NTI, FCSC	March 2012 to 2015	Annual Budgetary provision.

S/N	TURN AROUND STRATEGY	ACTIVITY	DELIVERABLE	IMPLEMENTING AGENCY	TIMELINE (QUARTERLY)	SOURCE (s) OF FUNDING
3.18	Developing Standard and Guidelines for Content and Instructional Materials in Appropriate Media Encouraging the Development of e-Content in Appropriate Media	Develop Standards and Guidelines for content and instructional materials in appropriate media using a multi-sectoral approach. Leverage on diverse media for the life cycle of content and instructional materials. Digitize content for one hundred and four (104) FUCs Deployment of e-learning	Standards and Guidelines developed E –content in appropriate media produced and in use	FME/ICT/ICeL	March 2012- April 2015	Annual Budgetary provision

		facilities to FUCs				
3.19	Establishing and Sustaining a Common ICT Infrastructure Platform for Education. Developing the National Education and Research Infrastructure (NERI)	Interconnect all 104 FUCs, 43 FIS and six (6) FSB offices with each other and with FME HQ; Create a common platform for sharing resources, security of administration and access to the internet ; Develop functional Campus Network	National Education and Research Infrastructure in place	FME/ICT	April 2012- June 2015	Annual Budgetary Provision
3.20	Encouraging Private sector Participation in Education and Training ICT	Establish a Forum for coordination and synergy of corporate social responsibility initiatives.	Public Private Partnership in ICT education and training established	FME/ICT/NGO & PPP	May 2012 and March 2015	Annual Budgetary provision.

S/N	TURN AROUND STRATEGY	ACTIVITY	DELIVERABLE	IMPLEMENTING AGENCY	TIMELINE (QUARTERLY)	SOURCE (s) OF FUNDING
3.21	Constructing the Headquarters and Branches of the National Library	Construct Headquarter building; Construct prototype buildings at Bauchi, Yola, Katsina, Gombe, Calabar, Oshogbo and Yola; Construct four new branches in Borno, Jigawa, Bayelsa and Ebonyi.	Headquarters building completed. Four (4) prototype buildings completed at Katsina, Gombe, Calabar and Osogbo. Two (2) prototype commissioned in Bauchi & Yola and four (4) new state .Branches at Borno, Jigawa, Bayelsa and Ebonyi commissioned	FME / NLN	201 2015	NLN Budget
3.22	Training of Professional Librarians in New Trends on Information and Communication Technologies (ICT)	Organize workshop and seminars on current trends in librarianship	Library services delivery in the use of ICT improved	FME / NLN	2011 – 2015	Annual Budget

2.9 Subsidy Reinvestment and Empowerment Programme (SURE-P)

The Federal Government in January, 2012, announced a partial removal of subsidy on Premium Motor Spirit (PMS). This is with the aim of conserving and maximizing the oil wealth of Nigeria. To share the savings that will accrue from the subsidy removal, a fiscal formula of 41 per cent to the Federal Government and 59 per cent to the State and Local Governments was set up. To ensure the proper management of the funds that would accrue to the Federal Government from the partial withdrawal of subsidy, the President set up a programme known as the Subsidy Reinvestment and Empowerment Programme (SURE-P). The Subsidy Reinvestment and Empowerment Programme which has a four year life span (2012 –2015) was designed along the line of the Transformation Agenda of the President to mitigate the impact of the removal of subsidy and ameliorate the suffering of Nigerians.

SURE-P intervenes in key infrastructural and social safety net programmes and projects in eight different areas:- Roads & Bridges, Niger Delta, Vocational Training, Public Works, Maternal Child Health, Community Services Women & Youth Empowerment, Railways and Mass Transit. SURE-P individual projects are executed and managed by Project Implementation Units (PIUs) that are located within Federal Government Ministries, Departments and Agencies (MDAs). The programme intervention supplements the normal budgetary allocation so that higher-level results can be delivered on each project; ensure the faster delivery of project outcomes by employing procedures that are designed to shorten the time between project implementation and authentication; Contractors and other stakeholders get paid directly, and without undue delay, thus encouraging beneficiaries to deliver outcomes on time, and to avoid the possibility of project abandonment.

The institutional partners for the implementation of SURE-P programmes include: - Federal Ministry of Labour and Productivity (Project Implementation Unit), British Council (Programme Partners–Creative Industry), National Planning Commission (Measurement and Evaluation), Nigeria Board for Technical Education (NBTE) through selected Polytechnics and Technical colleges and the Industrial Training Fund (ITF).

2.9.1 Education Sector Plan in SURE-P

Vocational Training is the education project of SURE-P. SURE-P's interest in technical and vocational training was due to youths lack of skills to adapt to current social and economic changes in the world that have altered the conditions and structure of employment and the past neglect of technical and vocational education which has contributed to the high unemployment, rising poverty, youth restlessness among others.

Thus, this programme of SURE-P aims to help tackle the significant problem of youth unemployment by training the youths in selected areas of need. To drive this

programme, SURE-P developed a Technical, Vocational Education and Training (TVET) programme to be managed by Project Implementation Unit (PIU) in the Ministry of Labour and Productivity. The programme is aimed at investing in the development of vocational and technical education in Nigeria with a goal to reduce unemployment by empowering young Nigerians with adequate skills to take up existing job vacancies in organisations and or become entrepreneurs themselves. On the other hand, it will also contribute to stimulate the needed economic growth that would lead to the attainment of the Transformation Agenda and Vision 20: 2020.

TVET will equip young Nigerians with skills in three broad areas: vocational/technical skills, life skills and entrepreneurship and help bridge the demand gaps in eight industry areas: ICT/Telecoms, Creative (e.g. movies, music, fashion, etc), Hospitality and Tourism, Agribusiness, Mass Housing/Construction Artisans, Marine, Oil and Gas, and Mechanical Fabrication/Woodwork.²⁰

The following are the selected focus areas of training activities:

- Enterprise Support Platform in selected areas that can provide mass employment opportunities via a youth *Train and Retain* programme in their business area.
- Client Based Training for MDA's such as FERMA, NRC, FMoL & UD, FMoCT, FMoWR etc. This type of training focuses on equipping young Nigerians with the specialized skills needed to fill demand/skill gaps in client organisations.
- Citizens based training in the following focus areas- IT/ICT, Creative Industry, Agric mechanisation/Irrigation and Agro Allied Industry, Fabrication/woodwork, Telecom, Marine/Oil and Gas, Mass Housing/Artisans, that will equip young Nigerians with such skills sufficient to make them employable and or own their own businesses.²¹

Each training module will be administered through distinct subsectors leveraging on comparative advantage of the various regions. The centres are spread across the country with focus on strategic advantage that exists within the zone. As a longer term plan and in line with the mandate of the programme, there is a vision to establish specialised vocational training centres in all the geopolitical zones in the country and the FCT. Table 8 shows the nationwide client based trainings.

Table 8: Nationwide Client-Based Trainings

Client	Skill demand Area.	Total No. Of Trainees
FERMA	General Road Maintenance	3000
Nigeria Railway Corporation (NRC)	Rail Track maintenance	2000
Ministry of Lands, Housing & Urban Development	Artisanship, mass housing	2000

²⁰ SURE-P 2012 Annual Report, p.70

²¹ Ibid

Federal Ministry of Agriculture	Graduate Irrigation Scheme	500
National Power Training Institute of Nigeria	Maintenance of electric power installation	500
Federal Ministry of Culture and Tourism	Hotel management & allied trades, IT personnel, etc	500
Federal Ministry of Water	Graduate Irrigation Program	500
Domestic Energy utilization	Coal and Liquefied Natural gas	500
Federal Ministry Transport	Marine & Shipping	500

Source: SURE – P Report on Vocational Training

Table 9: Geographical Distribution of 1st Phase of TVET Citizen-Based Training

Zone	Trade/Sector	Centres	Trainees	Total No. of Trainees
South West	Creative industry	5	100x5=500	1200
	Marine	2	100x2=200	
	Hospitality	5	100x5=500	
	ICT	5	50x5=250	950
FCT	Artisan	5	100x5=500	
	Hospitality	2	100x2=200	
	Agric-business	5	100x5=500	1200
North West	Creative Industry	2	100x2=200	
	Artisan/Information \Communication Technology	5	100x5=500	
	Artisans	5	100x5=500	1100
North East	Agric-business	5	100x5=500	
	Mechanical/Fabrication	2	50x2=100	
	Mechanical/Fabrication	5	100x5=500	1100
South East	Creative Industry	5	100x5=500	
	Information Communication Technology	2	50x2=100	
	Artisan	5	100x5=500	1100
North Central	Agric production	5	100x5=500	
	Information Communication Technology	2	50x2=100	
	Marine	5	100x5=500	1200
South South	Oil & Gas	2	100x2=200	
	Mechanical/Fabrication	5	100x5=500	

Source: SURE – P Report on Vocational Training

2.10 Harmony Analysis of the Educational Provision in the Development Plans and Policies

The National Policy on Education (NPE) has its specific goals of ensuring and sustaining unfettered access and equity to education for the total development of the individual; guarantee the quality of education at all levels; promote functional education for skill acquisition, job creation and poverty reduction; ensure periodic review, effectiveness and relevance of the curriculum at all levels to meet the needs of society and the world of work; collaborate with development partners, the private sector and local communities to support and fund education; and to promote information and communication technology capability at all levels. Education policies such as the Universal Basic Education and Roadmap for Nigerian Education Sector; and education provisions in other development plans such as the First NIP of Vision 20:2020, the Transformation Agenda, 4 Year Strategic Plan, SURE – P all keyed in to the specific goals of education as stipulated in the National Policy on Education. A critical review of these education plans and policies shows that there is harmony between them especially in the areas of access and equity to education; quality of education; technical and vocational education; and promotion of information, communication and technology (ICT) at all levels of education. The Table below shows the level of harmony between the plans and policies.

Table 10: Harmony Review of the Educational Provision Objectives of the Development Plans and Policies

Areas	NPE	UBE	ROAD MAP	1 ST NIP	TA	4 YEAR STRATEGIC PLAN	SURE .P
Access & Equity							
Provision of free basic education to every Nigerian child	YES	YES	YES	YES	YES	YES	-
Provision of free textbooks, non-text materials	YES	YES	YES	YES	YES	YES	-
Increase enrolment at different levels of education	YES	YES	YES	YES	YES	YES	-
Ensure gender parity in education	YES	YES	YES	YES	YES	YES	-
Increase the carrying capacity in existing tertiary institutions	YES	-	YES	YES	YES	YES	-
Standards & Quality Assurance							-
Ensure appropriate staffing in schools and the professional development of teachers	YES	-	YES	YES	YES	YES	-
Continuous review of curricula	YES	-	YES	YES	YES	YES	-
Provision of adequate infrastructure & equipment	YES	-	YES	YES	YES	YES	-
Improve ICT for better quality education	YES	-	YES	YES	YES	YES	-
Establish more schools- primary, secondary & tertiary institutions and upgrade existing ones	YES	-	YES	YES	YES	YES	-
TECHNICAL & VOCATIONAL EDUCATION							

Promote technical & vocational education	YES	-	YES	YES	YES	YES	YES
Ensure availability of qualified teaching staff	YES	-	YES	YES	YES	YES	YES
Increase the number of technical & vocational institutions	YES	-	YES	YES	YES	YES	YES
FUNDING, RESOURCE MOBILIZATION & UTILIZATION							
Increase funding for education at different levels	YES	YES	YES	YES	YES	YES	-
Ensure access to budgeted funds for education	YES	-	YES	YES	YES	YES	-
Ensure appropriate management & utilization of education funds	YES	-	YES	YES	YES	YES	-

Source: Author's Documentation

A look at the above summary of the different areas of emphasis by the various development plans and policies shows a great deal of harmony between and among the different areas of various plans. In other words, there is a high consistency between the objectives and provisions of the different education policies and provisions in the development plans. The latter documents (NV20:2020, 1st NIP, Transformation Agenda and 4 year Strategic Plan on Education) are derivatives of the former policies (NPE, UBE). However each of the latter documents has areas of greater emphasizes. There are few instances where there are discrepancies in figures. However, for the purposes of this Study, reasonable harmony exists between the different components of the educational sector in the Development Plans.

Chapter Three

FISCAL ANALYSIS

3.0 ANALYSIS OF KEY EDUCATION POLICIES AND PLANS, INVESTMENT RECOMMENDATIONS & FEDERAL EDUCATION BUDGETS: 2009 -2013

This section analyses FGN's budget allocations to the Education Sector 2009 – 2013, vis-a-vis the key Development Plan proposals for the Education sector for consistency. The analysis employs descriptive statistics such as simple percentage, tables, charts and other pictorial representations. Within the analysis, the Study unveils issues associated in ascertaining if the UNESCO recommendation on education financing for developing countries have been complied with by the Nigerian government.

3.1 VISION 20:2020 FIRST NIP (2010-2013) EDUCATION SECTOR INVESTMENT PROVISION

The proposed total investment for the Education sector in NV 20:2020 First NIP (2010 – 2013) is N611.658 billion. The breakdown of the annual estimates is presented below.

Table 11: NV 20:2020, First NIP Education Sector Investment Proposal

s/n	PRIORITY PROJECTS	Cost in N million				TOTAL (N'mn)
		2010	2011	2012	2013	
1	Construction of classroom blocks at all levels of education	-	19,625.54	16,575.62	17,550.65	53,751.81
2	National Campaign on Access	-	440.49	499.22	528.58	1,468.29
3	Creating Centres of Excellence in one university, polytechnic and college of education in each geo-political zone	-	72,079.56	81,690.17	86,495.47	240,265.20
4	Establish a National Commission for Education Quality Assurance	-	149.97	169.96	179.96	499.89
5	Train and Retrain teachers on the 9-year Basic Education curriculum	-	800.88	907.67	961.06	2,669.61
6	Strengthen the Education Management Information System (EMIS)	-	94.10	106.65	112.92	313.68

7	Upgrading/Provision of laboratories, workshops, studios and research facilities in all Federal Universities and inter University Centres	-	19,015.47	18,384.20	14,318.56	51,718.23
8	Capacity building for staff of federal tertiary institutions and NUC	-	8,008.84	9,076.69	9,610.61	26,696.13
9	Upgrading of ICT facilities in Federal Universities and inter University Centres	-	9,009.95	12,711.27	13,811.93	35,033.15
10	Education Projects	97,208.44	-	-	-	-
11	Non-Priority Projects	-	30,202.06	35,099.70	36,732.24	102,034.00
Total		97,208.44	159,426.86	175,221.14	179,802.00	611,658.44

Source: Vision 20:2020 First NIP

Comparing the projected capital provisions as stipulated in the First National Implementation Plan of Vision 20:2020 (2010-2013) against the appropriations for capital projects in education over the period, Table 12 shows the discrepancy between the projection and appropriation for the education sector.

Table 12: Education Capital Budget Allocation versus Education Sector Capital Development of the NV 20:2020 First NIP

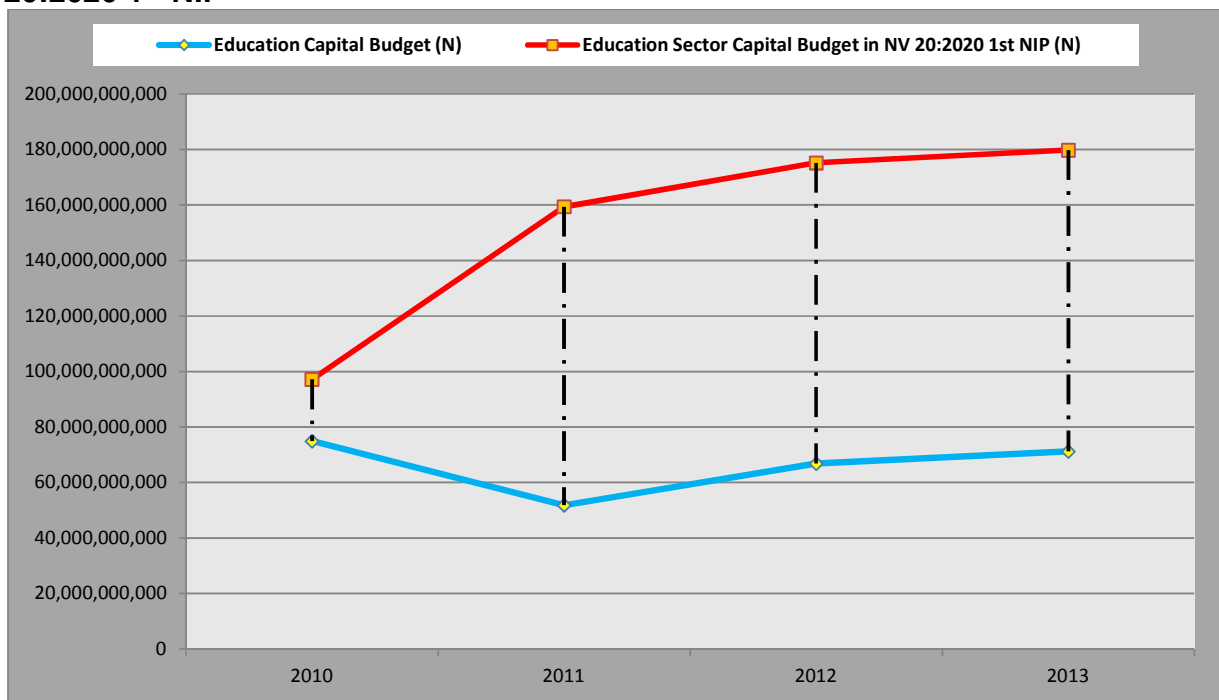
YEAR	Education Capital Budget (N)	Education Sector Capital Budget in NV 20:2020 1st NIP (N)	Shortfall from Approved Budget (N)
2009	40,005,096,425	-	
2010	74,923,247,201	97,208,440,000	22,285,192,799.00
2011	51,825,289,348	159,426,860,000	107,601,570,652.00
2012	66,833,018,504	175,221,140,000	108,388,121,496.00
2013	71,230,438,355	179,802,000,000	108,571,561,645.00
Totals	304,817,089,833	611,658,440,000	346,846,446,592

Source: Approved Budgets (2009-2013) and the First NIP

The amount projected for education in the NV 20:2020 First NIP for 2010 was approximately N97.21billion, N159.43billion was proposed for 2011, N175.22billion for 2012 and N179.8 billion for 2013. Against the proposed projections in the Vision 2020 plan, the Education sector got a capital budget of N74.92billion in the 2010 appropriation. In the 2011 budget, the sector was allocated a capital budget of N51.83billion. N66.83billion was appropriated for 2012 and N71.23billion for 2013 as the

capital budgets for education. These shows a wide disparity from the projected sums expected to revamp the educational sector by approximately N22.3 billion, N107.6billion, N108.4billion, and N108.6billion for 2010, 2011, 2012 and 2013 respectively. A review of the above reveals that the approved capital budget for the period under review was by far lower than the proposed investment in the education sector in the First NIP. It fell short by a total of N346.6billion. This is not the whole story. The figures of actual budgetary releases and utilisation will compound the shortfalls and deficit in financing. As depicted in the Figure 5 below, it is obvious to see the lack of government commitment to education financing. It highlights the wide inconsistency between planning and budgeting; attributable to the lack of political and government will; if not a sheer negligence of the education sector, improper costing of projects, or the low rating of education in the scale of preference in budget financing. This is of great concern considering the huge needs for funding ongoing and new education projects.

Figure 5: Education Capital Budget versus Education Sector Budget in NV 20:2020 1st NIP



Source: Author's Documentation

3.2 TRANSFORMATION AGENDA EDUCATION PROJECTS INVESTMENT PROVISION

There are 24 Key Polices, Programmes and Projects²² for the Education sector in the Transformation Agenda. Though the document does not explicitly state or list the

²² Abbreviated as KPPP

projects, it however slated the sum of N344.35billion out of the proposed N7.2 trillion (that is 4.78% of the entire KPPPs) is to be invested in the sector over a 4-year period (2012-2015). Table 13 shows the projected Transformation Plan for the education sector from 2012 to 2015:

Table 13: Annual Disaggregation of TA Education Sector Fund (N'billion)

Project	2012	2013	2014	2015	Total 2012-2015
24 key education projects	9.85	100	106.5	128	344.35

Source: TA

Table 14: Total Education Capital Budget 2009 - 2013 versus Education Sector Budget in TA 2012 - 2015

Year	Total Education Capital Budget in N Billion	Education Sector Budget in TA in N Billion	Shortfall/Overshoot from Approved Budget
2009	40,005,096,425	-	
2010	74,923,247,201	-	
2011	51,825,289,348	-	
2012	66,833,018,504	9,850,000,000	-56,983,018,504
2013	71,230,438,355	100,000,000,000	28,769,561,645

Source: Approved Budgets and the TA

The amount projected for education in the Transformation Agenda is N9.85 billion for 2012 and N100 billion for 2013 but got N66.83billion for 2012 and N71.23billion for 2013 in the education capital budgets, showing a budget overflow of N56.98billion in 2012 and a funding gap of N28.76billion in 2013. This re-emphasises the norm of policy inconsistency between budget planning and budgeting appropriation. It also shows that the basis of the calculation of need and sums to be invested by the TA was grossly unrealistic and unreliable. To project expenditure in the sum of N9.85billion in 2012 for a challenge which the budgetary approval of N66.833billion could not resolve shows lack of empiricism in the initial TA calculations. Essentially, the TA undervalued and underestimated the work to be done in the Education Sector.

While there seems to be harmony in the goals and strategies of the various Education Sector Plans and Policies, the reason for the differences in the financial projections between the First NIP and the TA is unexplained. The First NIP projects expenditure of N175.221billion and N179.809 billion in 2012 and 2013 respectively while TA projects N9.85billion and N100billion respectively. This is clearly a step towards policy and plan failure. Further, in 2013, there were demands for increased tertiary education funding by the Academic Staff Union of Nigerian Universities (ASUU) and the Academic Staff Union of Polytechnics (ASUP). The strikes embarked upon by the two labour unions showed that in preparing the First NIP and the TA, major stakeholders in the sector

were not brought on board. Both documents did not even factor agreements between ASUU and FGN in their funding projections. The issues ASUU raised and their funding demands which FGN later accepted should have been built into the First NIP and the TA from the outset.

3.3 SURE-P EDUCATION PROJECT INVESTMENT PROVISION

The SURE-P focuses on one area of the education sector – vocational training. Out of the N180 billion SURE-P budget in 2012, N8.6billion was allocated for vocational training. The same amount was also projected for 2013.

Table 15: Cost of SURE-P Vocational Training Program 2012

S/N	Project Activity	Commitment
1	Office rent for 42 staff, 2NO blocks	N21,050,000.00
2	2012 Personnel and Overhead cost	N102,510,000.00
3	Facility tour/inspection	N10,000,000.00
4	Completion of procuring PIU and Zonal project vehicles	N91,959,000.00
5	Additional advertisement/publicity	N5,000,000.00
6	Completion of framing and design	N12,800,000.00
7	States beneficiaries selection, orientation & placement of trainees	N96,000,000.00
8	Zonal Project retreat & stakeholders Engagement	N10,000,000.00
Total:		N379,319,000.00

Source: SURE – P Report on Vocational Training

Of the N8.6 billion projected for vocational training in 2012, only 4.41 percent (that is N379.32 million) was spent. This is attributable not only to budgetary delays, and late release of money, but also poor utilisation and absorptive capacity in the MDAs.

3.4 ANALYSIS OF FEDERAL EDUCATION SECTOR RECURRENT & CAPITAL EXPENDITURE BUDGET ALLOCATION

Table 16: Recurrent & Capital Expenditure Budget of the Federal Education Sector 2009 – 2013

YEAR	Education Sector Budget Expenditure Allocations (N)			% of Edu. Recurrent Expenditure to Total Education budget	% of Edu. Capital Expenditure to Total Education budget
	RECURRENT (N)	CAPITAL (N)	TOTAL BUDGET EXPENDITURE ALLOCATED TO EDUCATION SECTOR (N)		
2009	184,671,793,236.00	40,005,096,425.00	224,676,889,661.00	82.2	17.8
2010	196,272,854,914.00	74,923,247,201.00	271,196,102,115.00	72.4	27.6
2011	304,670,538,797.00	51,825,289,348.00	356,495,828,145.00	85.5	14.5
2012	342,698,371,843.00	66,833,018,504.00	409,531,390,347.00	83.7	16.3
2013	366,247,658,676.00	71,230,438,355.00	437,478,097,032.00	83.7	16.3

Source: Approved Budget 2009-2013

The recurrent expenditure allocation vis-a-vis the capital expenditure for the education sector as displayed in Table 16 shows that more than 80% of the sector's budget (except for 2010) went to recurrent expenses, while capital expenditure received an average of 18.1%. This is below the agreed Education for All Fast Track Initiative benchmark of at least 20 percent of the sector budget being allocated to capital provisions. Despite the shortfall in the budgeted proportion for education capital projects development, reports from the capital budget implementation reports as detailed in Table 17 tells a depressing story.

Table 17: Capital Budget Utilisation for Education 2009-2012

YEAR	TOTAL CAPITAL BUDGET ALLOCATION (N)	TOTAL RELEASE (N)	CASH BACKED (N)	UTILIZATION (N)	% OF CAPITAL BUDGET UTILIZED	% OF REALISED UTILIZED	% OF CASH BACKED UTILIZED
2009	40,005,196,425.00	36,386,571,952.00	36,372,321,952.00	23,719,577,628.00	59.3	65.2	65.2
2010	74,923,247,201.00	33,363,404,106.00	32,988,285,456.00	22,171,892,032.00	29.6	66.5	67.2
2011	51,825,289,348.00	29,763,000,000.00	29,763,000,000.00	28,515,000,000.00	55.0	95.8	95.8
2012	99,833,018,504.00	47,593,955,920.00	36,457,191,146.00	34,832,452,634.00	34.9	73.2	95.5

Source: Budget Office of the Federal Republic of Nigeria (2009-2012)

Table 17 (A): Capital Budget Released and Cashbacked for Education 2009-2012

YEAR	TOTAL CAPITAL BUDGET ALLOCATION (N)	TOTAL RELEASE (N)	CASH BACKED (N)	% of Capital Budget Released	% of Capital Budget Cashbacked
2009	40,005,196,425.00	36,386,571,952.00	36,372,321,952.00	90.95	90.92
2010	74,923,247,201.00	33,363,404,106.00	32,988,285,456.00	44.53	44.03
2011	51,825,289,348.00	29,763,000,000.00	29,763,000,000.00	57.43	57.43
2012	99,833,018,504.00	47,593,955,920.00	36,457,191,146.00	47.67	36.52
% Average				60.15	57.22

Tables 17 and 17 (A) show a relatively low utilization of education capital budget over the period. On the average, 55.4 percent of the total released capital budget for the sector was utilized for projects. This shows low absorptive capacity on the part of the Ministry. Further, the average utilisation rate vis-à-vis the overall education capital budget was 44.7 percent over the 2009-2012 period. The percentage of capital budget released on the average was 60.15% and the percentage of capital budget cash backed amounted to 57.22%. Also, on the average, only 63.1 percent of the cash backed funds were utilized in advancing the right to education. Thus, the problem is not only centred on the amount provided to the sector, but also the poor releases and poor implementation of the budget. This can be traced to the late preparation and passage of the entire budget proposal, the delay in the release of appropriated funds, inadequate

and inconsistent monitoring and evaluation of capital projects within the sector. Finally, the challenge of gross negligence and absence of governmental will to revamp the sector hampered budget implementation.

A review of the allocation patterns of recurrent and capital expenditure in 2009 - 2013 education budgets shows high inconsistency and non - alignment with the MTEFs, NV20: 2020, 1stNIP and the TA. For the 2010-2012 MTEF, the first year (2010) projection was N31.5 billion against the actual budget provisions of N74.9billion. In the 2011-2013 MTEF, the first year (2011) projection was for N47.6 billion while the actual budget provision was N51.825billion. The foregoing shows lack of coordination and the fact that the MTEF did not satisfy the planning needs it was meant to serve. All of the aforementioned documents are in concord that over the period 2009-2015, recurrent expenditure as a percentage of the overall budget will decrease while the capital expenditure component increases. In the first NIP, it was projected that the ratio of capital/recurrent budget as percentages of the total expenditure for 2011-2013 will be 48.5/51.5; 50.5/48.5; and 50.9/49.1 respectively. However, the 2011- 2013 budget has recurrent and capital components of 83.77% and 16.3% for 2012 and 85.9% and 14.1% for 2013. Thus, there is inconsistency and non-alignment between the different recurrent and capital expenditure budgets and provisions of the Development Plans.

3.5 UBEC FUNDS

The Act provides three sources of funding for the implementation of the UBE, vis, Federal Government Grant of not less than 2% of its Consolidated Revenue Fund; funds or contributions in the form of Federal Guaranteed Credits and local or international donor grants. To ensure wide coverage and state's commitment towards the scheme, the State governments can only benefit from the Federal Government block grant meant for the implementation of the UBE if it can contribute at least 50% of the total cost of the project²³. Table 18 below shows the provisions made by FGN as statutory transfers over the review period.

Table 18: UBEC Funding- 2009-2013

Year	Amount (NBillion)
2009	39.30
2010	46.09
2011	64.57

²³ Section 11 (2) of the UBEC Act 2004.

2012	63.12
2013	76.28
Total	289.36

Source: Approved Budgets - Budget Office of the Federation

A total of N289.36 billion was budgeted over the five year period. Table 19 shows the matching grant allocations and actual disbursements by UBEC to states over the period of the Study and going back to 2005.

Table 19: Universal Basic Education Commission Intervention in Grant Disbursement and Un-accessed Grant Sums (N)

Period	Matching Grant Allocation to State As At 30th September 2013	Disbursement of Matching Grant to States From 2005-2013 As At September 2013	Un-accessed Matching Grant From 2005-2013 As At September 2013
2005-2006	38,346,000,000.05	38,345,999,949.38	50,670,000,000.00
2007-2008	55,509,999,952.00	55,509,995,087.00	4,865,000,000.00
2009	19,651,500,000.00	19,651,499,999.32	680,000,000.00
2010	23,042,932,728.68	22,401,449,879.78	641,482,848.90
2011	32,283,510,347.90	28,428,600,926.38	3,854,909,421.52
2012	31,558,658,415.04	15,916,224,197.21	15,642,434,217.83
2013	25,426,308,633.31	2,488,062,951.26	22,938,245,682.05
Total	225,818,910,076.98	182,741,832,990.33	43,077,077,086.65

Source: Universal Basic Education Commission²⁴

Table 20 shows other funds disbursed by UBEC over the 2010-2012 period.

Table 20: Disbursement of FGN-Intervention Funds to States by the Universal Basic Education Commission (UBEC) –2010-2012

Fund	Value (N)
UBE Matching Grant	86,885,101,490
Education Imbalance Fund	22,564,933,276
Special Education Fund	1,963,861,476
Good Performance Funds	5,459,724,221
Teacher Professional Development Fund	13,211,398,189
Instructional Materials Fund	26,940,958,436
TOTAL	136,717,547,088

Source: Transforming The Education Sector: Mid-Term Milestones Report of Federal Ministry of Education

For the period under review, a total of N182.741billion was disbursed to states. The information on disbursements and un-accessed funds shows that over N225.818billion was available for use from UBEC. The implication of Table 19 above is that despite the provisions made by UBEC, states are not fully taking advantage of the opportunity to

²⁴ Official Website: ubeconline.com/financial_records.html

improve education funding at the state level. Over N43.077 billion is yet to be accessed by states. Clearly, these defaulting states cannot be said to be using the maximum of available resources for the realisation of the right to education. However, in calculating overall percentages of provisions made by FGN for the right to education, it will be imperative to include the sums provided by UBEC since it is an intervention fund specifically targeting the education sector.

3.6 TERTIARY EDUCATION TRUST FUND AND STEP-B CENTRE OF EXCELLENCE INTERVENTIONS

The Tertiary Education Trust Fund was established by the Tertiary Education Trust Fund Act of 2011 repealing the Education Tax Act and the Education Tax (Amendment) Act respectively. The Fund is specifically established for the rehabilitation, restoration and consolidation of tertiary education in Nigeria. The Fund is derived from 2 percent tax charged on the assessable profit of a company registered in Nigeria ascertained in the manner specified in the Companies Income Tax Act or the Petroleum Profits Tax Act, as the case may be. TETFUND's intervention areas include physical infrastructure, academic staff training and development, research, library development, ICT development, teaching practice, entrepreneurship study centres and journal publication. Table 21 tells the story of the interventions of TETFUND.

Table 21: Disbursement and Utilization of Funds by the Tertiary Education Trust Fund (TETFund) –2010-2012

Beneficiaries	Value (N)
Universities	55,740,721,000
Polytechnics	36,195,431,000
Colleges of Education	25,046,099,000
Monotechnics	2,680,270,000
Secondary School Education	25,431,784,000
State Universal Basic Education Boards	35,464,612,000
Library Development	6,485,279,000
Staff Training & Development	24,694,164,000
Tsangaya Education	3,707,760,000
Research & Development	519,608,000
Book Development	893,038,000
Inter-University Centres	1,142,119,000
Special High Impact Projects	41,142,119,000
TOTAL	259,418,319,000

Source: Transforming The Education Sector: Mid-Term Milestones Report of Federal Ministry of Education at p.12

TETFUND currently supports 60% of all ongoing physical infrastructure projects in universities²⁵.

²⁵ Report of the NEEDS Assessment Committee of Nigerian Universities, November 1 2012.

On the other hand, the Federal Government of Nigeria with support from the World Bank is implementing a Science and Technology Education at the Post Basic level (STEP-B) project whose objective is to improve the quality, equitable access to, and relevance of science and technology education at the federal post-basic level so as to increase the country's competitiveness in a globalizing world. Specifically, the project seeks to:

- Improve the quality of teaching and learning in federal post-basic S&T institutions;
- Strengthen S&T research capacity in tertiary institutions, including skills to transition from research output to commercializable products and services;
- Support a few select institutions that have the potential to eventually become centers of excellence in key areas deemed critical to national development;
- Address cross-cutting sector-wide issues in S&T policy, management and development that have a national character and whose implementation will have an impact beyond the lifetime of the project.

The disbursements within the study period are as follows.

Table 24: FME/World Bank STEP-B Centre of Excellence Programme

FME/World Bank STEP-B Centre of Excellence Programme		
Institution	Subject Area	Grant (\$US)
University of Nigeria, Nsukka	Technical & Vocational Education	4,500,000
University of Maiduguri	Environmental Protection	5,600,000
Federal University of Technology, Minna	Vaccine and Drug Development	5,500,000
Federal University of Technology, Akure	Food Security	4,500,000
University of Calabar	Infectious Diseases	4,000,000
UsmanDan Fodio University, Sokoto	Renewable Energy	4,200,000
Obafemi Awolowo University, Ile-Ife	Software Engineering	5,500,000
University of Lagos	Multimedia & Cinematography	5,000,000
Kaduna Polytechnic	Mineral Resources & Metallurgical Engineering	5,000,000
Total		43,800,000

Source: Source: Source: Transforming The Education Sector: Mid-Term Milestones Report of Federal Ministry of Education

All the foregoing are not funds that pass through the regular federal budget but still get to institutions of learning with the education system.

3.7 NIGERIAN EDUCATION SECTOR BUDGET AND THE UNESCO FUNDING BENCHMARK FOR EDUCATION

The United Nations Educational, Scientific and Cultural Organisation (UNESCO) stipulate that developing countries should allocate a minimum of 26 percent of their total annual budget to the education sector. This implies that UNESCO's standard benchmark for fiscal allocation to the education sector is 26 percent of the total value of the budget. Thus, on annual basis, every government is expected to allocate at least 26 percent of its total budget to the Ministry of Education and its institutions. However, this has not been the case in most countries Nigeria inclusive.

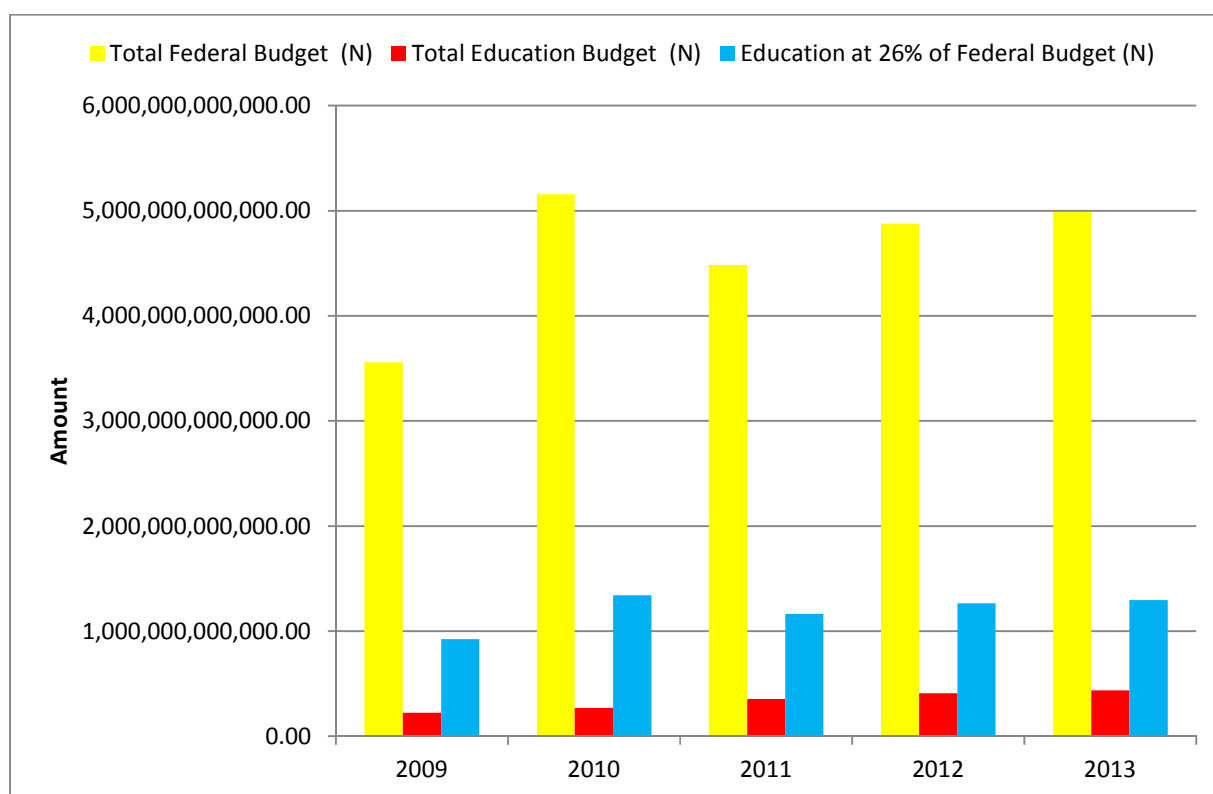
Table 25 and Figure 6 tell the story.

Table 25: Nigerian Education Sector Budget 2009 – 2013 & the UNESCO 26% Funding

Year	Total Federal Budget (N)	Total Education Budget (N)	Education at 26% of Federal Budget (N)	Education as % of Total Budget Size	Short fall of Education Allocation (N'bn), (%)
2009	3,557,690,000,000.00	224,676,889,661.00	924,999,400,000.00	6.32	N700.3 (19.68%)
2010	5,159,660,000,000.00	271,196,102,115.00	1,341,511,600,000.00	5.26	N1,070.3 (20.74%)
2011	4,484,750,000,000.00	356,495,828,145.00	1,166,035,000,000.00	7.95	N809.5 (18.05%)
2012	4,877,209,156,933.00	409,531,390,347.00	1,268,074,380,802.58	8.40	N858.5 (17.60%)
2013	4,987,220,425,601.00	437,478,097,032.00	1,296,677,310,656.26	8.77	N859.2 (17.23%)

Source: Approved Budgets 2009-2013: Budget Office of the Federation

Figure 6: Nigerian Education Sector Budget 2009 – 2013 & the UNESCO 26% Funding



Note: *UNESCO Recommendation at 26%

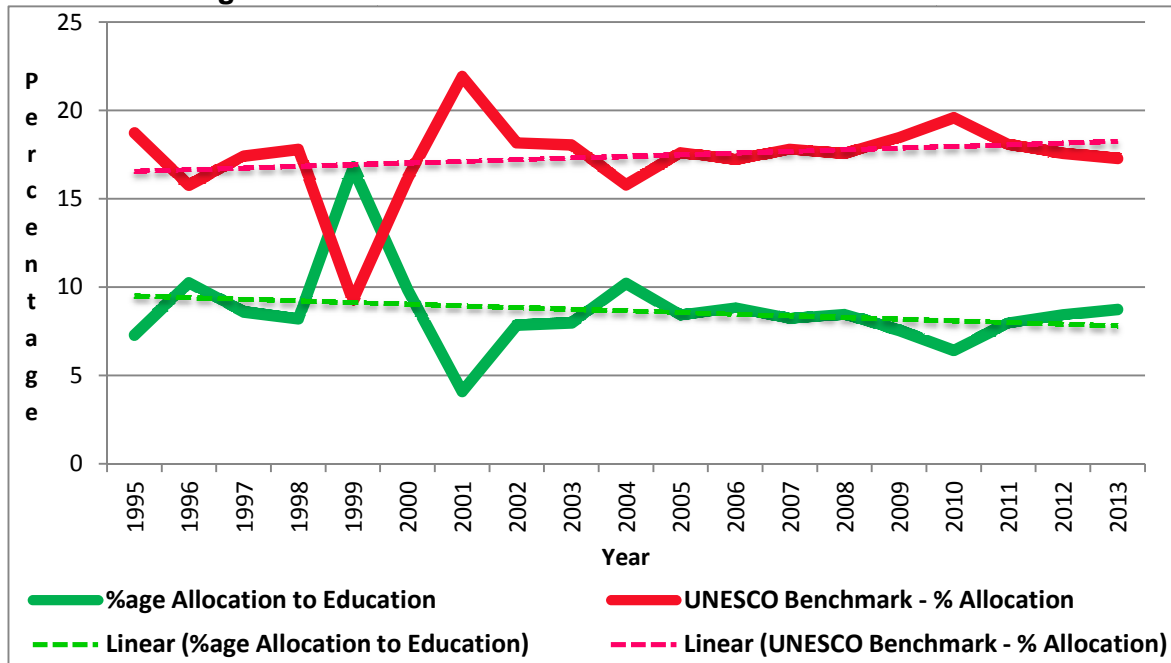
Source: Approved Budgets, Budget Office of the Federation

From Table 25 and Figure 6, education is yet to enjoy increased funding as prescribed in the UNESCO agreement. In 2009, the sector received only 6.32% of the total budget, in 2010 it came down to 5.26%, went up to 7.95% in 2011, 8.40% and 8.77% in 2012 and 2013 respectively. The trend in the appropriation to education shows an up and down movement. If changes in other economic aggregates such as changes inflation rate and purchasing power parity are factored into the equation, then the allocation to the education sector is further reduced. This raises the question - is the education sector really a priority sector as FGN always claims?

Nigeria has been practicing incremental budgeting system. By this system, every item in the budget remains constant. However, the cost or amount attached to each item changes from year to year. But this nominal increase does not in any way translate to increase in real terms. This implies that though the allocation to education may have been increasing, this growth have been rather nominal than real; incapable to engineer any real impact on the sector; as its proportion to the total budget is on a declining curve and any increase is insignificant. It is saddening that on the average, Nigeria spends less than nine per cent of its annual budget on education when other African nations like Botswana spend 19.0%; Swaziland, 24.6%; Lesotho, 17.0%; South Africa, 25.8%; Cote

d'Ivoire, 30.0%; Burkina Faso, 16.8%; Ghana, 31%; Kenya, 23.0%; Uganda, 27.0%; Tunisia, 17.0%; and Morocco, 17.7% .²⁶

Figure 7: Nigeria's Allocation to Education and UNESCO Recommendation on Education Budget



Sources: Data from Federal Ministry of Education Budget (Various years); and UNESCO website

The above Figure 7, emphasizing Figure 6, shows that the actual allocation of the Federal Government to education sector has remained persistently below the UNESCO recommended benchmark. Nigeria’s budgetary allocation to education has continued to move on a declining curve. The movement of the trend-line in the figure above buttressed this. This shows that even with the fluctuations in the proportion of allocations that go to the sector, these fluctuations still maintain a downward trend.

²⁶ Vanguard Newspaper (November 26, 2012) 2013 Budget: Rescuing Education. <http://www.vanguardngr.com/2012/11/2013-budget-rescuing-education/>

Chapter Four

ISSUES AND CHALLENGES

4.0 CRITICAL CHALLENGES

From the review, the problems of education in Nigeria could be attributed to factors such as under funding, lack of accountability and transparency in fund management, untimely release and poor utilisation of funds, low capital expenditure budget, lack of legislative oversight, poor monitoring and evaluation of programmes and projects, etc. The Orosanye Committee on the Restructuring and Rationalisation of Federal Government Parastatals, Agencies and Commissions had identified inter alia the following challenges for the sector:

- Over dependence on government funding by tertiary institutions;
- Near absence of good governance structures across all levels;
- Dearth of quality research;
- Absence of strong regulations for ensuring standards;
- Politicisation of hierarchical positions in universities;
- Decline in ethical and professional standards

Some of the challenges identified in a plethora of reports and others flowing from earlier parts of this Study will now be reviewed.

4.1 FUNDING, POOR BUDGETING AND NON ALIGNMENT OF BUDGETS TO DEVELOPMENT PLANS

Budgeting in Nigeria has become a routine activity done without any seriousness attached to it. All and every item and project is lumped into the budget without prioritising them, ascertaining their relevance and actual cost. There are cases of repetition of items. The same line items are budgeted for over the years under the pretence that they have not been fully implemented. For the past four years, purchase of office furniture and fittings, computers, library books and equipment and construction of office buildings have always been in education sector budget. On the other hand, several frivolous items found its way into the budget. For example in 2013 budget, the Federal Ministry of Education Headquarters allocated One Billion, One Hundred and Three Million, Eight Hundred and Seventy Thousand Naira (₦1,103,870,000) to **Anniversaries/Celebrations** (item number 23050104) under the **Capital Expenditure Component of the Budget**. The first question that comes to mind is - how is anniversaries and celebrations a capital investment for a Federal Ministry as critical as Education. The same ministry allocated only Three Hundred and Thirty Three Million,

Seventy Seven Thousand Seven Hundred Naira (N333,777,000) on infrastructural development of the 9 new universities that were established in 2011.

While there is a good deal of harmony between the National Policy on Education, Vision 20:2020 and its First National Implementation Plan, the Transformation Agenda, etc, the vehicles that allocates resources for their implementation seem to in disharmony. Essentially, there is lack of harmony between the MTEF and the annual budget and a further disconnect between the funding proposed in the plans and the actual funding appropriated, released, cash-backed, disbursed and utilised.

The sectoral plan(s) in the Medium Term Sector Strategies are now prepared without the input of stakeholders. The implication of this scenario is that actual priorities do not reflect in the MTSS and the projects no longer undergo a prioritisation analysis based on best practices in value for money. For instance, the idea of establishing nine new federal universities to expand access to university education would have been properly interrogated. Questions would have arisen if the establishment of new universities is the most cost effective means of expanding access and if there are other alternatives that would still have achieved the same result. These challenges further accentuate the disconnection between policies, plans and implementation.

The Education sector is besieged with varying funding problems such as under funding, untimely release of allocated funds, and low capital expenditure budget. Under-funding of the education sector is a big problem in Nigeria. It is difficult to estimate total education expenditures because of the way the three-tiered federal system works. Estimates however show that the country spends about 2.3% of GDP for education, less than half the percentage of GDP spent by the 19 sub-Saharan Africa countries on average. Furthermore, only about 35% of the education budget is currently devoted to primary education, whereas to reach EFA goals, it is estimated that about half of the education budget needs to go to the primary subsector.²⁷

Likewise, some agencies like the National Commission for Nomadic Education (NCNE) and National Adult, Mass Literacy and Non- Formal Education Commission (NMEC) are underfunded. The lack of funds has affected support for self-help projects, teacher training, development and adaptation of instructional material especially for migrant farmers, its routine monitoring and evaluation among others.

The interminable strikes embarked by the academic and non academic staff of tertiary institutions, which most times is about improved funding of tertiary institutions also show how serious the underfunding issue is. Similarly, funds even when allocated and

²⁷ Report of the Vision 2020 National Technical Working Group on Education Sector, p. 7

released do not reach the frontline providers (schools) and when it does, it is not in sufficient proportions of what is available. This leads to poor maintenance of infrastructure and provision of basic needs.

It is evident from the review that there is overemphasis on recurrent expenditure than the capital expenditure. This is understandable considering that human capital is central for the delivery of education. However, according to the World Bank (2007) Education Expenditure Review, capital expenditures and overhead are inadequate to make available minimum requirement for basic standard of education. The report revealed that “around 90 percent of total public expenditure on primary education is spent on the salaries of teachers and support staff. Capital expenditure on education has accounted for only a relatively small share (less than 10%) of total state capital expenditure”²⁸.

Generally, on the basis of the UNESCO recommendation of 26% of a country aggregate budget, Nigeria still settles below the recommendation as she allocates only 10.63% in 2014, and 8.68% in 2013; while Ghana in 2013 allocated 31% of its budget to education, and South Africa 21.9% of their 2013 budgets.

4.2 STRUCTURAL ISSUES

According to the Orosanye Committee Report:

The Committee noted the existence of two parallel examination bodies - the West African Examination Council (WAEC) and the National Examinations Council (NECO)- conducting similar examinations for the same level of students within the same academic session at enormous cost to both the Government and the candidates. The situation has further compounded the challenge of maintenance of standards at the secondary school level.

This is obviously the challenge of duplication of agencies that demand resources from the public treasury. This apparently ensures that resources are spread too thin and thereby makes less impact on the sector. The Committee made the following recommendations in respect of agencies under the Federal Ministry of Education.

S/NO.	Body	Recommendation	Remarks
86.	National Universities Commission (NUC)	NUC enabling law to be repealed. NUC to be merged with NBTE and NCCE to form the Tertiary	Merged body to be fully funded by Government

²⁸ Report of the Vision 2020 National Technical Working Group on Education Sector, p.34

		Education Commission (TEC) Process of appointing the headship to be competitive and transparent	
87.	National Board for Technical Education (NBTE)	NBTE enabling law to be repealed NBTE to be merged with NUC and NCCE to form the Tertiary Education Commission (TEC)	Merged body to be fully funded by Government
88.	National Commission for Colleges of Education	NCCE enabling law to be repealed NCCE to be merged with NUC and NBTE to form the Tertiary Education Commission (TEC)	Merged body to be fully funded by Government
89.	West African Examination Council (WAEC) (International)	To be self-funding	No government funding
90.	West African Examination Council (Local)	To be self-funding	No government funding
91.	Nigerian Institute for Education Planners & Administration (NIEPA)	Functions to be transferred to the reformed National Teachers Institute	
92.	National Teachers Institute	Enabling law to be amended to accommodate the functions of NIEPA. Expanded body to be known as National Institute for Teachers, Education Planners and Administrators (NITEPA)	Full Government Funding for the merged body
93.	Universal Basic Education Board (UBEC)	Enabling law to be amended to accommodate the functions of Nomadic Education Commission (NEC) and National Commission for Mass Literacy, Adult and Non-Formal Education	Full Government funding for consolidated body
94.	National Commission for Mass Literacy, Adult And Non-Formal	Enabling law to be repealed and functions to be transferred to the Universal Basic Education	Government funding to cease

	Education	Commission	
95.	Nomadic Education Commission	Enabling law to be repealed and functions to be transferred to the Universal Basic Education Commission	Government funding to cease in 2013
96.	National Library of Nigeria	To retain present status	Full Government funding
97.	National Examinations Council	To be abolished and functions reverted to WAEC	Government funding to cease in 2013
98.	National Business and Technical Examination Board	To be abolished and functions reverted to WAEC	Government funding to cease in 2013
99.	Nigeria Educational Research & Development Council	Enabling law to be repealed and functions transferred to the Policy, Planning, Management and Research Department of the Federal Ministry of Education	Government funding to cease in 2013
100.	Teachers Registration Council of Nigeria	Professional body	Government funding to cease in 2013
101.	Computer Registration Council of Nigeria	Professional body	Government funding to cease in 2013
102.	Tertiary Education Tax Fund	To retain status	Full Government funding
103.	Librarian Registration Council of Nigeria	Professional body. Inflated Personnel Cost of LRCN in 2011 to be investigated and appropriate action taken with a view to forestalling future recurrence	Government Funding to cease in 2013
104.	National Open University of Nigeria	Government to continue to focus on and support information and Communication Technology (ICT) as the medium of delivery of learning in the institution. Should	Potential Funding commencing from 2015

		concentrate only on the Humanities and the Social Sciences	
105.	National Mathematical Centre, Sheda	To continue as inter-university centre under the supervision of the Proposed Tertiary Education Commission (TEC). Should focus its activities towards advanced studies and research in mathematics	Full Government Funding
106.	French Language Village Badagry, Lagos	To become an inter-university centre under the supervision of the proposed Tertiary Education Commission (TEC)	Full Government Funding
107.	Arabic Language Village Borno	To become an inter-university centre under the supervision of the proposed Tertiary Education Commission (TEC)	Full Government Funding
108.	Joint Admission & Matriculation Board	To continue as the central examinations body for admission into Nigerian tertiary institutions	To improve on its standards and address the issue of the integrity of its results

The foregoing recommendations of the Committee show that there are many agencies performing and rendering virtually the same services. Mergers of some these agencies can facilitate cost saving and re-programming of the saved funds to critical priority areas. Implementing these recommendations will enhance value for money in the sector. For instance, WAEC (Local) got an allocation of N3.640billion in 2102 budget out of which only N100million is for capital expenditure while NECCO got a vote of N6.103billion, out of which only N914.3million is for capital expenditure. The implication is that these examination bodies are top heavy on recurrent expenditure, mainly personnel. The personnel costs would be trimmed in the event of a merger.

Further, in Nigeria, education is managed by federal, state and local governments. FGN's intervention in running a large number of secondary schools seems out of place for policy making and regulatory agency. Running secondary schools appears to be an assignment best suited to states and local governments. However, while the Federal Government, through the Ministry of Education and the Universal Basic Education

Commission, provides leadership through broad policy guidance, setting national standards and providing a regulatory framework, the relative independence of each State Ministry of Education (SMoE) and each State Universal Basic Education Board (SUBEB), creates a situation wherein no two states have exactly the same systems for the provision of quality basic education. This creates problems of data management and fund disbursement and accessibility.

4.3 LACK OF ACCOUNTABILITY, TRANSPARENCY AND PARTICIPATION IN THE FINANCIAL MANAGEMENT OF EDUCATIONAL INSTITUTIONS

MDAs implementing projects and spending public resources on education hardly give a comprehensive account of the results and outcomes of the expenditure. Also, funds allocated and approved projects for MDAs are rarely monitored and the results of expenditure evaluated by stakeholders. It is evident that funds allocated for service delivery often times do not reach the end users. There is limited accountability and participation of stakeholders in the budget process which could be attributed to stakeholders' lack of awareness on their roles and dissatisfaction and disenchantment with the public education system. The people have very limited information on programmes, activities and budget allocations to enable them hold duty bearers accountable. The poor are too weak to organize themselves to put pressure on government to demand for the delivery of good quality education and accountability. They are largely voiceless and unable to articulate demands or participate in policy decisions. Disbursements to schools and other educational institutions are not published and as such, the information is not in the public domain. In the Ugandan classical example, the publication of the disbursement of capitation grants to schools led to a drastic reduction in leakages to the extent that 90% of the grants got through to the schools instead of the previous figure of 20% getting through to the schools²⁹.

Academic staff unions of tertiary institutions hardly engage the university administration on the propriety of expenditure of approved funds. Students on the other hand are not considered by the university authorities as stakeholders to be involved in decisions about prioritisation of projects and programmes and expenditure of resources. Parents and guardians have little opportunities to contribute to the decisions on the management of the finances of tertiary institutions. Former students, under alumni associations only contribute to fund-raising but hardly participate in managing the funds. In many institutions, vice chancellors and rectors drive in a long convoy of cars like political office holders in the executive.

²⁹ *Putting the Power of Transparency in Context: Information's Role in Reducing Corruption in Uganda's Education Sector*, by Paul Hubbard; Centre for Global Development, December 2007.

Budgets for the years under review show a predominance of construction of buildings, roads and perimeter fencing as the key capital project of tertiary institutions. Libraries, laboratories and equipment for impartation of knowledge hardly showed up as requirements in the budget. Thus, the priorities were wrong and this shows the lack of participation by stakeholders in the framing of priorities in the budgets of these institutions. Institutions that had departments teaching building, architecture, civil and electrical engineering still made use of costly external contractors in their procurement of construction. Thus, there is the need for a review of the recurrent and capital budget framework of tertiary institutions.

4.4 INFRASTRUCTURE AND OTHER CHALLENGES OF TERTIARY INSTITUTIONS

The Committee on Needs Assessment of Nigerian Public Universities after their visit to universities summarised the problems of Nigerian Universities as follows³⁰.

- Students sitting on bare floor or peeping through windows to attend lectures;
- Over 1000 students being packed in lecture halls meant for less than 150 students;
- Over 400 students being packed in laboratory meant for 75 students;
- Students cannot get accommodation, where they get, they are packed like sardines in tiny rooms;
- No light and no water in hostels, classrooms and laboratories;
- Students use the bushy areas of their campus for toilet because lavatory facilities are too hazardous to use;
- Academic culture is dying very fast;
- Library facilities and services are archaic and comatose;
- Many laboratory equipment are only known to students in theory (never seen many of them not to talk of using them);
- Broken furniture everywhere;
- Unkempt buildings and dilapidating facilities;
- Over-worked, untrained, and inadequate teachers, etc.

In universities Councils/Managers:

- Spend millions to erect super-gates when their Libraries are still at foundation level;
- Expend millions to purchase exotic vehicles for university officers even though they lack basic classroom furnishings;
- Spend hundreds of millions in wall-fencing and in-fencing when students accommodation is inadequate and in tatters;
- Are more interested in spending money on creation of new programmes instead of consolidating and expanding access to existing ones;

³⁰ Report submitted to the Council Chamber, State House Thursday November 1 2012.

- Are more keen to award new contracts rather than completing the abandoned projects or standardizing existing facilities;
- Expend hundreds of millions paying visiting and part-time lecturers rather than recruiting full-time staff and/or training existing ones;
- Are spending hundreds of millions in mundane administration cost instead of providing boreholes and power supplements and hostels and academic area;
- Are more interested in hiring more support staff (even when there is clear over-staffing) instead of recruiting/training more Academics;
- Rely solely on government envelopes instead of being creative and diversifying their sources of income;
- Are hiring personal staff, including Personal Assistants, Special Advisers, Bodyguards, Personal Consultants, etc. instead of utilising establishment positions in the universities;
- Are always in tug-o-war with Governing Councils over role-encroachment and contract tendering;
- Deliberately misinform and/or deceive regulatory agencies so as to get accreditation of their programmes;
- Consciously hire mercenary staff and/or borrow equipment for the purpose of accreditation;
- Are always at daggers drawn with staff unions over basic welfare issues;

The Committee summarised that the foregoing ‘problems’ are actually symptoms of the real problems. The real problems of the universities are: the quality of Leadership and Governance in the Universities; Prioritization of Resource Allocation and: Limited Resources (Some proprietors have abdicated the responsibility for funding of capital projects to TETFund. The poor governance culture is demonstrated by the following statistics: There are 701 physical development projects dotted across the universities in the country. 163 (23.3%) are abandoned projects 538 (76.7%) are on-going projects³¹. Why abandon existing projects to start new ones? The motivation for doing this cannot be noble. It was also reported that all NDDC projects across the universities in the Niger Delta States are abandoned³².

The Needs Assessment of Nigerian Universities report also indicates over-staffing at the level of non-academic staff indicating as shown in Box....

Non-teaching staff in the university system are intended to provide administrative and technical support for the maintenance of infrastructural facilities (including laboratories and workshops etc.), the provision of payroll/personnel services, library support services are some of their key responsibilities that make the university system complete, effective and efficient. In Nigerian universities, however, the disposition of Non-Teaching staff appears to redefine the objectives of the University:

³¹ Report of the NEEDS Assessment Committee of Nigerian Universities, supra.

³² Supra

- There are numerically more support staff in the services of the universities than the teaching staff they are meant to support – a scenario in which the tail is wagging the dog. More expenditure is incurred in administration and routine functions than in core academic matter.
- There are **77,511** full-time non-teaching staff in Nigeria’s public universities. This is more than twice the total number of full-time teaching staff. In most of the Universities, there are more non-teaching staff than teaching staff. In fact, the number of non-teaching staff in some Universities doubles, triples or quadruples that of teaching staff.
- In some universities, the number of senior administrative staff alone is more than the number of teaching staff (e.g. Uniben, OAU Ile-Ife). In the University of Benin, there are more senior staff in the Registrar cadre (Dep. Registrars, PARs, SARs) than Professors.
- Almost all the universities are over-staffed with non-teaching staff. The implication of this is over-blown personnel cost and misuse of available resources in the university system.
- In a number of universities, in spite of the general glut of non-teaching staff, those that reached retirement age are still retained in the university service ‘on contract’ while new recruitment still continues. This is partly responsible for the ballooning of the non-teaching staff.
- Over 70% of non-teaching staff do not have a first degree showing low professionalism or unqualified personnel in specific roles within the universities.

From the foregoing, a good part of the bulk of the money going to recurrent expenditure in the university system is wasted on staff that should not have been hired in the first place. This is not value for money, neither is it in the interest of the advancement of education.

4.5 POOR LEGISLATIVE OVERSIGHT

The 1999 Constitution provides as follows in section 88:

88. (1) *Subject to the provisions of this Constitution, each House of the National Assembly shall have power by resolution published in its journal or in the Official Gazette of the Government of the Federation to direct or cause to be directed investigation into –*

(a) any matter or thing with respect to which it has power to make laws, and

(b) the conduct of affairs of any person, authority, ministry or government department charged, or intended to be charged, with the duty of or responsibility for –

(i) executing or administering laws enacted by National Assembly, and

(ii) disbursing or administering moneys appropriated or to be appropriated by the National Assembly.

(2) The powers conferred on the National Assembly under the provisions of this section are exercisable only for the purpose of enabling it to –

(a) make laws with respect to any matter within its legislative competence and correct any defects in existing laws; and

(b) expose corruption, inefficiency or waste in the execution or administration of laws within its legislative competence and in the disbursement or administration of funds appropriated by it.

Legislative oversight has not beamed a sufficient searchlight on the management of the finances of educational institutions. There has been no reported legislative hearing on expenditure of funds in FGN owned tertiary institutions. Although universities need autonomy and academic freedom to flourish, this must be consistent with public accountability, especially for funding provided by government. An appropriate balance is therefore needed between institutional autonomy and accountability³³. There are no milestones and targets entrenched in educational budgets for the measurement of success.

4.6 THE STATISTICS

This section reviews the statistics of key deliverables in the sector.

4.6.1 Primary School Enrolment (% Gross)

According to UNESCO, percentages of children in school are represented by Gross Enrolment Ratios (GER) and Net Enrolment Ratios (NER). GER is the number of pupils enrolled in a given level of education regardless of age expressed as a percentage of the population in the theoretical age group for that level of education. The GER may be greater than 100% when students younger or older than the official age for a given level of education are enrolled in that level. NER is the number of pupils in the theoretical age group who are enrolled expressed as a percentage of the same population³⁴.

As at 2010, the percentage of children of primary school age who are out of school is stated to be 41%. With 57million children out of school globally and Nigeria accounting for 10.5million of the out of school children in 2011, the enrolment figures are poor³⁵. From the UNESCO data, Nigeria's gross primary school enrolment stood at 84.8% in 2010 from 85.01% in 2009³⁶. Comparative African countries with lesser income, resources, population and size such as Angola has a higher primary school enrolment of 123% in 2010, Benin Republic had 116% in 2010 increasing to 122.7% by 2012.

³³ General Comment No.13 of the Committee on Economic, Social and Cultural Rights on the Right to Education at paragraph 40.

³⁴ UNESCO Institute for Statistics Profile on Nigeria.

³⁵ The UNESCO Education for All Global Monitoring Report (EAGMR) 2011.

³⁶ 18,234,323 pupils in 2010 and 21,947,513 pupils by 2012 (Source: Transforming the Education Sector: Mid-Term Milestones (June 13, 2013))

Cameroon has a primary school enrolment of 106% in 2010, increasing to 110.6% by 2012; Congo had a primary enrolment rate of 102% in 2010 increasing to 110.9% by 2012. The experience was higher for Rwanda which had a primary school enrolment of 122.2% by 2010, increasing to 133.7% by 2012.

The fact of 10.5 million children being out of school flies in the face of the Compulsory, Free, Universal Basic Education Act of 2004 which places a duty on all governments to provide basic education free of charge and places a duty on parents and guardians to ensure that their children and wards have access to education. The Act makes it an offence punishable by fine or imprisonment if the law is violated. The Act provides duties for parents, guardians and the education authorities. The same provisions are replicated in the Child Rights Act. But these laws are ignored and obeyed in the breach. No one has been investigated, arraigned, prosecuted, fined and or jailed for violation of the laws.

4.6.2 Secondary School Enrolment (% Gross)³⁷

UNESCO statistics on gross secondary school enrolment show that the World Secondary School Enrolment rate was 107%, with Sub Saharan Africa at 100%. The report on Nigeria shows that her secondary school enrolment in 2010 stood at 44%³⁸, rising from 39% in 2009 (with 5,010,227 junior secondary students in 2010 and 6,210,956 by 2012³⁹). This is far lower than the global average of 82%. Within the same period, Gambia had a secondary school enrolment of 59% in 2009, dropping to 57% in 2010. South Africa had a secondary school enrolment of 94% in 2009, increasing to 102% by 2012. Neighbouring Ghana in 2009 (when Nigeria's secondary school enrolment was only 39%) was 58% up till 2012. If Nigeria's secondary school enrolment, maintains a constant margin as obtained between 2009 and 2010 up to 2012, it would still linger far below (54%). Fellow developing African countries like Sao-Tome and Principe (71%), South Africa (102%), Zambia (101%), and Ghana (58%) enjoy higher percentages.

4.6.3 Tertiary School Enrolment (% Gross)

The percentage of tertiary school enrolment in Nigeria was 10.26% as of 2005 and 10.3% in 2010. According to the UNESCO data⁴⁰, this exceeds Ghana's tertiary school

³⁷ Secondary school gross enrolment ratio (% gross) is the total enrolment in secondary education, regardless of age, expressed as a percentage of the population of official secondary education age. GER can exceed 100% due to the inclusion of over-aged and under-aged students because of early or late school entrance and grade repetition.

³⁸ Other countries of Afghanistan had a Secondary School Enrolment of (50%), India (65%), Jamaica (93%), etc. (UNESCO Data Center)

³⁹ Transforming the Education Sector: Mid-Term Milestones (June 13, 2013)

⁴⁰ United Nations Educational, Scientific and Cultural Organization (UNESCO) Institute for Statistics. UIS Statistics in Brief, Education (All Levels) Profile – Nigeria.

enrolment of 5.7% in 2005 and 12.1% by 2011. Egypt has a tertiary school enrolment of 30.8% in 2005, and 32.4% in 2010; other developing countries outside Africa in the range and age of Nigeria such as Venezuela has a tertiary school enrolment rate of 41.7% in 2005, and 78.1% in 2010; Ukraine 68.6% in 2005, 25.6% for Brazil; and 31.9% in 2005 and 55.4% in 2010 for Turkey. According to the Nigerian Education Fact Sheet⁴¹, the average enrolment into Nigerian universities was 37.6% for women, compared to 62.4% for men in the year 2008.

4.6.4 Number of Qualified Teachers

The quality of education is most often sabotaged by a lack of trained and qualified teachers, which often results to large class sizes, especially in poor countries. According to UNESCO Institute for Statistics, between 2011 and 2015, 5.2 million teachers including replacement and additional teachers need to be recruited to ensure that there are sufficient teachers to achieve universal primary education. This amounts to over 1 million teachers per year, equivalent to about 5% of the current primary school teaching force⁴². According to the study finding, sub-Saharan Africa accounts for 58% of the additional primary teachers needed, requiring approximately 225,000 per year between 2011 and 2015 to meet the goal of universal primary education. However, over the past decade, the average annual increase in the region has been only 102,000. Nigeria has by far the largest gap to fill. Between 2011 and 2015 Nigeria needs 212,000 primary school teachers, 13% of the global total⁴³. Of the 10 countries needing the most additional primary teachers, all but one is a sub-Saharan African country, the exception being Pakistan. Accordingly⁴⁴:

Countries that require additional teachers will have to increase their overall budgets for teacher salaries. New analysis by the UNESCO Institute for Statistics for this Report finds that US\$4 billion annually is needed in sub-Saharan Africa to pay the salaries of the additional primary school teachers required to achieve UPE by 2020, after taking into account projected economic growth. This is equivalent to 19% of the region's total education budget in 2011. Nigeria alone accounts for two-fifths of the gap.

Nigeria alone accounts for two-fifths of the gap (2/5 of \$4billion = \$1.6billion); that is \$1.6billion. If this is empirically true, it implies that Nigeria requires \$1.6billion or N256bn⁴⁵ to pay teachers needed to meet the UPE requirement by 2020.

⁴¹ United State Embassy in Nigeria

⁴² EFA Global Monitoring Report (2013/14): *Teaching and Learning: Achieving Quality for All*. An Analysis of the UNESCO Institute for Statistics

⁴³ Supra, EFA Global Monitoring Report (2013/14): *Teaching and Learning: Achieving Quality for All*.

⁴⁴ Supra, EFA Global Monitoring Report (2013/14): *Teaching and Learning: Achieving Quality for All*.

⁴⁵ At exchange rate of N160/\$

According to the UNESCO databank, the percentage of trained teachers in primary schools in Nigeria is 66.1% for 2010. South Africa has 87.4% of trained primary school teachers. The figure was 67.8% on the average for Cameroon 2001 to 2012. For the Democratic Republic of Congo, it stands at 91.7% average for 2009-2011; 50.95% average for Ghana's 2009 to 2013; 76.97% average for Togo between 2010 and 2012, Uganda had the rate at 94% in 2011, and 94.8% average for Rwanda.

In the lower secondary school, available data from UNESCO shows that the percentage of the trained teachers in Nigeria was 85% in 2010, higher than averages in Ghana 67.05% from 2009 to 2013; 66.3% for Ethiopia (2009- 2012); and an average of 59.95% for Senegal (59.95%). The percentage of trained teachers in the higher secondary schools in Nigeria was reported by UNESCO databank as 37.68% for 2010. Ghana has a high percentage of trained higher secondary teachers at an average of 81.9% from 2009 to 2013. Ethiopia has a percentage of 86.4% as in 2012 and 87.1% was recorded for Sao Tome and Principe as the percentage of trained teachers in higher secondary school in the country.

4.6.5 Pupil-Teacher Ratio⁴⁶

The limited number of trained teachers affects learning, especially in disadvantaged areas. According to the regional data collated by UNESCO, in the Northern Nigerian State of Kano, the pupil/trained teacher ratio exceeded 100 in 2009/10, with at least 150 pupils per trained teacher in the most disadvantaged schools. At national level, the pupil-teacher ratio stands at approximately 37:1 (37 pupils to 1 teacher) lately in 2010; for Equatorial Guinea, it is 27:1, Sao Tome and Principe 26:1, Ghana at 33:1 and South Africa at an average of 30:1 from 2009 to 2012. While nations like neighbouring Niger has a pupil teacher ratio of 39:1, Gambia 37:1, Mali 50:1, Burkina Faso at an average of 51:1 from 2009 to 2012, Rwanda 65.1, Angola 45:1, Benin 46:1, Central African Republic 84:1, and Zambia 53:1. Developing nation of Malaysia has a reasonable pupil teacher ratio of 13 pupils to a teacher.

4.6.6 Student-Teacher Ratio (Secondary School)

The average student-teacher ratio for secondary schools in Nigeria was report at approximately 33.1 students to a teacher, that is 33.1:1 (UNESCO, 2010), Ghana averaged approximately 18:1 from 2009 to 2011; within the same period, Malaysia averaged 13.7 student to a teacher and India 25.5 student to a single teacher. Between 2009 to 2012, Angola averaged 31.7 student to a teacher, Congo 15.6 students to a teacher, and 23.1 students to a teacher in Rwanda. 27.4 students to a teacher was

⁴⁶ Pupil-teacher ratio for primary schools is the number of pupils enrolled in primary school divided by the number of primary school teachers.

observed for Senegal in 2011, while 26.2 students to a teacher was recorded for Togo in 2011.

4.6.7 Teaching and Ratios (Tertiary)

A report by the Federal Government Committee on Needs Assessment of Nigerian Public Universities in year end 2012⁴⁷ revealed that there were 37,504 academicians in Nigerian public universities with 83 per cent of them being male and 18 per cent being female; of this number, 23, 030 (61 per cent) are employed in federal universities while 14, 474 (39 per cent) teach in state owned universities. The Needs Assessment Committee of Nigerian Universities found that the universities were:

- grossly under-staffed;
- rely heavily on part-time and visiting lecturers;
- have under-qualified Academics;
- bottom-heavy (with junior lecturers forming large chunk of the workforce);
- only a few of them attract expatriate lecturers;
- have no effective staff development programme outside TETFund intervention and, potentially, the Presidential First Class Scholarship programme; and

According to the Fact Sheet on Education in Nigeria, “there are academic staff shortages in all areas, particularly in the critical areas of science and technology. Over 60% of academic staff in the Nigerian university system is in the category of lecturer 1 and below; due to inter and intra-sector brain drain”⁴⁸.

⁴⁷ Needs Assessment of Nigerian Universities, *supra*

⁴⁸ *Fact Sheet on Education in Nigeria* - published by the United States Embassy in Nigeria.

The Needs Assessment of Nigerian Universities report continues as shown in Box...

- Only 7 Universities have up to 60% of their teaching staff with PhD qualifications (i.e. IMSU, Unical, Ondo State Univ. of Science & Tech Okitipupa, NOUN, Uniport, Unilorin and Uniuyo);
- While majority of the universities in the country are grossly understaffed, a few cases present a pathetic picture;
- There are universities in which the total number of Professors is not more than Five (5)! And total number of PhDs in the whole university is not up to Thirty (30)! Examples are:
 - the Kano University of Science and Technology, Wudil, established in 2001 (11 years old) with only 1 Professor and 25 PhD holders.
 - Kebbi State University of Science and Technology, Aliero, established in 2006 has only 2 Professors and 5 PhDs.
 - Ondo State University of Science & Technology Okitipupa, established in 2008, has a total of 29 lecturers.
 - There is an increasing culture of visiting lecturership in the university system. Out of a total of 37,504 lecturers, only 28,128 (75%) are engaged on full-time basis.
- This means that 9,376 (25%) are recycled as Visiting, Adjunct, Sabbatical and Contract lecturers.
 - In the Gombe State University, only 4 out of 47 Profs are full-time and all 25 Readers are visiting.
 - In the Plateau State University, Bokokos, 74% of the lecturers are visiting.
 - In the Kaduna State University, only 24 out of 174 PhD holders are full-time staff.
- The phenomenon seems unregulated or the regulation is defied. A tenure staff in one university can visit many universities, irrespective of distance, without any control;
- Some Academics are always on the road travelling from one university town to another and unable to meet their primary obligations with their tenure-employer;
- It is making some proprietors of State Universities to believe that they can run Universities without any programme for academic staff development and for recruiting full-time lecturers.

Teaching staff to student ratio revealed further disparities between Nigerian universities and their counterparts elsewhere in the world. The report of the committee shows the ratio of teaching staff to students in selected institutions is as follows: National Open University of Nigeria-1 to 363, University of Abuja- 1 to 122, Lagos State University-1 to 144. In contrast:, Harvard University is 1 to 4, Massachusetts Institute of Technology- 1-9, Yale1-4, Cambridge -1 to 3, NUS -1 to 12, KFUPM-1 to 9, Technion-1 to 15. The chairman of the committee noted that "Teaching staff distribution in the country, both by qualification and by rank, indicates that Nigeria's university system is in crisis of

manpower. Instead of having 100 per cent academics having PhDs, only about 43 per cent do so; the remaining 57 per cent have no PhDs. Instead of 75 per cent of the academics being between senior lecturers and professors, only about 44 per cent are within the bracket while the remaining 56 per cent are not⁴⁹.

4.6.8 Nigeria's Critical Manpower Needs and Tertiary Education

Again the Needs Assessment Survey of Nigerian Universities provides a clue. Among the undergraduate students: 33.1% are studying courses in Arts and Social Sciences; 33% are studying Management Sciences and Education courses; 16% studying Science and Education-Science courses; 6.3% are studying Engineering courses and 5% studying Medicine. Further, 3.9% are studying Agriculture; 1.4% studying Pharmacy while 1.3% are studying Law. The Assessment states that indeed the current enrolment is a reversal of the National Policy as the current Science to Non-science ratio of 32:68 instead of 60:40. There is no relationship between enrolment and the tangible manpower needs of the nation.

On the other hand, technical and vocational education have not enjoyed the needed recognition and support from FGN and other tiers of government. Paper qualification for white collar jobs seems to be the norm as graduates of polytechnics suffer discrimination by FGN and other employers of labour. They do not enjoy parity with university graduates in career progression.

4.6.9 Transmission from Primary to Secondary School

The report, 2011 Global Education Digest⁵⁰, which was released by the Institute for Statistics of the UN Educational, Scientific and Cultural Organization (UNESCO), reported that Nigeria and Tanzania has the lowest transition rates from primary school to lower secondary school in sub-Saharan Africa at 36 per cent and 44 per cent, respectively. From the report, "a child in the last grade of primary school in 2009 had at best a 75 per cent chance of making the transition to lower secondary school in about 20 countries in the world, most of which are in sub-Saharan Africa." It also noted that more than 21.6 million children of lower secondary school age in sub-Saharan Africa remain excluded from school and many were expected never to enter school. It said globally, 88 per cent of children completed primary school in 2009, but in sub-Saharan Africa, only 67 per cent did.

4.6.10 Transmission from Secondary to Tertiary

In 2010, 1,478,258 post secondary school students applied for admission into tertiary institutions, only 323,527 (21.89%) were admitted, while 1,154,731 (78.11%) applicants were not admitted. By 2011, the number of applicants increased by 9.5% to 1,618,152 applicants. Of this, only 20.4% that is 331,206 student applicants were granted

⁴⁹ Report of the Needs Assessment of Nigerian Universities.

⁵⁰ THIS DAY (27 October, 2011) <http://www.thisdaylive.com/articles/nigeria-tanzania-drop-on-school-transition-ratings/101431/>

admission, while 79.5% (1,286,946 applicants) were not granted admission. In 2012, 1,628,986 applicants sat for entry qualification examinations into tertiary institutions (0.67% increase from the 2011 applicants); 24.60% (400,691 applicants) were granted admission while 1,228,295 applicants (75.4%) were not granted admission. By 2013, the number of applicants has risen to 1,735,720 applicants, of which 500,000 (28.8%) were admitted, and 1,235,720 (71.2%) applicants were not granted admission. As at 2012, there were **1,252,913** students in Nigerian Public Universities. Thus, there are insufficient spaces to accommodate the teeming number of candidates seeking higher education in public universities. However, Nigeria has 40 federal universities, 38 state universities and 50 private universities.

Chapter Five

CONCLUSIONS AND RECOMMENDATIONS

5.0 CONCLUSIONS

Education is fundamental to human and societal development. Nigeria has ratified a number of international standards on the right to education and has also developed various national standards on education. The ratified standards include the International Covenant on Economic, Social and Cultural Rights, the Convention on the Rights of the Child, Convention on the Elimination of all Forms of Discrimination against Women, etc. The standard setting Universal Declaration of Human Rights and subsequent commitments under the Education for All Framework, Millennium Development Goals, etc, also strengthen the case for the right to education. At the national level, the constitutional Fundamental Objectives and Directive Principles of State Policy, National Education Policy, Vision 20:2020 and its First NIP, the Transformation Agenda, all have provisions for functional education. The policies cover the ground from early childhood education, primary, secondary and tertiary education including vocational training.

The Nigerian education system is anchored on the 9-3-4 approach; 9 years of basic education; 3 years of senior secondary and post basic education and 4-7 years of tertiary education, depending on the course of study. Education is on the legislative Concurrent List and responsibility is shared between the federal, state and local governments. However, the Federal Ministry of Education (FME) plays a dominant role in regulating the education sector, engaging in policy formation, monitoring of implementation and setting and maintenance of standards. The Ministry is also responsible for collecting and collating data for purposes of educational planning and financing; maintaining uniform standards of education throughout the country; controlling the quality of education in the country through the supervisory role of the Inspectorate Services Department within the Ministry; harmonising educational policies and procedures of all the states of the federation through the instrumentality of the National Council on Education; effecting co-operation in educational matters on an international scale and developing curricula and syllabuses at the national level in conjunction with other bodies.

Basic education is funded by the Federal, State and Local Governments. The Federal Government supports basic education through the UBE Intervention Fund which is targeted towards the provision of classrooms, instructional materials, equipment and

furniture as well as teacher training, among others. Post-basic education is funded by both the State Governments and the Federal Government; for example, a substantial proportion of the budget of the Federal Ministry of Education is allocated to the running of the 104 Unity Schools. Most of the tertiary institutions are government –owned, thus tertiary education is funded by Federal and State Governments.

Various challenges beset the education sector and there are various policy documents detailing the way forward for education. However, the Roadmap for the Nigerian education Sector seeks to harness and combine all the major highlights of these policy frameworks. Some of the preliminary challenges focus on access and equality, standards and quality assurance, funding, resources mobilisation and utilisation. Nigeria's Vision 20:2020 is predicated inter alia on building strong human capital for economic growth and social development. And this cannot be done without a sound educational system. Pillar 1 of the Vision is about guaranteeing the well-being and productivity of the people- education is a key factor in realising this Pillar. It seeks inter alia to build human capacity for sustainable livelihoods and national development. Also, the First NIP of Vision 20:2020 to fulfil the Visions' projection of establishing a modern and vibrant educational system that ensures the maximum development of the potentials of individuals and promotes a knowledge driven society. The policy thrusts include provisions of infrastructure, increasing enrolment figures, enhance capacity and competence of teachers, enforcing guidelines for standards and education quality assurance, etc. Further, in the Transformation Agenda, education is also a tool for the transformation of the Nigerian society and allocations are made for the years of the implementation of the Agenda.

A review of the financial projections for capital projects in the First NIP of Vision 20:2020 and the education sector budgets 2009-2013 show a disconnection. It recorded a shortfall of over N346.8billion. Also a review of the fiscal projections of the Transformation Agenda and education sector budgets also reveal a shortfall of N28.7 billion. Further, the financial provisions of the First NIP differ from the provisions in the Transformation Agenda. SURE-P made provisions for vocational education and implementation so far has not been encouraging. Analysing the budgetary provision for the years 2009-2013 shows that the budget was suffused with recurrent expenditure while capital expenditure received an average of 18.1%. This is below the Education for All Fast Track Initiative benchmark of at least 20% of the sector budget being allocated to capital projects. On the average, over the 2009-2013 period, 55.4% of the total released capital budget for the sector was utilized for projects. This shows low absorptive capacity on the part of the Federal Ministry of Education. Further, the average utilisation rate vis-à-vis the overall education capital budget was 44.7% over the period. The percentage of capital budget released on the average was 60.15% and

the percentage of capital budget cash backed amounted to 57.22%. Also, on the average, only 63.1 percent of the cash backed funds were utilised in advancing the right to education. Thus, the problem is not only centred on the amount provided to the sector, but also the poor releases and poor implementation of the budget.

The FGN made available a total of N289.36billion for basic education through UBEC. UBEC also made matching grants to states and a total of N43.077billion was un-accessed by states as at September 30 2013. States are supposed to provide 50% of the funds to be matched and to account for previous disbursements before accessing new tranches of funds. Between 2010 -2012, the Tertiary Education Fund made available the sum of N259.4billion for various interventions in tertiary institutions. In general, Nigeria did not meet the 26% budget benchmark set by UNESCO for education funding.

The main challenges besetting the education sector are summarised to include poor budgeting and non alignment of budgets with development plans. Nigerian fiscal governance enjoys the magic of a MTEF without first preparing MTSS. Stakeholders are not brought on board in budgeting for the implementation of strategic frameworks and national plans. Structural issues involving the duplication of agencies rendering the same service and resulting in huge overlays for recurrent votes abound. At the level of educational institutions, accountability, transparency and popular participation is lacking in their budgeting system. Capital budgets of institutions show a preponderance of construction of buildings, roads and perimeter fencing. Libraries, laboratories and equipment for impartation of knowledge hardly show up as budgetary provisions. Legislative oversight over the expenditure of educational institutions is weak.

Education sector statistics are poor compared to available resources and the indicators from neighbouring and poorer countries. Nigeria contributes 10.5million out of the 57million out of school children worldwide. The percentage of primary school age children out of school is stated to be 41%. The secondary school enrolment stands at 44% while tertiary schools enrolment stands at 10.3%. Sub-Saharan Africa accounts for 58% of the additional primary teachers needed worldwide, requiring approximately 225,000 per year between 2011 and 2015 to meet the goal of universal primary education. However, over the past decade, the average annual increase in the region has been only 102,000. Nigeria has by far the largest gap to fill. Between 2011 and 2015 Nigeria needs 212,000 primary school teachers, 13% of the global total⁵¹. The percentage of trained teachers in primary schools is 66% while it is 85% in secondary schools. The pupil teacher ratio stands at 37 pupils to 1 teacher. For secondary schools, the ratio stands at 33 students to 1 teacher. The transmission from primary to lower

⁵¹ Supra, *EFA Global Monitoring Report (2013/14): Teaching and Learning: Achieving Quality for All*.

secondary schools stood at 36% while only 28.8% of applicants that sat for university entrance were admitted in 2013. There are insufficient spaces for candidates seeking university education.

Universities are beset by massive infrastructure deficiencies – hostel accommodation, lecture room and theatres, laboratories, libraries, etc. Qualified teachers are in insufficient numbers while the same institutions are over-staffed with non teaching staff. Governance structures are weak and the system gets its priorities wrong.

Like all human rights, the right to education provides three layers of obligations - the obligation to respect, protect and to fulfil. The obligation to respect requires the government to refrain from actions and steps that will hinder the enjoyment of the right to education. The obligation to protect requires Nigeria to take measures to prevent third parties from interfering with the right to education while the obligation to fulfil requires positive measures to enable and assist individuals and communities to enjoy the right to education. By allowing parents and guardians to keep 10.5million school age children out of school, government is failing in its obligation to protect the children's right to education. UBEC and SUBEB's should have devised enforcement mechanism to stop this trend and bring defaulting parents and guardians to comply with the law. At the tertiary level, the failure of the government to exercise sufficient oversight and devise sound management structures for the utilisation of available funds has allowed third parties to interfere with the right of tertiary students to education. It has lowered the quality and the standard of education.

In consideration of the resources invested by FGN in education, it clear that Nigeria is failing to invest the maximum of available resources for the progressive realisation of the right to education. This is evident when FGN education investments are compared to the resources other nations with less endowments than Nigerian put into education. This is a failure of the fulfilment obligation. The four cardinal parameters of the right to education are availability, accessibility, acceptability and adaptability⁵². For availability:

All institutions and programmes are likely to require buildings or other protection from the elements, sanitation facilities for both sexes, safe drinking water, trained teachers receiving domestically competitive salaries, teaching materials and so on; while some will also require facilities such as library, computer facilities and information technology⁵³.

However, from the funding available to primary, secondary and tertiary institutions and the inability to meet the UNESCO 26% benchmark, it is clear that Nigeria is not doing

⁵² General Comment No. 13 of the CESCR.

⁵³ Supra.

well on the parametre of availability of educational infrastructure. This is also reinforced by the demand for tertiary education which the country is unable to meet.

In terms of adaptability, education has to be flexible to adapt to the needs of changing societies and communities and respond to the needs of students within their diverse social and cultural settings. The current approach to education is not producing critical manpower for the developmental needs of the nations. There is a disconnection between the academia, industry and agriculture leading to the production of graduates not necessarily needed in the economy while there is a dearth of critically needed scientific, technological and vocational competencies. The educational system is yet to meet the criteria of adaptability. The disaggregation of the enrolment into universities show that the current enrolment is a reversal of the National Policy as the current Science to Non-science ratio is of 32:68 instead of 60:40. There is no relationship between enrolment and the tangible manpower needs of the nation.

5.1 RECOMMENDATIONS

Based on the findings of the Study, the following recommendations are imperative and will facilitate the realization of the right to education in Nigeria.

5.1.1 Harmonisation of the Fiscal Projections of Policies and Plans

High level policies and plans provide the framework for budgeting and provision of finances for every sector. Even though, the high level policy documents in education are virtually in agreement in terms of their objectives and what they intend to achieve, their fiscal projects vary and contradict one another. It is therefore imperative for these fiscal projections to be harmonised for effective resource provision to the sector. The policies whose fiscal projections should be harmonised include the Transformation Agenda, Implementation Plans of Vision 20:2020, MTSS and MTEFs and the annual budget.

5.1.2 Increased Allocation to the Sector

FGN should strive to progressively achieve the 26% UNESCO benchmark in education funding. This is necessary to realise availability, accessibility, acceptability and adaptability of education. The disbursement and management of extra budgetary interventions such as TETFUND and NDDC should also be made to increase progressively.

5.1.3 Increased Capital Expenditure

FGN should take steps to meet the minimum capital expenditure investment of 20% as recommended in the Education for All Fast Track Initiative benchmark and thereafter progressively increase it to 40%. A special education infrastructure fund should be provided to bridge the infrastructure deficit and improve teaching skills through enhanced training and skills acquisition by teachers.

5.1.4 Recruit More Teachers

From the primary to the tertiary institutions, the student teacher ratio falls below regional and international standards. It is imperative that more teachers are hired to meet the deficits.

5.1.5 A Moratorium on New projects

Universities and other educational institutions should consider a moratorium on new projects until they complete ongoing and existing ones. This would stop the spreading of resources too thinly with no visible results. New projects should only be embarked upon as matter of exceptional need.

5.1.6 Full Release and Cash Backing of all Budgeted Funds

The continued play on words after budget approval should stop. The differentiation between release, cash-backing, accessing and utilisation is unnecessary. Under the new regime of the Fiscal Responsibility Act, there is no basis for withholding budgeted sums considering the Excess Crude Account buffer. Considering the high oil prices in recent years, all budgeted sums should be fully made available and on time for use by education sector agencies. If there are capacity deficits in any aspect of the budget process, training and capacity building should be done to fill the gap.

5.1.7 Get All Education Resources into the Budget

Education attracts investments from a multiplicity of stakeholders including donor agencies. For effective coordination, all income and expenditure accruing to educational institutions should be reflected and allocated in the budget.

5.1.8 Enhance Value for Money

FGN should take targeted and concrete steps to enhance value for money in the education sector. It is not just enough throwing money at problems. A full education budget expenditure review and thorough review of the sector should precede increased allocations. Leakages should be plugged and stolen resources should be recovered.

5.1.9 Revive MTEF in the Education Sector

Under the Fiscal Responsibility Act 2007, the MTEF is the basis for the annual budget. However, the MTEF is preceded by the MTSS which brings stakeholders in the MDA together; they review high level policy documents, get out the goals and objectives of the policies; review ongoing and new projects and their contributions to attaining sectoral goals; prioritise and cost them and finally fit them into the available resource envelope. The frivolous expenditure witnessed as priorities in universities would not see the light of the day if the MTSS to guide the budget is prepared by a team including university management, teaching staff, non academic staff, students' representatives

and other stakeholders. This will also ensure that budgets are aligned to sectoral goals and plans and improve operational and allocative efficiencies.

5.1.10 Publish Education Budget Releases

Fund releases to educational institutions should be published and disseminated to stakeholders to ensure monitoring and oversight by these stakeholders. Publications will reduce corruption and leakages in the system. The publications can be done in print and electronic media and portals. This will improve transparency and accountability.

5.1.11 Improve Legislative Oversight, Monitoring and Evaluation

Considering the poor learning outcomes and indicators and other challenges facing the sector, the oversight role of the legislature is very crucial for the revitalisation of the education sector. The leadership and relevant committees of the legislature should intensify oversight over the sector. Education budgets should be crafted with definite milestones and deliverables which can be monitored and evaluated over the budget year. Simply providing resources for education agencies without any indicators to gauge the achievement of targets is a waste of time. Institutions should be required to provide on a quarterly or half-yearly basis reports of utilising public resources to achieve sectoral targets and objectives.

5.1.12 Staff Audit and IPPIS

The Needs Assessment of Nigerian Universities Report has shown that there are more non-academic staff in Nigerian universities than needed. A full personnel audit to determine the staffing needs of the universities is long over-due. This will reduce the recurrent expenditure of the tertiary institutions and free resources for capital investments in learning aids and educational infrastructure. The inclusion and enrolment of universities in the Integrated Payroll and Personnel Information System is imperative. This will also facilitate the discovery and elimination of ghost workers.

5.1.13 Implement the Orosanye Report on Education

Agencies, departments and institutions with the same or overlapping functions should be merged to cut down expenditure while FGN stops funding professional bodies. The savings will then be re-programmed to critical needs of the sector.

5.1.14 Energise UBEC's Resources

UBEC and state government should engage in dialogue and studies to find out the reason(s) informing the inability of states to access matching grants which have left over N43 billion outstanding. Even educationally disadvantaged states have billions of naira 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 re-allocated to states ready and willing to utilise same.

5.1.15 Enforce the UBEC and Child Rights Acts

FGN and state governments should summon the political will to enforce the UBEC and Child Rights Acts making it an offence for parents and guardians to withhold their children and wards from acquiring basic education. Improved resource outlays, sensitisation, enlightenment, incentives and sanctions should be combined to ensure compliance with the law.

5.1.16 Academic Staff Union and the Budget

The Academic Staff Unions in tertiary institutions should take the lead in budget interventions within and outside the education sector. With the highest number of intellectuals, they should engage in analysis, dialogue and direction of the thrusts of national and state budgets. They should not wait until collective agreements they entered with governments are violated before raising red flags on budgetary and fiscal management.

5.1.17 Civil Society and the Education Budget

Although some work has been done in the education sector, civil society organisations need to invest more time and energy in advocating for improvements, tracking and reporting and seeking compliance with laws and policies on education. These will include the NGOs, media, faith based groups etc. The use of the Freedom of Information procedure to get information concerning education funding and prudent utilisation of resources is also imperative. Also, Alumni Associations need to take more interest in the running of their alma matter. Apart from contributing resources, they should also make positive contributions for the improvements of its governance process.

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