Study of ESSPIN's support to capacity development in education in Nigeria

Research carried out by EDOREN on behalf of ESSPIN and IMEP

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Acknowledgements

Disclaimer

Executive summary

This report outlines the findings of a qualitative study on the support provided by the Education Sector Support Programme in Nigeria (ESSPIN) to capacity development in basic education. Under its most recent iteration, ESSPIN seeks to bring about better learning outcomes for school-age children in six states in Nigeria by building organisational and individual capacity at all four levels of the system: Federal, State, Local and School. ESSPIN's approach is based on the premise that schools are most effective when an integrated approach is taken to school improvement, and when this is supplemented by parallel measures to strengthen governance at all levels of the system.

This study contributes to the evidence base on ESSPIN's impact. It seeks to build on the substantial evidence contained in ESSPIN's Self-Assessment reports and the Composite Surveys by focussing in particular on the reasons for the success (or otherwise) of ESSPIN's core capacity development activities; the routes through which its activities at each level of the education system have contributed to changes at the school level; and the linkages between ESSPIN's outputs and pupils' learning outcomes.

The methodology for the study is based on a conceptual framework in which "capacity" refers to the ability of agents (individuals and organisations) to perform their functions, where organisations operate within an institutional environment that structures their incentives and scope for action. The study focuses principally on the capacity of the *organisations* that ESSPIN's interventions have targeted, directly or indirectly. The state-level analysis encompasses all six ESSPIN states. LGEA and school-level data collection were carried out in 4 LGEAs and 16 schools in Kano and Kwara.

Evidence on capacity building outputs and outcomes

At the **Federal** level, ESSPIN has been successful in assisting key federal organisations to perform their functions of developing improved education policies and national systems for monitoring learning, providing quality assurance (QA) to schools, and supporting SBMCs. However, progress in implementing these initiatives has been constrained by the institutional context (the weak arrangements for national coordination and management of the basic education system), and by a lack of high level political support particularly (but not exclusively) to ensure adequate funding.

At the **State** level, ESSPIN has built capacity in four areas: planning and budgeting; service delivery (including HR and procurement systems), QA, and community involvement in schools. It has also built organisational capacity to implement the School Improvement Programme (SIP). The findings of the 2014 state self-assessments and of the interviews carried out as part of this study indicate that ESSPIN has been effective in improving the performance of these functions. The 2014 self-assessment findings indicate that targets on all four sub-outputs mentioned above were met or exceeded in 2014[1]. Most state officials report that ESSPIN's interventions have contributed to strong systems for planning, budgeting and M&E that can be operated without continued support. Officials also report that key policy documents are being produced and followed, and that newly acquired skills are being regularly used.

However, weaknesses in the institutional environment are constraining the extent to which these capacity improvements are translating into better school-level outcomes. One aspect of this is the lack of effective integration of activities across departments within SUBEBs. Another key institutional constraint is the limited alignment between budgets and actual expenditure at the state level. This acts as a break in the causal chain, restricting the extent to which better budgets lead to better school-level outcomes.

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[1] A more stringent set of targets have been used for the 2015 self-assessment exercise. As a result, the states' output scores have been lower in 2015 than in 2014. See Annexes C and D for more details.

The self-assessments indicate that ESSPIN has made progress in building capacity in all six states. Current levels of capacity vary across the six states - Lagos, Kaduna and Jigawa have been the best performers, followed closely by Kwara and Kano. Performance has lagged significantly in Enugu, particularly in the development of a QA system. There appears to be no clear association between the level or rate of improvement in state-level capacity, as measured by ESSPIN's self assessments, and changes in school-level outcomes, as recorded by the Composite Surveys. Notably, Enugu has recorded significant improvements in school-level indicators, but on the dimensions of state capacity assessed by the self-assessments, it has the lowest outcomes of the six ESSPIN states.[2] The likely explanation for this is that other differences across the six states (such as teachers' subject knowledge) current outweigh the effects of state-level capacity on school outcomes; and that further improvements in the quality of state-level functions are required before their effects become apparent at the school level.

At the **LGEA** level, progress has been mixed. ESSPIN has worked with LGEAs to build capacity in planning, budgeting, EMIS and QA, and has also trained SSOs and SMOs. ESSPIN has generated gains in each of these areas. However, the performance of LGEAs continues to be constrained by insufficient financial resources, authority and skills. While LGEAs have various responsibilities, they have limited control over the functions and financial resources that are required to carry these out. Both are largely concentrated at the state level, with little indication that states are willing to devolve these to a significant extent to LGEAs. In addition, further improvements in skills at this level are required. ESSPIN recognises this and LGEAs will form a core focus of its activities over the next two years. LGEAs are a critical link in the transmission of state-level capacity improvements to the school level and ESSPIN's work on this front is likely to boost its overall impact.

At the **school** level, the study finds evidence of enhanced capacity. For instance school development plans are being prepared (evidence that they are being implemented is more limited), head teachers recognise that pedagogical support is a key part of their role, and SBMCs are monitoring teacher attendance. However, it also identifies numerous contextual factors that are restricting the transformation of these gains into significantly better learning outcomes. These include:

- The very poor state of infrastructure of many primary schools;
- Chronic shortages of basic resources for teaching and learning (textbooks);
- Head teachers who are not recruited on the basis of leadership and management skills and so may have limited capacity to benefit from training in these areas;
- Limited capacity of the existing teacher stock to benefit from training and support so that they can deliver on the attainment of basic skills in literacy and numeracy;
- Low levels of teacher motivation to improve performance even when support is provided; and
- Erratic budget execution which can leave teachers without salaries for as much as four months.

ESSPIN's experience has demonstrated that it is possible to make progress in strengthening management and organisational capacity for the basic education system, particularly at state level. Sustaining and building on these achievements is likely to be a prerequisite for any broad improvement in educational outcomes, as well as for the success of other initiatives that seek for instance to pilot improved teaching approaches. However, ESSPIN's experience has also demonstrated the breadth and depth of the challenges in making progress, even when there is successful political engagement that contributes to building state ownership and commitment to improving basic education (as in Kano and Kwara). Where there has been political commitment to rolling out the SIP approach this has posed challenges in effectively supporting the initiative across a large number of schools.

ESSPIN's experience has lessons and implications for the focus of ESSPIN's attention over the remainder of the programme's operations, but more fundamentally for DFID's future strategic engagement with

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[2] It should be noted that ESSPIN's activities in Enugu began a year after they did in the other five states.

education in Nigeria, as well as for state and federal government and other stakeholders. These include the following:

- High level political commitment (at both Federal and state level) is necessary for capacity development initiatives to be sustained. ESSPIN's experience has demonstrated how this can be built, but also the limitations in what an external programme can do. There is need for continued engagement and advocacy to encourage and respond to high level political commitment to improving basic education when and where it emerges, particularly as the new Federal government develops its education policy and programmes;

- An important constraint on performance has been at the local government level. A focus on building the capacity of LGEAs to enable them to perform their critical role within the system is required, particularly through effective decentralisation of functions and control of resources, balanced by strengthened accountability. This requires a long-term perspective (as well as coordination between different initiatives and programmes including DFID's State Level Prorgammes);

- Greater attention is required in the future to human resources management for education. Issues of teacher training, recruitment, deployment, professional development and promotion have not been a key focus of ESSPIN's attention but appear to be of fundamental importance in constraining the performance of the education system;

- There is a need for more sustained support in the classrooms of primary teachers, in order for them to build coherent approaches to teaching literacy and numeracy in large classes with attendant acknowledged institutional constraints, taking account of the low levels of basic knowledge and skills amongst teachers. Systematic guidance on the skills of teaching reading and writing, in an appropriate language of instruction, is probably the key contribution which could be made.

- The particular case of the introduction of SBMCs in all primary schools generates interesting questions, which need to be systematically studied and documented, about the potential power and influence of community-level accountability on school performance over time. There is evidence that SBMCs have, for example, improved attendance of both teachers and students. The durability of that influence remains to be tested further - the evidence from CS2 is mixed.

Table of contents

List of tables and figures

List of abbreviations

AESPR	Annual Education Sector Performance Report
ASC	Annual School Census
CS	Composite Survey
EDOREN	Education Data Operational Research and Evaluation in Nigeria
DFID	Department for International Development
ESSPIN	Education Sector Support Programme in Nigeria
FEQAS	Federal Education Quality Assurance Service
FIS	Federal Inspectorate Service (now replaced by FEQAS)
FME	Federal Ministry of Education
LGEA	Local Government Education Authority
MTSS	Medium-Term Sector Strategy
PDM	Professional Development Meeting
QA	Quality Assurance
SBMC	School Based Management Committee
SDP	School Development Plan
SIP	School Improvement Programme
SMO	Social Mobilisation Officer
SMoE	State Ministry of Education
SSE	School Self Evaluation
SSIT	State School Improvement Team
SSO	School Support Officer
SSU	School Support Unit
SUBEB	State Universal Basic Education Commission
UBEC	Universal Basic Education Commission

1   Introduction

This report outlines the findings of a study of ESSPIN's support to capacity development in basic education in Nigeria. ESSPIN is a nine year DFID-funded programme (2008-17) that seeks to bring about sustainable improvements in the delivery of education by building institutional capacity to support school improvement at the federal, state, local and school/community levels in Nigeria. While the focus of ESSPIN's activities has varied over the last seven years, it has remained centred on the programme's school improvement approach. ESSPIN's model is premised on the idea that schools are most effective when an integrated approach is taken to school improvement, and that these school-level improvements can only be effective if supplemented by parallel measures to strengthen governance systems at the federal, state and local levels. A key aspect of ESSPIN's model is its pilot-to-scale up approach, which is based on the premise that the successful pilot of its school improvement model, with clear positive results, will ensure that states will use their own resources to scale up the model to all public schools.

This study seeks to contribute to the evaluation of ESSPIN's impact and to the final evaluation of DFID's State Level Programmes in Nigeria (of which ESSPIN is a part) by complementing other sources of information on ESSPIN's results. The headline research question for the study was:

> How effective has ESSPIN support been in building capacity to fund and manage basic education, to improve the quality of basic education, and to improve access to and the inclusivity of basic education?

ESSPIN's self-assessment reports and composite surveys provide a range of evidence on its outputs and outcomes. This information was complemented by primary research exploring the reasons for the success (or otherwise) of ESSPIN's core capacity development activities; the routes through which its activities at each level of the education system have contributed to improved outcomes at the school level; and the linkages between ESSPIN's outputs and pupils' learning outcomes (particularly as measured by the Composite Surveys[3]).

The rest of the report is structured as follows. Section 2 provides a short overview of ESSPIN's approach and key interventions. Section 3 briefly outlines the methodology for the study (this is described in further detail in the Inception Report; EDOREN 2015). Section 4 presents findings on the key research questions that the study sought to answer. Section 5 concludes with an overview of the key messages of the study and its main implications. Further details of the study's findings and methodology can be found in the Annexes.

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[3] The Composite Surveys are two rounds of surveys carried out in samples of schools in the six ESSPIN-supported states in 2012 and 2014. The surveys aim to assess the effects of ESSPIN's integrated School Improvement Programme (SIP), and to report on the quality of education in the six states. The surveys address five output indicators: teacher competence, head teacher effectiveness, school development planning, SBMC functionality, and inclusive practices in schools. They also address one outcome indicator, school quality, and one impact indicator, pupil learning achievement. The second round of the Composite Survey (CS2), aims to provide post-intervention data that can be compared to data from the first round of the Survey (CS1) in order to evaluate the extent of improvements in key indicators over this period and gauge programme success (Cameron 2015).

2   ESSPIN's approach and key interventions

ESSPIN seeks to bring about better learning outcomes for children of basic education school age in six states by building organisational and individual capacity at all four levels of the education system (Federal, State, Local Government and School). ESSPIN's approach is based on the premise that schools are most effective and children's learning outcomes greatest when an integrated approach is taken to school improvement that encompasses head teacher effectiveness, teacher competence, functional school-based management, and inclusive practices. This has led to the development of a package of measures comprising the School Improvement Programme (SIP). This needs to be supplemented with parallel measures to strengthen governance at all levels of the system. ESSPIN's model is also based on the theory that for governance reforms to be sustainable, they must be state-led, with key decisions made by the states and implemented through state structures; and that similarly programme monitoring must be based on data generated within state systems (ESSPIN 2015).

The current versions of ESSPIN's Theory of Change and Results Chain are very recent. Its School Improvement model has been a constant feature since its inception, but on other fronts, its emphasis has shifted over time. ESSPIN did not start off with a clear objective to build capacity at each level of the education system. This aspect of its work has evolved. Following its mid-term review in 2011, ESSPIN has adopted a more flexible approach at the state level, responding to the circumstances of each state. As part of this shift, ESSPIN has devolved authority to its state-level teams. ESSPIN plans to place far greater emphasis on capacity building at the LGEA level over the next two years than it has done in the past. A second key aspect of ESSPIN's evolution has been its shift from serving largely as a demonstration project to actively supporting the roll-out of good practice across the six ESSPIN states (ESSPIN Annual Review 2014). A third critical change is that ESSPIN has only recently begun to measure its success in terms of improvements in learning outcomes, which now forms the basis of one of its three impact statements (the others relate to school attendance and completion, with attention paid to gender, poverty and inclusiveness).

ESSPIN nowhas four output streams that work on:

- Strengthening Federal government systems to support states' implementation of school improvement;
- Improving the capability of state and local governments for the governance and management of basic education (which comprises six years of primary schooling and three years of junior secondary schooling)[4];
- Strengthening the capability of primary schools to provide improved learning[5]; and
- Improving community participation in school improvement.

ESSPIN's key activities under each of these areas are summarised in Table 1.

At the federal level, ESSPIN provides support to the Federal Ministry of Education (FME), UBEC, and the Federal Inspectorate Service (FIS; restructured in 2015 as the Federal Education Quality Assurance Service - FEQAS) to strengthen national systems for monitoring learning achievement; quality assurance of schools; and setting up and supporting SBMCs

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[4] The notion of basic education under the Universal Basic Education Act also includes one year of Early Childhood Care and Education (ECCE). However, in most states, public provision of ECCE is extremely limited.
[5] ESSPIN's current focus is on primary schools but under previous iterations of the programme, it has also supported interventions at the junior secondary level.

At the state level, ESSPIN has taken a flexible approach that allows emerging priorities to be addressed. This translates into some differences in support provided in each state but these largely focus on strengthening states' capacity to collect high quality data that feeds into the planning process; improve the effectiveness of education planning and budgeting; provide quality assurance to schools; and improve key service delivery functions, for instance related to HR and procurement. This is pursued through a mix of training, mentoring, and support to the introduction of new processes and systems.

Another key plank of ESSPIN's state-level activities is the selection and training of the State School Improvement Teams (SSITs), which play a central role in the implementation of its School Improvement Programme (SIP). In addition ESSPIN supports the state governments to access grants from the UBE Intervention Fund (which includes funds for teacher professional development). At the LGEA level, ESSPIN works on building capacity around a similar set of functions and also provides training to School Support Officers (SSOs) and Social Mobilisation Officers (SMOs), who play a central role in the implementation of the SIP (ESSPIN 2015).

At the school level, the SIP seeks to provide and support the use of structured materials that ensure teachers can deliver quality instruction, to strengthen teachers' understanding of literacy and numeracy concepts; and to improve academic leadership and school improvement planning by head teachers. A particular emphasis has been put on the development of year-long sequences of lesson plans in the areas of literacy and numeracy, now widely used in the participating states. The SIP typically works through a two-year programme of workshops and school visits, after which schools continue to receive support through a 'continuing school improvement' programme, which includes school visits from government officers. The integrity of this approach has been significantly challenged by the recent rapid expansion in the number of participating schools, particularly in Kano, where the number of participating schools has increased from around 500 in 2010/11 to 5,700 in 2013/14.

Under its fourth output, ESSPIN seeks to increase community participation in school improvement by, in the first instance creating, and then training and mentoring SBMCs. This involves building awareness about SBMCs' roles and responsibilities; providing training to SBMCs' women's and children's committees to enhance their voice and ability to contribute to SBMCs' decision making; and building SBMCs' capacity to boost access, for instance by building community support for schooling. ESSPIN's support to CSOs complements its support for SBMCs as the former play a key role in delivering training to SBMCs. CSOs also receive training on evidence-based advocacy, data collection and analysis, and partnering with governments.

Table 1   Main organisations and functions targeted by ESSPIN interventions

Main organisations and functions targeted by ESSPIN					
Organisation	**Management**	**School Improvement**	**Monitoring**	**Quality Assurance**	**SBMC**
Federal Ministry of Education			Draft report on MLA Development of MLA policy (delayed)		
UBEC					SBMC policy and support (guidelines, funding, training manuals)
Federal Inspection Service [now FEQAS]				QA Methodology and Handbook National QA report	
State Ministry of Education	Policy, Planning, Budgeting		EMIS/M&E		
SUBEB	Policy, Planning, Budgeting	State School Improvement Teams	EMIS/M&E	Quality Assurance Board	Department of Social Mobilisation
Local Government Education Authority	Planning and budgeting	Local Government SIT	EMIS/M&E	School Supervision Officers	Social Mobilisation Officers
School/ Community	Head Teacher, Teachers, (School Improvement Team)				SBMC

Under the current version of ESSPIN's Theory of Change, as described in its Learning and Evidence Framework, these activities are expected to contribute to the four core outputs listed above, which in turn are expected to contribute to higher quality and access to basic education through a set of intermediate outcomes (ESSPIN 2015). These can be summarised as follows:

- The creation of capacity at each level of the system will lead to organisations having a common understanding of the changes required to bring about system reform, and a commitment to improving learning.
- Improved teaching and management practices, and more inclusive schools, will create schools in which children are safe, content and able to learn.
- Teachers' performance, morale and attendance will improve as they feel more professionally skilled, their head teachers and SSOs work to build their skills, and as head teachers and SBMCs make an effort to monitor and increase their effort and engagement.
- Head teachers will monitor, manage and improve the quality of teaching in their schools. Teachers who are trained by ESSPIN will share their knowledge with their colleagues. The improvement in teachers and head teachers' skills, as a result of the training they receive, will contribute to improved working relations between them.

- Head teachers and SBMCs will form strong and effective partnerships for school governance.
- This will lead to schools that are more inclusive, as head teachers, teachers and SBMCs work together to identify and address barriers that prevent children from entering school, staying in school, and learning.
- Strong partnerships with LGEAs, and integrated planning mechanisms, will ensure that the needs that schools have identified will be addressed and resourced.
- Stronger partnerships between LGEAs and States will support improvements in state-level planning, budgeting and financing of education.
- As states and LGEAs develop a clearer understanding of the constraints to education quality, they will begin to take and demand action from their officers, from school staff, and from ESSPIN.
- States will form strong and collaborative relationships with CSOs.
- The FME will lead reforms through coherent national policies and legislation that are implemented by States. It will work collaboratively with UBEC to ensure that education is appropriately financed.
- Greater technical capacity to gather evidence, learn and communicate, at every level of the system, will ensure that quality improvement cycles set up within education management systems are sustainable.

These intermediate outcomes are expected to lead to an increase in enrolments, higher school participation amongst children from marginalised backgrounds, and improvements in the quality of teaching. In addition, school improvements will move towards becoming sustainable as a result of higher government spending. These outcomes are intended to contribute to improved learning outcomes for all children, and more children reaching national standards in literacy and numeracy (ESSPIN 2015).

3   Methodology

The methodology for this study is based on a conceptual framework in which "capacity" refers to the ability of agents (individuals and organisations) to perform their functions, where organisations operate within an institutional environment that structures their incentives and scope for action. A key distinction here is between individual, organisational and institutional aspects of capacity, as set out in Table 2.

Table 2   Levels of capacity development

Levels of capacity development				
Level	**Capacity diagnosis**	**Capacity creation**	**Capacity utilisation**	**Capacity retention**
Individual (knowledge, skills, competencies)	Assessment of individual skills, knowledge, competencies and attitudes in relation to organisational functions	Development of adequate skills, knowledge, competencies and attitudes	Application of skills, knowledge, competencies in the workplace	Reduction of staff turnover, facilitation of skills and knowledge transfer within organisations
Organisational (resources, management structures, and processes)	Assessment of organisational performance and factors affecting it	Establishment of efficient structures and processes and adequate resourcing	Integration of structures and processes in the daily workflows	Regular adaptation of structures and processes and continued adequate resourcing
Institutional (laws, regulations, policies, social practices)	Assessment of how institutional and policy environment impacts on organisational performance	Establishment of adequate institutions, laws and regulations, incl. implementation processes and compliance arrangements	Enforcement of laws and regulations to facilitate organisational performance	Regular adaptation of institutions, laws and regulations
Source: Adapted from OPM/SIPU (2012).				

This study focuses principally on the capacity and performance of the *organisations* that ESSPIN's interventions have targeted, directly or indirectly. The criterion for assessing the extent to which capacity has been developed is, therefore, the effectiveness with which these organisations perform their functions. This is examined at all four levels of the education system - Federal, State, LGEA and school/community. Our state-level analysis encompasses all six ESSPIN states. LGEA and school-level data collection were restricted to two States: Kano and Kwara. These were selected to represent Northern and Southern states respectively, and as states in which ESSPIN's engagement has been relatively deep, so that it is most likely that capacity development impact has been achieved and is sustainable. The key secondary data sources used for the study were the federal and state-level self-assessment reports, the Composite Surveys, ESSPIN Annual Reviews, and various programme documents, including recent monitoring reports and ESSPIN's Learning and Evidence Framework. The primary data sources are outlined below.

At the Federal level, the study assesses the efficacy of ESSPIN's support to the creation of national systems for learning assessments, Quality Assurance, and appropriate national-level support for SBMCs; and to the disbursement of the UBE Intervention Fund. As noted above, ESSPIN's support to the disbursement of the UBE IF largely takes place at the state level. In particular, it involves helping states put up matching grants in order to access UBEC funding. However, in ESSPIN's results chain, this is classified as a federal-level output. We follow the lead of the results chain; with the caveat that any changes on this front largely reflect state-level support.

The effectiveness of ESSPIN support in each of these areas was examined, with particular attention to the role and influence of key stakeholders. Data collection consisted of (i) a structured interview with ESSPIN staff; (ii) participation in the 2015 Federal Self-Assessment; and (iii) interviews with officials in the main federal directorates/departments with which ESSPIN works. The interview with ESSPIN staff was used to prepare institutional process maps and stakeholder maps for each intervention area. These identified key decision points in policy design and implementation, the role of important stakeholders, and how their influence is exercised. They were used to guide the federal-level interviews. A full list of interviews is provided in Annex E.

At the State level the study has sought to identify the changes in capacity to which ESSPIN has contributed, how those changes have come about, and their implications for capacity and outcomes at lower levels of the system. It has focussed on the main organisations that ESSPIN has targeted at state level: the State Ministries of Education (SMoEs) and State Universal Basic Education Boards (SUBEBs). As a first step, we identified the main functions that are carried out at the state level, paying attention to any differences in the official description of these functions, and the way they are carried out in practice (for instance the large gaps between state-level budgets and actual disbursements).

ESSPIN's impact on capacity at the state level was assessed through participation in the 2015 Self-assessment exercise and a review of recent Self-assessment reports[6]. The Self-assessment process provides a solid evidence base for assessing state capacity to perform various functions, although there are certain limitations associated with it. The process relies heavily on the collective views of the participants regarding the extent to which the existence of documentation influences or reflects current practices. Evidence gathering is paper-based and multiple documents must be examined and assessed within a short space of time. In some cases, state representatives may not have sufficient expertise in the required sub-indicator areas. State internal monitoring and QA systems do not yet produce documentation which could point to not just the existence of a unit or procedure, for example, but also functionality and efficacy.[7]

Evidence from the Self-assessment process was complemented by interviews with ESSPIN's state teams, interviews with government officials who participated in the self-assessment, and data from the CS2 State Reports. The state-level findings were used to identify hypotheses about the linkages between ESSPIN's capacity building outputs and its school-level outcomes, which were assessed by the LGEA and school-level components of the study.

In Kano and Kwara, detailed studies were then undertaken in four LGEAs (two per state) with some contrasting elements[8]. These were chosen through discussions with the ESSPIN State Team Leads (STL) and state government officials who participated in the self-assessment process. School-level

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[6] The 2015 Self-Assessment reports were only shared with the team after the State report had been prepared. As a result, most of the text refers to the 2014 scores, although some references are also made to the 2015 scores.
[7] For further information on the self-assessment process, see Box 1 in the State Report (Annex C).
[8] For privacy reasons, it is not possible to list the LGEAs and schools in the sample.

interviews were carried out in sixteen schools (four per LGEA). The possibility of having a purposive sample - containing a mix of average, above average, and below average schools, identified on the basis of test scores recorded during CS2 - was initially considered. However, the small sample size of pupils tested in CS2 in each school meant that this was unlikely to be meaningful. The sample of schools was instead selected by the ESSPIN STLs in consultation with LGEAs, on the basis of accessibility to the research team. As a result, the schools visited were largely in peri-urban areas rather than remote rural areas. Four of the sixteen schools in the sample were also covered by CS2. For those schools, the team used CS2 data to compare pupils' test scores to the State average and found that the former were neither consistently better nor worse than the State average (one school was better, two were worse, and the relative performance of the fourth varied across the different tests).

At the LGEA level, interviews were carried out with Education Secretaries, Heads of Units, Quality Assurance Officers and School Support Officers. At the school level, interviews were held with head teachers, SBMC members (typically just the SBMC Chair) and Social Mobilisation Officers. The full set of instruments that were used are in Annex D. The fieldwork was carried out over a two week period in mid-August by teams of three senior researchers per State, under the supervision of the EDOREN Country Leader.[9] Given the modest scope of the LGEA/school interview exercise and the nature of the selection process, the findings should best be seen as illustrative.

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[9] The schools in Kwara State were on vacation, so thanks is due to head teachers who joined the interviews.

4 Evidence on the key research questions

This section outlines the study's findings on the research questions listed in the Inception report.[10] In a few cases, multiple research questions have been consolidated under one sub-section to prevent repetition. Further details of the study's findings can be found in the full Federal and State-level reports in Annexes B and C.

4.1 The results of ESSPIN's capacity development activities at the Federal and State level

This section outlines our findings on the research question: To what extent have ESSPIN's capacity development activities at the Federal and State levels contributed to improvements in the performance of key functions? It focusses on the period since 2012, over which ESSPIN's annual self-assessment exercises have been carried out.

4.1.1 Federal level: ESSPIN capacity development support provided

ESSPIN's federal-level work falls under 'Output 1' in its work plan and log frame, which seeks to strengthen Federal Government systems so that they are able to support efforts to improve education outcomes at the state level and below. ESSPIN's Federal-level engagement has been very uneven over the lifetime of the project. It has mainly taken the form of technical assistance to the Federal Ministry of Education (FME), the Universal Basic Education Commission (UBEC) and the Federal Education Quality Assurance Service (FEQAS) to strengthen national systems in four main areas. The first is improving the disbursement of the UBEC Intervention Fund (which includes funds for TPD). The others are supporting the establishment of high quality national systems for Monitoring Learning Achievement (MLA); providing Quality Assurance (QA) to schools; and supporting the development of policy and practice for School Based Management Committees (SBMC). ESSPIN also works with CSOs and other DFID programmes to improve stakeholder engagement at the federal level.

4.1.2 Federal level: Evidence on capacity development and results achieved

ESSPIN support has contributed to the development of policies to support school improvement in each of the three focus areas. However, the record of moving beyond this to strengthening national systems has been mixed. ESSPIN has assisted in drafting a framework for MLA. However, there does not appear to be significant high-level Federal government interest or support for the implementation of the MLA. As a result, approval of the draft MLA framework has been delayed, which has deferred the identification of funding and the development of instruments for it. In relation to QA and the future work of FEQAS, a draft policy has been developed with ESSPIN support, which awaits approval. There is evidence in some contexts of increased collaboration and coordination between the FME and its parastatals (notably UBEC). This has facilitated progress in the implementation of QA initiatives at the sub-national level. However, the 2015 Annual Review team identified ongoing cases of state-federal confusion in relation to QA responsibilities The most progress in terms of national systems strengthening has been made through the adoption by UBEC of ESSPIN's model for training SBMCs.

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[10] One research question has been dropped. This is: Why have some LGEAs and some schools recorded far better school-level outcomes than others? As noted above, the study's sample size was too small to assess this in a meaningful way.

There has been some improvement in the disbursement of the UBEC Intervention Fund in ESSPIN states compared to non-ESSPIN states, with releases rising from 68% between 2007 and 2009, to 77% in 2014. However, increasing fiscal problems as a result of the fall in oil prices and revenues during 2014 and 2015, alongside the induction of new administrations since the 2015 elections, have led to significant subsequent disbursement problems.[11] It is worth noting that ESSPIN's support to the disbursement of the UBE IF largely takes place at the state level. In particular, it involves helping states put up matching grants in order to access UBEC funding. However, it is discussed under this sub-section in accordance with its place in ESSPIN's log frame.

The study identified the following factors that have influenced progress in federal-level capacity building in ESSPIN's three focus areas – MLA, SBMCs and QA:

- ESSPIN technical support has been effective in enabling government agencies to carry out their functions. Various FME officials said that ESSPIN's embedded technical assistants in the office of the Minister of Education, and support by short-term consultants to the various ministerial committees made a significant contribution to the development of various policy documents and frameworks. ESSPIN has also provided effective training of master trainers, who have, in turn, supported the roll-out of systems at the state level. The best example is the work on the national roll-out of SBMC policy and practice, which has received seed funding from UBEC for all states.

- UBEC has responsibility for managing basic education. UBEC has more resources at its disposal than the FME, and activities that fall under its mandate and can be funded by it tend to progress more quickly than those which are the sole responsibility of the FME. For instance, although the FME is responsible for the MLA, it does not have sufficient funds to implement it; and delays in the approval of the MLA framework have prevented the formalisation of an alternative financing arrangement. In the face of FME's lack of progress in introducing the MLA, UBEC is now drawing up its own plans for a further round of assessments.

- Inter-agency cooperation is important. Cooperation between UBEC and the FME has influenced progress in the development of QA systems, but the FME noted that there was no similar collaboration in the area of systems for monitoring learning. This lack of routine cooperation is partly rooted in an institutional weakness: the absence of policies, laws and frameworks that set out formal arrangements for agencies to collaborate on financing and implementation. In a similar vein, the provision of school grants to SBMCs remains ad hoc because there is no formal system for regularly providing such grants.

- There seems to be limited political will to develop and implement a national system to monitor learning, possibly due to a reluctance to publicise poor learning outcomes. Beyond technical support and funding, this highlights the need for high-level advocacy with key policy makers to make a case for why such assessments are vital for improved system-wide accountability and performance. The overall record of ESSPIN support at federal level is one of initiatives that have been successful in terms of assisting key federal organisations to perform their functions of developing improved education policies and national systems. However, progress in implementing these initiatives has been constrained by the institutional context (the weak arrangements for national coordination and management of the basic education system), and by a lack of high level political support particularly (but not exclusively) to ensure adequate funding.

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[11] Information on this will be added in the revised draft.

4.1.3   State level: ESSPIN capacity development support provided

As noted above, ESSPIN's school improvement programme adopts an integrated multifaceted approach that combines core school improvement interventions with targeted capacity building to improve the management, oversight, systems and processes used by the government in the delivery of basic education. The key functions related to basic education that are carried out at the state level are wide ranging and include policy design, planning and budgeting, the collection of education data (EMIS), teacher recruitment and deployment, , school supervision (or QA), and in-service training and ongoing support to teachers.

ESSPIN's state-level interventions are covered by Output 2 of the most recent version of its log frame: an increase in the capability of state and local governments for the governance and management of basic education at the state and LGEA levels. ESSPIN's support to capacity development at the state level includes strengthening systems for monitoring and tracking public spending, strengthening the links between education plans and budget allocations, and strengthening institutional capacity to support schools through systematic organisational development (ESSPIN 2015). The most significant state-level interventions have been the following:

- Establishment and some resourcing of the State School Improvement Teams (SSITs), which play a key role in the delivery of ESSPIN's School Improvement Programme;

- Support to the Planning and Budgeting process, focused particularly on the development of the annual Medium-Term Sector Strategy (MTSS), Departmental Work Plans (DWPs), the annual budget, and the Annual Education Sector Performance Report (AESPR). Nigerian states have education policies and strategies, but these often don't result in detailed work plans and budgets, partly because states lack adequate data for planning. Public Financial Management reforms by the Federal Government require states to produce annual budgets based on their MTSS, which is a three-year rolling operational plan for education which sets out activities, timeframes and costs. ESSPIN has been supporting states to establish a strategic planning framework for education, to collect relevant data and information for planning, and to establish annual planning and budgeting cycles that are linked to the MTSS.

- With respect to QA, ESSPIN supports the states to move from disjointed school improvement systems that check whether schools are complying with laws, regulations and procedures, to quality assurance systems that provide pedagogical support to schools. QA teams make recommendations for school improvement while SSOs provide ongoing support to schools to implement those recommendations. States have also been supported to develop legislation and guidelines for QA in line with federal systems, and the capacity of state inspectors has been built through training on writing reports, assignment of tasks, mentoring, and development of work routines.

- ESSPIN has supported monitoring and evaluation units at the state level, including through support to the development of Education Management Information Systems (EMIS), and particularly to the collection of administrative data through the Annual School Census (ASC).

- School Support Officers (SSO) and School Mobilisation Officers (SMOs) regularly collect school level information on ESSPIN's sub-output-indicators through termly and quarterly school visits. Quantitative data is collected on headteacher effectiveness, teacher competence, inclusive schools, and SBMCs. ESSPIN has been working to support this state-level data collection system since inception, with the goal of ensuring sustainability beyond funding and management from an international development partner. The SSO and SMO reports serve two

purposes, first as a key monitoring tool for ESSPIN's own targets, and more importantly, as a state-owned tool which is integrated into governments own systems, practically useful to them, and flexible enough to be adjusted to individual state needs and policy priorities (ESSPIN, 2015a).

- ESSPIN has worked with SUBEBs to strengthen their capacity to provide support to SBMCs through their Departments of Social Mobilisation. ESSPIN has supported state governments in their efforts to establish SBMCs, develop guidelines and policies for their operations, produce training materials, and deliver training and mentoring to them. State governments have been encouraged to take ownership of interventions to support SBMCs, and to include these in their MTSS, plans and budgets.

In implementing its activities at the state level, ESSPIN has paid particular attention to establishing effective political engagement, especially post 2012. It has done this in part by building a common vision and ownership of a shared reform agenda based around its school improvement model. It has taken steps to strengthen collaboration with and between State Education Commissioners and SUBEB Chairs, and has established forums and processes for the collective review of evidence and information with the objective of securing high-level support (critically from the State Executive Governors) for the reform agenda. (For further information on ESSPIN's approach to political engagement, see Annex C.)

4.1.4   State level: Evidence on capacity development and results achieved

The 2014 self-assessment exercise found that targets in all four areas of capacity building under Output 2 had been met or exceeded. It found that key elements of planning and budgeting, HR, financial management and QA systems were in place in all six states, although to varying degrees. Budget and planning systems had been strengthened, organisational functions had been reviewed, and human resource management reforms had been introduced, particularly in SUBEBs. Progress had been made in strengthening the systems, policies and frameworks for QA. SUBEB staff had received training on data collection and management, as well as approaches to providing support to teachers and schools. The self-assessment did, however, note that there was some lack of clarity on whether and how certain outputs (such as strategic plans and service charters) were leading to changes in the quality of service delivery. It also observed that high staff turnover could undermine the sustainability of ESSPIN's outputs.

The results of the 2015 self-assessment have added further depth to these findings as it has used a more stringent set of criteria to assess state-level capacity. This has resulted in a decline in output scores for most states across most sub-outputs (see Annex D). With regards to planning and budgeting, the revised criteria have placed greater weight on the translation of plans into actions. This has led to all states barring Lagos and Kaduna losing their "A" ratings. When assessing performance management and QA systems, the 2015 self-assessment paid greater attention to the extent to which these systems are being implemented. Across both sub-outputs it found that in most states newly-introduced systems are not being fully used. Similarly, the states' scores on community involvement have declined because the self-assessment has paid greater attention to the efficacy of community involvement in planning and budgeting processes.

Across the different state-level organisations, capacity improvements have been strongest in the SUBEBs. This is unsurprising: the SUBEBs are ESSPIN's main partners at the state level, have primary responsibility for the delivery of basic education, and have received greater attention from ESSPIN than other state-level organisations. A secondary factor may be that the SUBEBs have more freedom

to adopt ESSPIN-led reforms compared to SMOEs, which are guided or bound by state-wide reform processes. Some of the progress seen at the State level has been driven by states' own reforms, to payroll management, budget tracking, financial reporting, and internal control systems; and by efforts by the DFID-funded State Partnership for Accountability, Responsiveness and Capability (SPARC) to support public financial management processes in some states.

The findings of the state-level interviews carried out as part of this study are largely consistent with the 2015 self-assessment results, although the former are slightly more positive. Most of the state officials who were interviewed during the 2015 self-assessment exercise stated that as a result of ESSPIN's support, state systems for planning, budgeting and M&E are strong, and can be operated autonomously without continued support. They reported that systems have been strengthened, key policy documents are being produced and used, capacity of sufficient officers has been built, and newly acquired skills and knowledge are being used on a daily basis. A state official from Kwara noted that "technical capacity of officers is now sufficient to carry out activities effectively, given a strong political will and government commitment to sustainability and improved funding."

Although state-level capacity has been enhanced in all states, the 2015 self-assessment underlines that further work is required to ensure that new systems are being fully used. This is essential for ESSPIN's inputs to translate into improvements in the performance of important education management functions. Another key constraint is that the effective coordination and integration of these functions, particularly across departments within some SUBEBS, is often weak (Jigawa and Kano are exceptions to this). Delays in completing departmental work plans means they cannot be used to guide budget releases. Similarly, delays in conducting the ASC mean that the EMIS will be not be updated for use in the planning cycle. Horizontal and vertical linkages between the various systems are also weak. For instance, QA units are not collaborating effectively with EMIS units, and so SSO and SMO reports are not fully integrated into the EMIS, or used by SSITs. Greater integration is required both, across functional areas and levels of government.

A key institutional constraint that restricts the translation of ESSPIN's capacity outputs into better outcomes is the limited alignment between budgets and actual disbursements at the state level. Improvements in planning and budgeting, supported by ESSPIN, have not been accompanied by significant increases in budget execution. Planned budget releases are often delayed, and the resources provided continue not to match the approved budget. This acts as a break in the causal chain, restricting the extent to which better budgets lead to better school-level outcomes. While there is evidence that budget execution improved up till 2014, the fiscal pressure resulting from the fall in oil prices from late 2014 has contributed to a significant worsening in the fiscal context for basic education in some states.

A note of caution should be introduced here. Partly as a result of the hiatus following the appointment of new administrations in 2015, some personnel in SUBEBs are new faces, with no or little background in the on-going capacity development work guided by ESSPIN. The 2015 Annual Review team met several SUBEB personnel who expressed clearly that they would need additional capacity development beyond the end of ESSPIN in 2017.

One key aspect of ESSPIN's performance at the state level is the extent to which it has succeeded in gaining state-level support for the SIP, as manifested in state governments' willingness to put their own resources towards implementing the SIP and related reforms. In 2014-2015 the six state governments contributed £4.8 million of their own funds to finance the SIP. In part, this has been facilitated by a small improvements in their ability to access funds from the UBE Intervention Fund; the disbursement rate of the UBE IF has improved from 68% in 2007-09 to 77% in 2014 in the ESSPIN

states. It is notable that the cumulative total of DFID funds required to leverage each £1 of state funding for the SIP has fallen from more than £12 in 2013 to less than £6 in 2015.

4.2 How has the performance and effectiveness of ESSPIN's capacity development activities differed between states, and why?

ESSPIN's progress in developing capacity across the six states in which it works has varied, as shown by the annual self-assessment exercises. The self-assessments take stock of each states' progress on four sub-outputs under output 2. These are:

- The quality of strategic and operational planning and budgeting, budget execution, performance monitoring and reporting at state and LGEA level (summarised as **Planning & Budgeting**)
- The quality of procurement, infrastructure development/maintenance and supplies management at state and LGEA level (**Service Delivery**)
- The quality of school support and quality assurance services at state and LGEA level (**Quality Assurance**)
- The capability of education agencies to engage and collaborate with local communities and CSOs at state and LGEA level (**Community Involvement**).

Based on the aggregate scores and ratings, Jigawa, Kaduna and Lagos have been the best performing states in terms of performance of key functions, closely followed by Kwara and Kano. Performance has lagged significantly in Enugu, particularly in the development of a QA system. The main features of capacity development achieved in each state can be summarised as follows:

- In Lagos, all four capacity development sub-outputs scored A in the 2014 self-assessment. In 2015, all sub-outputs scored A besides QA, which scored B. As noted above, the 2014 and 2015 self-assessments are not directly comparable, with the latter paying greater attention to the extent to which new systems are being used in practice. ESSPIN's state summary report credits the support and participation of an engaged and proactive SUBEB chair with the progress in state capacity in Lagos. The state budget release rate (2014 and 2015) is 75%, one of the highest in the country.

- In Kaduna, all four indicator targets were fully met in 2014. In the 2015 self assessment, Kaduna scored A on two sub-outputs (planning and budgeting, QA) and B on the other two (service delivery, community involvement). LGEA planning officials are now involved in strategic planning, and can prepare LGEA action plans. Although organisational restructuring has taken place, the SUBEB still experiences challenges with aligning staff and budgets to new structures, and releasing funds to LGEAs. Also, as of October 2015, the SUBEB had neither Chair nor Executive Secretary in post. ESSPIN has a cordial relationship with key stakeholders in the education sector. Institutional and organisational reforms have been made, and policies have been developed on QA, SBMCs, Almajiris, inclusive education and teacher education. Stakeholders report that these policies are being implemented and have given greater structure to the government's work. The state has taken ownership of the SIP, with plans to extend it from the initial 165 pilot schools to 4,225 schools. However funding remains a challenge. The state is dependent on UBEC TPD Funds, and there have been no releases from the state's annual budget for the SIP as planned. This means that the roll-out of the SIP has to be phased even further. ESSPIN is supporting the state to leverage other funding, including from the Global Partnership on Education (GPE), with a view to accessing part of that US$20m grant over three years to support school improvement.

- In Jigawa, all four indicator targets were met or exceeded in 2014, with scores of A on all sub outputs. When assessed against more stringent criteria in 2015, Jigawa scored B on all sub-outputs. One key supportive factor was that the previous SUBEB chair was dynamic and took leadership of the school improvement work. 33 SSITs have been trained to conduct training for head teachers, teachers and SSOs, and to develop lesson notes. The capacity of state officers to independently produce the MTSS, AESPR and Annual School Census (ASC) has been built. SSOs have received training and are now expected to support head teachers on school leadership and governance, and teachers on teaching practices. About 2,000 head teachers have been trained on school management, and 4,500 teachers have received training on literacy, numeracy and pedagogy. SSOs also contribute to the development of School and LGEA reports which feed into state M&E reports. They are viewed as key to the sustainability of the SIP in Jigawa.

- ESSPIN's support to Kwara coincided with the leadership of a strong reform-minded Commissioner for Education who implemented state-level reforms in the sector through the 'Every Child Counts' policy. The policy focuses on improving the quality of teachers, school inspection, accountability and institutions. Its implementation has been facilitated by amended laws such as the Education Policy Law introduced in 2010; and new laws related to the SUBEB, the Teachers' Service Council (TSC) and the State Agency for Mass Education (SAME).

  ESSPIN reports significant progress in Kwara. All four sub-output targets were achieved in 2014, with the state scoring A on all besides service delivery. State policies on teacher development, deployment, inclusive education and quality assurance have been developed, finalised and disseminated. The state government is committed to prompt payment of the counterpart fund, and this is now a consistent part of the state budget, with the SUBEB regularly accessing UBEC funds. The MDG intervention fund has also been leveraged. New institutional arrangements have clarified roles and responsibilities of individuals and offices, including SSOs, SSITs and SMOs. The planning and budgeting process is now evidence-based, using information from the ASC, AESPR and DWPs. However, the results of the 2015 self assessment indicates that Kwara still has some way to go to ensure that newly-introduced policies and processes are being fully implemented. Under the 2015 criteria, Kwara scored scored B on the first three sub-outputs and C on community involvement.

- In the 2014 self assessment, Kano was rated A on all four sub-outputs. ESSPIN has supported Kano through various capacity development activities including on planning and management (the creation of Departmental Work Plans, LGEA Action Plan, the LGEA database, School Development Plans), organisational development, quality assurance, IQTE, community mobilization and learner participation, and training for SSITS, SSOs, head teachers and teachers. As with many of the other states, Kano performed less favourably on the 2015 self assessment criteria. It retained its score of A on quality assurance, but scored B on the other three sub-outputs.

- In 2014 Enugu scored A on the first two sub-outputs, C on Quality Assurance, and B on Community Involvement. Although these outcomes are poor compared to those in the other six states, Enugu's performance has improved signficantly since 2012, when it scored C on two sub-outputs and D on the others (see Annex D). ESSPIN has been supporting Enugu since 2010, developing the capacity of individuals and organisations to provide quality education. The capacity of state-level staff (SSITs, QA Evaluators, SUBEB Social Mobilisation Officers, EMIS and M&E teams) has been developed in areas including planning and budgeting, policy development, data management, data collection, professional development, support of

teachers and head teachers, community mobilisation, M&E and QA. As with the other states, Enugu has some way to go in fully embedding the processes that ESSPIN has helped to introduce. This is underlined by the 2015 self-assessment results, on which Enugu scored C on planning & budgeting and on service delivery, and B on QA and community involvement.

The main school-level results reported in CS2 by state were the following:

- Kwara State was the only one to pilot the SIP in all public primary schools in phase 1 (2009/10). All schools received head teacher and teacher training, but SBMC training was only given to selected schools. Overall the results for Kwara are mixed. There was no significant change in the level of teacher competence or head teacher effectiveness between 2012 (CS1) and 2014 (CS2). One factor to note here is that all teaching and leadership training was conducted between 2009 and 2011, so it is possible that all improvements resulting from the SIP occurred before CS1. However, there is one caveat here. As part of the SIP model, teachers receive training for 2 years, following which training comes to an end but regular school visits continue, to ensure that performance remains strong. In line with this, and given that as of 2011 there was still considerable scope for further improvements in teacher and head teacher performance in Kwara, it is reasonable to expect some improvements in outcome between 2012 and 2014 driven by ongoing school visits. CS2 finds that no such improvement occurred in teachers' and head teachers' performance, but that there were significant improvements in SBMC functionality and the inclusiveness of women and children in SBMCs. Another potential interpretation is that there is a need for more extended and intensive training, given the low baseline of skills and knowledge amongst teachers.

- The first phase of the ESSPIN SIP began in Jigawa in 2009/10. This was scaled up to two additional groups of schools in 2012/13 and 2013/12. By the time CS2 was conducted in 2014, 48% of Jigawa schools had received at least one year of ESSPIN support, and it was expected that these schools would improve more than the others, contributing to improvements in average statewide outcomes. Schools, teachers and head teachers who received ESSPIN interventions performed better in 2014 than those that didn't receive any support from ESSPIN. On some fronts (school development planning, learning outcomes) ESSPIN-supported schools improved faster, or worsened less, than non-ESSPIN supported-schools. Overall, there was little improvement in average standards in Jigawa's schools between CS1 and CS2. Part of the explanation may lie in the large increase in primary-level enrolment in Jigawa in recent years. Annual School Census data indicates that this has increased by 19-37%, between 2009 and 2014.[12] This will have led to significant overcrowding of schools. One driver of this increase appears to be the rise in the incidence of conflict in neighbouring states, which has led to the displacement of families, including to Jigawa.

- The results in Kano are similar. A small number of schools benefitted from a pilot programme between 2009/10 and 2010/11. In 2013/14, all 5,700 schools in the state were brought under the full coverage of ESSPIN. It is difficult to draw inferences about ESSPIN's impact given the timing of the scale up. The CS2 analysis assumes that interventions in 2013/14 were too recent to have had an impact on learning outcomes at the time of the survey, and so compares initial pilot schools with other schools. Although pilot schools generally performed better than late entry schools, this has not translated into an improvement in learning outcomes for pilot schools. Kano has experienced ongoing conflict in recent years, which may have undermined educational outcomes. In addition, state-wide increases in enrolment

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[12] The range reflects uncertainty in the reliability of ASC data.

between 2009/10 and 2013/14 may have put pressure on school inputs, and adversely affected learning outcomes.

- In Kaduna, there has been little change in school standards between CS1 and CS2. Head teacher standards and children's inclusion in SBMCs have improved, but teacher competence and pupil learning results have fallen significantly, and inclusiveness has fallen, but not statistically significantly so. Around a quarter of schools in Kaduna had benefitted from ESSPIN support by the time of the CS2 survey. These schools were expected to improve more than others and bring up the state average. However, CS2's results suggest that schools' capacity to ensure that children are learning has remained stagnant. One factor is that, like the other Northern states, Kaduna has experienced ongoing conflict and large increases in enrolment. Another is that training on the curriculum was not repeated between 2012 and 2014; this would perhaps partly explain the large decline in the share of English and Maths teachers with adequate curriculum knowledge (from 63% in 2012 to 31% in 2014), which was the main driver of the deterioration in teacher competence, as recorded by CS2. A third constraint has been the lack of political will of the previous administration, which adversely affected the flow of funds to the SIP in recent years.

- The results from Enugu are more positive. Across the state, there were significant improvements in the indicators for teacher competence, school planning, inclusiveness, SBMC functionality, inclusiveness of women and children, overall school quality. Pupils' learning outcomes also improved. ESSPIN schools performed significantly better than non-ESSPIN schools in both 2012 and 2014. However, the performance of non-ESSPIN schools improved at a faster pace than that of ESSPIN schools between 2012 and 2014. There is no clear explanation for this.

- All public primary schools in Lagos have benefitted from ESSPIN at some point since it began in 2009/10. Overall, Lagos schools have improved on most of the dimensions recorded by CS2. There were improvements in head teacher effectiveness, school development planning, inclusiveness of women and children, SBMC functionality and school quality. Pupils' learning outcomes improved, although these increases were only statistically significant in the case of P2 literacy. There was no improvement in the average levels of teacher competence; although teachers who had received ESSPIN training were more competent than those who did not. Test scores improved by roughly the same margin in schools that received relatively high levels of ESSPIN support and those that received low levels of support. In a similar vein, average school quality scores improved faster at schools that had received fewer years of ESSPIN support. One explanation for this may be that there are diminishing returns to school improvement, and that initial improvements in quality are easier to achieve than subsequent gains.

There appears to be no clear association between the level or rate of self-reported improvement in state-level capacity and the extent to which there has been progress in improving learning outcomes, as recorded by the Composite Surveys. Notably, the CS2 results for Enugu point to significant improvements in school-level indicators despite the fact that state-level capacity, as recorded by the self-assessments, is the lowest of the six ESSPIN states.

There are a few potential explanations for this. First, as the 2015 self-assessment results highlight, newly-introduced policies and processes at the state level are not yet being fully implemented, restricting their impact at the school level. On a related note, the self-assessments do not always provide information on the quality of newly-introduced processes. For instance, a number of states have introduced new QA systems, but it is not entirely clear that all or most QA officers have the

capacity to provide meaningful guidance and support to teachers. Third, there are some issues with making comparisons between the Northern and Southern states, because of their very different contexts. For instance, as noted above, the Northern states have seen very large increases in enrolment compared to those in the South Linked to this, there are other contextual factors that vary across the states and that have implications for school-level outcomes. Notably, teacher tests carried out as part of CS2 have found that teachers' subject knowledge is significantly higher in Enugu and Lagos than in the other four states. For instance, teachers in Enugu had average scores of 43% and 51% respectively on P5-level English and Mathematics questions; the equivalent figures for teachers in Kano were 14% and 27%. Teachers' subject knowledge, in turn, is likely to have implications for their potential to benefit from in-service training or better QA.

The key implication is that the apparent disconnect between levels of state capacity and trends in school-level outcomes does not necessarily indicate that ESSPIN's focus on building state-level capacity is not justified. A far more plausible interpretation is that there are other factors that outweigh the effects of state capacity (at least in the short to medium term), and that improvements at the state level are still work in progress, with further changes required before they become apparent at school level.

4.3 ESSPIN's capacity development activities at the LGEA level

This section outlines the study's findings on two related research questions:
- Have changes in capacity at the Federal or State level translated into improved outcomes at the LGEA and school levels? What is the transmission mechanism for these changes?
- To what extent have ESSPIN's capacity development activities at the LGEA level contributed to improvements in the performance of key functions?

It is reasonable to suggest that implementation of most initiatives at the school level depends on processes and systems at local government level, for both implementation support and effective supervision and monitoring. It follows that the LGEA is a critical link in the results chain. LGEA officials are the key transmission mechanism between states and schools.

The main aspects of ESSPIN's engagement with LGEAs are reflected in the targets or dimensions covered by the self-assessment process (see Box 1). To deliver these sub-outputs, ESSPIN carries out the following capacity development activities at the LGEA level:
- Support to the development of strategic plans, action plans, departmental work plans and budgets;
- Training of School Support Officers (SSOs);
- Support to EMIS development;
- Training to the heads of sections on quality assurance; and
- Training for Social Mobilisation Officers (SMOs), to enable them to support the development of SBMCs.

Group 1: Planning and Budgeting
- Support development of LGEA action plans that impact on MTSS
- Develop capacity of SUBEBs and LGEAs to use evidence from lower-level plans in their planning and budgeting
- Support the preparation and implementation of LGEA DWPs

Group 2: Monitoring and Evaluation
- Support M&E units and functions in SUBEBs and LGEAs

Group 3: Service Delivery
- Support LGEAs in undertaking functional reviews
- Work with Education Secretaries to promote school improvement in LGEAs

Group 4: Quality Assurance
- Link QA system to state and LGEA planning, budgeting and M&E through EMIS

Group 5: Community Involvement
- Encourage mechanisms for stakeholder participation in LGEA and school-level planning

Source: ESSPIN State Self-Assessment Instrument

Across the four LGEAs covered by this study, stakeholders consistently reported that ESSPIN training has generated considerable gains in the areas of:
- Strategic planning and budgeting;
- The establishment of EMIS Units within departments for Planning, Research and Statistics, resulting in better data recording and analysis;
- Improvements to the ASC;
- Better record keeping; and
- The mobilisation of SMOs and SSOs.

LGEA officials were articulate in expressing the gains due to ESSPIN engagement:

"…through ESSPIN training, my colleagues in this office have been very co-operative to the extent that as Education Secretary, if I am not in the office, everything still works well to the credit of team work inspired by ESSPIN." [Education Secretary]

"The new ideas brought by ESSPIN have already blended with the normal LGEA functions" [Head of PRS Unit]

However, as ESSPIN has now recognised, its capacity building work at the LGEA level has not gone far enough.[13] A recent ESSPIN discussion paper provides a clinical analysis of what now needs to be

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[13] We acknowedge that this was a partly a result of a decision to focus attention and resources on SUBEBs, which were seen as the most useful focus for change.

done at the LGEA level (Gray 2015). The following three points are lightly-edited extracts from this analysis.

- The underpinning ESSPIN principles of school improvement, in parallel with strengthened governance and holistic development, are as applicable to LGEAs as they are to schools. ESSPIN's work over the past six years has been based on two central principles:
  - ο holistic school development, whereby a focus on multiple and simultaneous reforms (infrastructure, learning materials, teacher & head teacher training) in a single school lead to more sustainable improvement than scatter-gun reforms across a variety of schools; and
  - ο planning should be 'bottom-up', with schools and communities identifying local needs and government agencies at state and LGEA levels coordinating policies and resources to meet those needs

- ESSPIN has worked with diligence at state and school levels to embed these principles into state policies and school-level activities. However, weaknesses at LGEA levels have impeded the communication of state policies and school needs. The capacity of LGEA officers and their resource base raise questions concerning the skills needed, the working systems in LGEA offices and the evidence available in those offices.

- Capacity building for LGEAs should be about much more than skills development. The everyday work of an LGEA officer is currently shaped not by school improvement concerns but by administrative requirements. All LGEA training should be underpinned by sensitisation to the central importance of LGEA-level work towards improving schools and benefitting children. Only in this way will LGEA offices develop the commitment to school improvement that is essential if standards of teaching and learning are to be raised. This involves dissemination of good practices across and between states and a clearer understanding of the ways that the LGEA sections collectively contribute to school improvement.

- LGEA operating systems will come under pressure as they take on duties more directly focused on school improvement. Support will be needed from all three relevant ESSPIN outputs in helping LGEAs to rationalise work processes, set priorities and allocate resources. This is likely to include completion of the institutionalisation of SSOs and SMOs fully within LGEA management structures, eliminating overlaps and clarification of the different responsibilities of QA officers and SSOs/ SMOs.

A key issue that is alluded to above, but not explicitly mentioned, is that at present, LGEAs have a range of responsibilities, but have limited control over the key functions and financial resources that are required for them to carry out these responsibilities. Both seem to be largely concentrated at the state level, with little indication that states are willing to devolve these to a significant extent to LGEAS.

This issue was highlighted by the LGEA-level interviews where LGEA staff sharply criticised the removal of financial responsibilities from the LGEA to the SUBEB, as a result of which finance departments have become moribund and issues of teacher welfare have to be passed on to SUBEBs. The back-story appears to be the wish of SUBEBs to have some measure of control over the appointment of teachers and the associated payrolls. As a result, LGEAs have been restricted to only making appointments at Grade 6 or below. As all primary teachers now are required by law to have an NCE qualification, and with NCE holders starting at Grade 7, this has effectively taken all teaching

appointments away from the LGEAs. Within this institutional context of limited authority and resources at the LGEA level, the extent to which further capacity building at this level would lead to improvements in school-level outcomes is far from clear. [14]

ESSPIN has accepted the analysis in Gray's (2015) paper and has affirmed its intention to promote a focus on LGEA capacity strengthening over the remaining life of the programme. The road to fully engaged LGEAs, supported appropriately by SUBEBs would require higher levels of funding for LGEAs, the creation of greater capacity at this level, and the devolution of greater authority to LGEAs. This is unlikely to be a straightforward process, but it is a vital step towards ensuring that schools receive appropriate resources and support from government. All of this is made more complex by the fall-out from the 2015 elections, which has left many LGEAs without an Education Secretary until very recently. The case of Kaduna is interesting, as ESSPIN has been directly involved in the development of new TORs for the Education Secretary appointments, and in describing the process by which the appointments will be made. In the meantime, nearly all Kaduna LGEA staff have been returned to schools, presumably as teachers, while the restructuring exercise proceeds, beginning with the appointment of the Education Secretary.

4.4 The link between LGEA-level outputs and school-level outcomes

This section discusses our findings on the question: To what extent and in what way have changes in capacity at the LGEA level translated into improved capacity and outcomes at the school level? Of the different fields of LGEA-level capacity development outlined in the section above, two have been particularly relevant to school-level outcomes – ESSPIN's support to SSOs and to SBMCs. Each of these is discussed in turn below.

4.4.1 School Level Outcome 1: A new role for SSOs

The creation of high-quality State School Improvement Teams (SSITs) has had direct implications for the roles of SSOs. The SSITs through the SSOs, have generated in all sixteen schools in this study a process of School Self-Evaluation (SSE) and the creation of a School Development Plan (SDP) which is scrutinised and validated by the SSIT. SSOs have also supported the development of Professional Development Meetings (PDM) in schools and the creation of clusters of schools, whose activities are managed by the SSO.

The LGEA and school-level research has identified some positive evidence related to this area of ESSPIN's work. It finds that School Support Units (SSU) at LGEA level and their associated teams of SSOs do have higher and different skill levels resulting from ESSPIN training. Linked to this, the role that SSOs are playing at the school level has changed. In particular, they appear to have been liberated from an inspectorial role and moved more towards a support/advisory function.

However the study also has some cautionary findings. It reported that the skill levels of many teachers are so low that they are barely able to respond to enhanced training opportunities, particularly in relation to teaching literacy and numeracy through the medium of English. This is consistent with the evidence from CS2, for instance on teachers' low levels of knowledge of primary-grade material: in Kwara, only 50% of teachers could answer a P5-level Mathematics question and only 25% could answer a P5-level English question. The equivalent figures for Kano were 25% and

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[14] Another factor to note here is that LGEAs do of course operate within the context of local government politics. However, in theory, this should not act as a significant constraint on their activities as LGEAs are supposed to receive their funding from SUBEBs, rather than having to rely on local government structures and resources for this.

20%. Another constraint is that the motivation of some head teachers and teachers to engage with change processes is limited. Likewise, some SSOs have not adapted to their new roles with confidence. The reasons for these variations are unclear. The study also finds that weak disciplinary structures limit opportunities for addressing the poor attitudes of some head teachers and teachers. In addition, a lack of funding for the implementation of SDPs is restricting engagement in their preparation and delivery (although there are school improvement activities that can be carried out at low or no cost; part of the leadership training for head teachers guides them on the use of such approaches).

These findings shed some light on the explanations for the school-level outcomes recorded by the Composite Surveys. With respect to the use of SDPs, the CS2 found that this has increased in Kwara, although it remains low in absolute terms, and has stagnated at a very low level in Kano (see Table 2 below). As noted above, the lack of regular funding for SDPs is a constraint, and may partly explain why the use of SDPs has remained low despite the support provided by SSOs (although, as noted above, there are certain measures that can be taken without recourse to funding). It is worth noting that this study has not sought to assess the quality of the SDPs that are being prepared. This would be worth verifying before a case is made for regular school-level funding for the implementation of SDPs.

On the issues of head teacher and teacher effectiveness, the Composite Surveys find no significant improvement between 2012 and 2014, despite the more active role played by SSOs in providing support to teachers. Again, the findings outlined above point to some factors that are likely to have contributed to this – low levels of basic knowledge amongst teachers, low motivation levels amongst some teachers, and a lack of disciplinary mechanisms to hold teachers to account. In addition, while SSOs' skill levels have been built up and that they have a more appropriate understanding of their roles, the study could not assess the quality of the supervision and advice that they are regularly providing to teachers.

Table 3   ESSPIN support to SSOs: Evidence from the Composite Surveys

ESSPIN support to SSOs		
Indicator	Kwara	Kano
1. Use of School Development Plans	Significant growth in their use, although from a low base: 6% in 2012 to 25% in 2014	No significant change in their use, which remains very low, at 1% of schools
2. Teacher competence	74% of teachers were classified as competent in 2014. No significant change from 2012.	62% of teachers were deemed competent in 2014. No significant change from 2012.
3. Head teacher effectiveness	22% of head teachers were effective in 2014. No significant change from 2012.	19% of head teachers were effective in 2014. No significant change from 2012. The share in ESSPIN pilot schools (47%) was significantly higher than in non-ESSPIN schools (18%) but the trend was the same.
Source: CS2 report.		

Overall, this analysis points to some areas for action; such as the need for better disciplinary structures; and some issues that require further investigation, such as the quality of supervision and the steps that need to be taken to improve teacher motivation. One point that does emerge clearly

here is that ESSPIN's efficacy is being constrained, potentially very substantially, by factors that are not entirely within its control, such as low teacher motivation and subject knowledge. Ever-present also are the conditions within which teachers work, including very large lower grade classes, and chronic shortage of reading materials/textbooks. Another issue that is worth noting here is that there is some duplication in the tasks carried out by SSOs and QA officers. The study has not been able to probe this, but we note that this is an issue that merits attention.

4.4.2   School-level Outcome 2: The strengthening of SBMCs

A second key linkage between ESSPIN's LGEA-level support and school-level outcomes relates to the support provided to SBMCs by Social Mobilisation Officers and CSOs. The accounts of SBMC activity in the sixteen schools are consistently positive. Thorough training provided by contracted CSOs has created a good base for the exercise of core functions by SBMCs. In Kwara, community engagement in schools has been enhanced and women's voices are being clearly heard. Across the two states, SBMCs have, in many cases, been able to address issues of female enrolment and retention as a particular element of inclusivity. They have also been instrumental in soliciting and obtaining funding for schools, and have taken a role in observing and monitoring teachers, with direct gains in school attendance by teachers.

There are some caveats to this largely positive story from the two states. The study finds that SMOs have difficulty in regularly accessing remote schools; communication and record keeping is restricted by weak IT provision; and some SBMC members seek rewards for their work, which raises questions about the sustainability of community involvement in school management.

One striking finding related to this strand of ESSPIN's work is that SBMCs are managing to have a positive effect on teacher attendance despite lacking any authority to sanction teachers who are underperforming. This suggests that perhaps formal authorities are not paramount and that communities can play an effective oversight role regardless of whether they have such powers. However, there are other potential interpretations of these findings. It is possible that in the absence of formal powers, SBMCs derive their authority from the social standing and political connections of their members. In this situation the potential influence of SBMCs would depend heavily on the local social context.

The study's findings are consistent with CS2 results for Kwara, although much less so for Kano (see Table 4). The most likely interpretation is that the schools visited in Kano are not representative of broader trends in the State in terms of SBMC functionality (perhaps because of the under-representation of more remote rural schools). Part of the explanation for the very different outcomes in the two states is the extent to which SBMCs have taken root is likely to be that social structures in Kano are more resistant to some aspects of SBMC's work; and that there has been less time to embed these structures and practices in Kano than in Kwara.

Table 4 ESSPIN support to SBMCs: evidence from the Composite Surveys

ESSPIN support to SBMCs		
Indicator	Kwara	Kano
1. SBMC functionality	Large increase from 30% in 2012 to 70% in 2014.	No significant change, at 10%.
2. Women's inclusion in SBMC work	Very large increase, from 27% to 71%.	Decline from 21% in 2012 to 1% in 2014.
3. Inclusive schools	The share of schools deemed inclusive fell from 45% in 2012 to 20% in 2014.	Declined from 9% in 2012 to 3% in 2014.
Source: CS2 report.		

The one apparent outlier here is the share of schools that meet ESSPIN's inclusiveness criteria, which declined in both Kano and Kwara. In Kwara, the key sub-indicators that drove this deterioration were the share of head teachers who took three or more actions to improve pupil attendance and the share of schools where at least 50% of teachers observed were spatially inclusive and gender inclusive. The sub-indicator that is directly related to SBMCs – the share of schools whose SDP has two or more actions to improve access for disadvantaged children – improved from 15% in 2012 to 48% in 2014. In Kano, the worsening of this indicator was driven primarily by a large drop in the share of head teachers taking three or more steps to improve pupil attendance (from 63% to 30%). This may well be related to the rise in conflict and insecurity in Kano in recent years, which will have limited the scope for head teachers to improve pupil attendance. In Kano there was also no improvement in the SDP sub-indicator, which is consistent with the other CS2 findings on SBMCs in the State.

Overall, the study's findings suggest that ESSPIN support at the LGEA level has contributed to the development of stronger instruments and processes for accountability at the school level, specifically through the scrutiny of SDPs, shifts in the roles of SSOs, and monitoring carried out by SBMCs (at least in Kwara). However, there are a number of contextual factors that are constraining the translation of these improvements into better school-level outcomes.

4.5 ESSPIN's capacity development activities at school level: impact on capacity in schools and learning outcomes

This section outlines the study's findings on two closely-related research questions:

- To what extent have ESSPIN's capacity development activities at school level translated into improved capacity in schools?
- To what extent and in what way have improvements in capacity at the school level translated into improved learning outcomes?

ESSPIN's capacity development activities at the school level consist of three main components:

1. Head teachers have been trained through a carefully structured programme, to enhance their skills in leadership, management and organisation. Specifically, this has enabled them, with the support of SBMCs and SSOs, to undertake School Self Evaluations and to prepare and implement SDPs. They have also been supported in the development of Professional Development Meetings (PDM) in their schools, and to participate in cluster meetings of schools convened by their SSO.

In 2013/14 head teachers in Kwara received 6 days of training and those in Kano received 9 days of training (Cameron 2015).

2. Teachers have been trained in both content knowledge and pedagogic understandings, with a particular focus on early grade literacy and numeracy. Over the last three years, teachers in ESSPIN-supported schools have typically received three days of training per year. In both states in this study, structured lesson plans have been generated for use by all teachers in all classes in S1 to S3.

3. The creation of SBMCs and their training has had a number of outcomes for school capacity, specifically: inclusiveness (particularly for girl students and those children with special needs); supporting teachers (through loans, punctuality); and fund raising (directly for small works and indirectly through lobbying at higher political levels). However, as noted above, in Kano these findings do not seem to be representative of state-level outcomes.

4.5.1   School Capacity Theme 1: Head teacher effectiveness

The sixteen-school study finds various indications that training for head teachers is translating into improved capacity. School self-evaluations are being carried out regularly and SDPs and action plans are regularly prepared. Some head teachers are delegating more responsibility to their teachers. Head teachers now recognise that pedagogical support and supervision are an important part of their role.

> "Supervision is now done differently from previously. Previously, head teachers only relaxed in their offices for administrative responsibility. Now head teachers and SSOs move around for supervision to ascertain if there are areas of weakness so as to strengthen it to improve teaching and learning skills." [Head teacher]

Better use is being made of annual reporting forms Head teachers also recognise that they have an important to role to play in the implementation of the School Improvement Programme.

> "SSIT members cannot work alone or may not understand anything about the school without the head teacher's compliance, because head teachers are the ones in the field." [Head teacher]

This is tempered by some cautionary evidence. Low salaries are undermining motivation levels amongst head teachers as well as teachers. This is exacerbated by delays in salary payments; at the time of the study, salaries in Kwara had not been paid for four months. Other constraints include limited access to resources and funding, and poor infrastructure. In addition, political influences can limit the authority of the head teacher, particularly with respect to taking disciplinary action against teachers.

The CS2 findings suggest that these negative factors are largely offsetting the positive effects of ESSPIN support to head teachers. As noted above, there has not been a significant improvement in the share of head teachers that ESSPIN classifies as effective in either Kano or Kwara between 2012 and 2014. In Kano, CS2 found that ESSPIN pilot phase schools perform better than late entry schools, but it is unclear whether this can be attributed to ESSPIN, or whether these schools performed better to start with. In Kwara, leadership training for head teachers was only carried out prior to 2012, which perhaps reduces the likelihood of seeing improvements in head teachers' performance

between 2012 and 2014. However, schools continued to receive visits from SSOs over this period, which should have reinforced the effects of the training provided to head teachers.

To fully understand the implications of the Composite Survey findings, it is worth looking at how they measure head teacher effectiveness, and how head teachers perform on the various sub-components of this indicator. Head teachers are classified as effective if they meets 5 of the 7 criteria listed below. The first two criteria relate to pedagogical support, one relates to teacher attendance, and the final four involve processes related to school management.

1. Carry out two or more lesson observations in the past two weeks
2. Hold four or more professional development meetings since the start of the 2011/12 or 2013/14 school year (NB: survey took place more than 9 months into the school year)
3. School has a teacher attendance book and head teacher recalls at least two actions taken to promote teacher attendance
4. Clear school opening time: more than 50% of pupils sampled agree on the school opening time and more than 50% of teachers sampled agree on the school opening time
5. More than 50% of classes are in their classroom with their teacher within 30 minutes of school opening time
6. Length of morning break is 35 minutes or less, except in Enugu when it must be 15 minutes or less
7. More than 50% of lessons observed finished within 5 minutes of a standard 35 minute lesson duration (i.e. between 30 and 40 minutes long)

Table 5 outlines head teachers' performance on each of these dimensions. It points to some improvements in the share of head teachers taking action on pedagogical issues in both Kano and Kwara, although from a low base. The share of head teachers taking action on teacher attendance has declined sharply in both States, and there has been little change in most of the school management indicators.

Table 5 Head teacher effectiveness in the Composite Surveys: Kwara and Kano

	Kwara			Kano		
	CS1	CS2		CS1	CS2	
1. Lesson observations	24.6	17.9		7.2	25.1	+
2. Professional development meetings	20.0	37.6	+	14.9	12.2	
3. Action on teacher attendance	73.3	45.7	-	76.5	46.8	-
4. Clear opening time	43.0	36.4		55.9	49.9	
5. In class on time	89.2	74.1		65.9	50.5	
6. Appropriate morning break	88.0	78.8		83.5	85.7	
7. Appropriate lesson length	15.0	27.3		31.1	69.5	+
Average number of criteria fulfilled	3.5	3.2		3.6	3.2	
Share of HTs meeting 5 of 7 criteria	18.8	22.4		17.2	19	

Note. + = significant improvement between CS2 and CS1. - = significant worsening between CS2 and CS1
Source: CS2 report.

The findings of this small-scale study, when considered alongside the Composite Surveys, raises one key question: Why if, as our findings indicate, head teachers do now have a clear understanding of what their role should involve, this has not been reflected in their behaviour? A key potential

explanation seems to be a lack of motivation. For example a very low proportion of schools have a clear opening time – not an issue that would be difficult to address for a motivated leader.

4.5.2   School Capacity Theme 2: Teachers' performance

The study finds some positive evidence related to this. Teachers have been attending training and sharing their knowledge and experience with colleagues. Classes are observed by head teachers and SSOs, using structured lesson observation sheets. The professional behaviour of teachers has improved, linked to stronger guidelines and action on their discipline. Stakeholders reported that teaching and learning have improved (although this is inconsistent with the CS2 findings, as discussed below).

This is offset by some cautionary evidence. The low skills base of teachers, particularly in key areas of literacy and numeracy taught in English, is a constraint to their performance. There is also some reluctance amongst teachers to engage in training, PDMs and cluster meetings owing to a lack of financial incentives. This situation is exacerbated by the traditional payment of allowances for participation in training activities. If, future teacher and school development work is to be school and cluster-based, these incentives are most unlikely to operate, which may have profound consequences for school improvement programmes.

As noted above, teacher competence as measured by the Composite Surveys has not improved significantly between 2012 and 2014 in Kano and Kwara, despite continued ESSPIN support. To interpret this, it is worth reviewing how teacher competence is assessed by the CS. Teachers who teach English or Maths must meet three of the four criteria listed below to be classified as competent. All other teachers must meet two of the final three criteria listed below:

- Knowledge of English or mathematics curriculum (based on interview)
- Use of at least one teaching aid during lesson observation
- Greater use of praise than reprimand during lesson observation
- Class organisation: assigning individual or group tasks at least twice during lesson observation (or for two contiguous five-minute blocks).

The Composite Surveys' findings on these sub-indicators are outlined in the table below. These indicate that teachers do reasonably well on the process-based variables (2, 3 and 4) but that their curriculum knowledge is low and has worsened between 2012 and 2014. One caveat here is that the finding on curriculum knowledge may have been partly driven by differences in the way this was measured by the two surveys. CS1 carried out tests in each school over several days, giving teachers a chance to revise curriculum content; CS2 carried out tests over a single day. In addition, CS2 introduced clearer guidance on which grades teachers should be quizzed on.

Table 6   Teacher Competence in the Composite Surveys: Kwara and Kano

	Kwara			Kano		
	CS1	CS2		CS1	CS2	
1. Knowledge of Eng/maths curriculum	79	48	-	41.9	23.1	
2. Use of 1+ teaching aid	89.4	98.4	+	85.5	94	
3. Praise more than reprimand	83.9	88		63.5	71.4	
4. Assigns 2+ ind/group task	61.1	66.1		59.5	44.6	
Average competence score (CS1 version)	77.4	75.2		66.6	63.8	
Share of teachers who are competent	84.7	73.9		67.4	61.6	

Note. + = significant improvement between CS2 and CS1. - = significant worsening between CS2 and CS1

In this case, teacher motivation does not seem to be a key part of the explanation for the lack of improvement in teachers' performance. The table above indicates that teachers are largely performing the processes associated with good teaching, which suggests that they are making an effort to apply their training. The only process-based variable on which performance is relatively poor is the assignment of individual and group tasks to students, although this may well reflect the difficulties of doing so in very large classes.

The main front on which teachers' performance is poor and declining is curriculum knowledge. Assessments of curriculum knowledge are based on teachers' ability to relate state learning outcome benchmarks to the primary grade to which they apply. Teachers and head teachers had received training on this shortly prior to CS1. This training was not repeated between CS1 and CS2, which is likely to partly explain the decline in curriculum knowledge over this period.

The main implication for ESSPIN is that there is a clear case for training on curriculum benchmarks to be repeated. ESSPIN could also encourage SSOs to place greater emphasis on curriculum knowledge during school visits, and experiment with the introduction of regular refresher sessions. More broadly, there is a case for ESSPIN to carry out an in-depth study of teachers' performance in a small set of schools to complement the relatively thin metrics of teachers' performance that have been measured by the Composite Surveys.

4.5.3   School Capacity Theme 3: SBMC Effectiveness

ESSPIN's third key school-level output is SBMC functionality. As noted in section 4.4, the school-level interviews carried out as part of this study identify some positive findings related to this. They indicate that SBMCs monitor schools' performance, undertake some classroom observation and may use their influence to raise funds for innovations. They also provide teaching resources and support to pupils from poor backgrounds.

> "Just making the government, community and school understand that anyone can support education is a great work" SBMC Chair

On a less positive note, some stakeholders expressed concern that increased funding by communities could undermine the government's commitment to spending on schools. There were also suggestions that teachers and head teachers are not always willing to work with SBMCs and respond to their guidance and advice. In addition, SBMC members sometimes expect to be remunerated for their participation, which, if it were to become the norm, would undermine the

sustainability of this intervention. Finally, previous Annual Reviews have raised questions about the extent to which SBMCs are representative of the broader community.

Overall, SBMCs do appear to be playing a positive role, although there are some questions about their sustainability and about whether their impact is consistent across communities (as discussed in the previous section). More importantly, there are questions about how much impact well-functioning SBMCs can have on school outcomes given the various other constraints that afflict the school environment; we return to this below.

4.6   Are school-level capacity outputs translating into better outcomes?

The study records some positive evidence related to school outcomes. It finds that improvements in the learning environments of schools are resulting in higher enrolment and retention of pupils (one issue here is that higher enrolment may result in even more over-crowded classrooms, to the detriment of learning outcomes, as teachers struggle with larger classes). In addition, improvements in the professional behaviour of teachers and in student (and teacher) punctuality appear to be contributing to higher time on task. There is some limited positive evidence related to learning outcomes. Head teachers and SSOs report improvements in the quality of teaching. There are indications that SBMCs are contributing to these positive outcomes by monitoring schools.

These findings are largely consistent with data on state-wide enrolment trends (although it is unclear how much of this increase can be attributed to ESSPIN). However, it is at odds with data on pupils' learning outcomes from the Composite Surveys (see Table 7 below). Barring some improvements in pupils' test scores on literacy in Kwara, these point to little significant improvement in learning outcomes, and some worsening of these outcomes.

Table 7   Pupils' learning outcomes in the Composite Surveys

Test scores (%)	All ESSPIN States			Kwara			Kano		
	CS1	CS2		CS1	CS2		CS1	CS2	
P2 Literacy	30.3	30.1		37.1	43.1	+	24.3	25.3	
P4 Literacy	33.7	29.5	-	36	42.7	+	30.3	25.3	
P2 Numeracy	48	37.8	-	60.8	51.5	-	45.2	34.8	-
P4 Numeracy	36.1	32.5	-	41.7	39		33.1	31.4	
Note. + = significant improvement between CS2 and CS1. - = significant worsening between CS2 and CS1 Source: CS2 report.									

The analysis above has pointed to some reasons for this lack of improvement, but does not explain it entirely. It has cited various cautionary findings about factors that are limiting the extent to which ESSPIN's capacity development at the LGEA and school level are translating into significantly improved school-level functions. This is in line with CS2's headline findings on teacher competence and head teacher effectiveness. On the other hand, we do see an increase in the share of head teachers providing pedagogical support to teachers and the widespread use of lesson plans, which offer grounds to expect some improvement in learning. A similar point applies to the constructive role that SBMCs are reportedly playing (although it is worth noting that CS2 nevertheless records very high teacher absence rates at 30% in non-ESSPIN schools and 24% in ESSPIN schools). In addition, positive responses from SSOs, head teachers and SBMC chairs about the quality of teaching suggest that perhaps the results of ESSPIN's training are being manifested in ways that are not being

picked up by the composite surveys. (An alternative interpretation is that these judgements are not accurate, which would raise a separate set of questions about the capacity that ESSPIN has built).

4.7 Synergies with other initiatives

This section outlines our findings on the research question: To what extent have synergies with other aid agency programmes contributed to the capacity development observed at each level? The original question also referred to synergies with federal and state government initiatives, but this has been amended given that ESSPIN's interventions are embedded within government structures and are developed jointly with federal and state governments.

While there do not seem to be significant synergies between ESSPIN and other federal-level donor programmes, at state level, there are synergies with two other programmes in DFID's suite of SLPs. These are the State Partnership for Accountability, Responsiveness and Capability (SPARC), which is supporting the development of state-level planning and public finance systems in 10 states; and the State Accountability and Voice Initiative (SAVI), which supports CSOs, media houses, and state-level elected representatives to be informed and effective agents of citizen voice and accountability.

SPARC and SAVI work in all of the ESSPIN states besides Kwara. Tentative inferences on the presence of synergies between the three programmes can, therefore, be drawn by comparing Kwara's experience to that of the other five ESSPIN states. The 2015 ESSPIN Annual Review team notes that ESSPIN has had to carry out activities in Kwara that it has not needed to in the other five ESSPIN-supported states because these were carried out by SPARC and SAVI. For instance, ESSPIN has supported Kwara's Ministry of Planning with MTSS and budget development; in the other five states, this has been carried out by SPARC. Similarly SAVI's work with CSOs has supported ESSPIN's community-level activities in five states. In Kwara, ESSPIN has worked with the Civil Society Action Coalition on Education For All (CSACEFA) to fill this gap. The Annual Review team also observed that the presence of DFID's own teams in certain states has supported ESSPIN's outcomes by providing an additional channel for high-level political engagement. The team notes that DFID's absence from Kwara may be as significant as the lack of contributions from SPARC and SAVI.

At the LGEA and school levels, the study has not identified any notable synergies with other donor initiatives that are contributing to boosting ESSPIN's impact in the six states. However, ESSPIN is contributing to the work of the DFID-funded Teacher Development Programme (TDP) and Girls Education Programme 3, both of which make some use of the teacher training materials developed by ESSPIN. The TDP will be implemented in Kano and Kaduna during its 2nd phase, which would build on ESSPIN's work in the State.

4.8 Stakeholder commitment to capacity development

This section outlines our findings on the extent to which the commitment of different stakeholders has contributed to the capacity development observed at each level. At the state and federal levels, there has generally been strong engagement and commitment from the organisations that ESSPIN has been supporting. Over time, ESSPIN has developed increasingly effective means of working with government, including provision of technical support, funding to government programmes, integration of programme activities into state systems and processes (for example- secondment of government employees as SSITs for programme implementation, and use of SSO and SMO reports for monitoring programme outputs). As a result, it has been possible to make significant progress (albeit uneven across states) in strengthening the capacity of these organisations to perform their functions and to develop improved policies and systems. A key indication of this commitment has

been the willingness of state governments to allocate their own resources to support the implementation of ESSPIN's interventions. However, as noted above, there has been less political commitment to implement some of the policies that ESSPIN has helped design; and to resolve the broader institutional weaknesses that are constraining the impact of ESSPIN's capacity development outputs.

State ownership is crucial to the success and sustainability of the School Improvement Programme. Political will is required to leverage funds for the roll-out phase, and to commit to sustaining and implementing the institutions, systems, processes, policies and frameworks that have been developed with ESSPIN's support. ESSPIN's engagement strategy – political engagement with key stakeholders and decision makers, combined with working within established institutions and with government staff to implement interventions – appears to be very effective, as indicated by the rapid pace of roll out of the SIP.

The story is very similar at the LGEA and school levels, as the state-level structures feed down to the LGEA (School Support Units and Social Mobilisation Units) and to their related field officers (SMOs and SSOs). However, the influence of these officials on school performance remains to be detected.

5 Conclusion

5.1 Summary of ESSPIN's capacity development achievements

The overall conclusion of the study is that ESSPIN has effectively supported a significant strengthening of organisational capacity within the basic education system, particularly at state level. At the Federal level, ESSPIN has contributed to improved policy and system design, but there has been limited implementation of the initiatives supported. The major ESSPIN engagement (and evidence of capacity development success) has been at State level, where ESSPIN support has improved capacity for planning and budgeting; quality assurance; service delivery; and community involvement. There appears to be a similar level of progress in organisational development across the six states, except that Enugu lags behind. Progess in building capacity at LGEA level is patchier. Important capacity gains have been made, for example in (i) the creation of SSITs with linkages to the strengthened roles of (a) School Support Units and SSOs and (b) SMOs and Social Mobilisation Units, all in the context of the development and activation of School Development Plans; and (ii) the generation of SBMCs in every primary school. Where it has been fully implemented, the SIP does appear to have improved management capacity within schools, and there is some evidence of SBMCs having a positive effect, for example on the attendance of both teachers and students (importantly in relation to the participation of girls).

However, this improved capacity through the system has not (yet) led to significant improvements in learning outcomes for pupils. The willingness of at least some state governments to put resources behind the implementation of the SIP and the strengthening of management systems suggests that capacity development at state level may be sustainable.

5.2 Constraints on achieving capacity development and improved learning outcomes

The evidence base is not sufficient fully to explain the results observed but some tentative conclusions can be drawn about constraints on achievements and factors contributing to the performance observed.

First, there has been wide variation in the extent of the **political commitment** from government and other stakeholders to the reforms that ESSPIN has promoted. These variations have been both in time and in the engagement of influential individuals. An example of this has been at the Federal level, where ESSPIN's carefully chosen and focused inputs have contributed to the development of policies and frameworks, but these have not been systematically adopted and implemented by the Federal government. ESSPIN's approach to state-level political engagement has been well thought-out and generally effective, but there has been significant variation in buy-in and leadership from state governments and from SUBEBs. While the fiscal problems are affecting all states (though to varying degrees), there have been genuine financing initiatives in some states, which have taken the ESSPIN School Improvement package well beyond a small group of pilot schools. This is true in both of the case study states – Kwara and Kano – where there has been adoption and roll out of the SIP across all primary schools in each state.

Second, wider **organisational and institutional constraints** affecting the basic education system have remained. Some of these relate to continuing problems within the management of the education system. For instance, SUBEBs have retained budgetary functions, rather than transferring them to LGEAs. This has limited the extent to which LGEAs can perform their envisaged role with a

resulting demotivation of both the units within the organisation and individual officers. The relationship between State Ministries of Education and SUBEBS has often been a source of tension, though ESSPIN has devoted considerable and successful attention to encouraging a shared vision and collaboration between them. Broader institutional constraints relate to the continued weakness of the public finance management system particularly at local government level, although progress has been made in strengthening some aspects of state public finance management for education both through ESSPIN's efforts and those of SPARC.

Third, a possible factor explaining the limited evidence of improvements in educational outcomes despite strengthened management is **the weakness of the core skills and motivation of the teacher and headteacher cadres,** which may have led to an underestimation of the time and resources required to effect improvements in performance. Constraints on the ability of the SIP package (focusing on professional development for teachers and schools) to lead to rapid improvements in learning outcomes may include factors relating to resourcing, over which ESSPIN can exercise limited influence except through advocacy and building political support, such as:

- The very poor state of infrastructure of many primary schools resulting in very large class sizes[15];

- Chronic shortages of basic resources for teaching and learning (textbooks);

- Erratic budget execution which can leave teachers without salaries for as much as four months, and with reduced training exposure.

A second set of possible constraints relate to weaknesses in the motivation and management of teachers and headteachers as a result of inadequate human resources management, an area that has not been a principal focus of ESSPIN support. For example, promotion remains a low-level bureaucratic process, with no specific rewards for high achieving teachers or head teachers, hence little by way of motivational targets. This has contributed to low levels of teacher motivation to improve their performance even when support is provided and a failure in many schools to deliver the internationally agreed norms for active time for teaching and learning interactions.[16]

A third and (potentially most) fundamental constraint (again relating to the weakness of human resources management for education) is that recruitment of teachers and head teachers may not be leading to the right staff being in post, so that they have limited ability to benefit from training and staff development. For instance, head teachers who are not recruited on the basis of leadership and management skills may have limited capacity to benefit from training in these areas, while much of the existing stock of teachers may not be able to benefit from professional training and support because of the weakness of its own basic skills in literacy and numeracy.

The issue of teacher capacity potentially challenges important assumptions in ESSPIN's theory of change. The assumption in question is that the existing teaching force can deliver the desperately needed gains in student learning, *if* they are given some key elements of system strengthening. These are:

(i)   Better management, from LGEA and head teacher levels;
(ii)   Stronger supervisory support from SSOs;
(iii)   Better teaching and learning resources as a result of improved financial flows;

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[15] ESSPIN did support some investments in infrastructure during the early part of the programme.
[16] The EDOREN Primary Teacher Management Study (Watts and Allsop, 2015) provides more information on teacher management and motivation issues.

(iv)   Support from SBMCs; and

(v)   Some improvement in their own knowledge base and pedagogic skills in relation to the teaching of English literacy and numeracy to early-grade primary children.

ESSPIN capacity building has undoubtedly contributed to real gains in items (i), (ii) and (iv). ESSPIN's contribution to (iii) is recognised, but has to be set against its relatively limited influence in this area. It is item (v) which may be particularly problematic. While efforts designed to ameliorate the huge skills deficit in the teaching force, like the provision of highly structured lesson plans in the relevant learning areas, should make a difference, the underlying challenges of reskilling the whole primary teaching force are immense, and certainly beyond the scope of any single donor programme.

5.3   Lessons and implications of the study

ESSPIN's experience has demonstrated that it is possible to make progress in strengthening management and organisational capacity for the basic education system, particularly at state level. Sustaining and building on these achievements is likely to be a prerequisite for any broad improvement in educational outcomes, as well as for the success of other initiatives that seek for instance to pilot improved teaching approaches. However, ESSPIN's experience has also demonstrated the breadth and depth of the challenges in making progress, even when there is successful political engagement that contributes to building state ownership and commitment to improving basic education (as in Kano and Kwara). Where there has been political commitment to rolling out the SIP approach this has posed challenges in effectively supporting the initiative across a large number of schools. In Kano this involved increasing the number of schools targeted from 500 to 5,700, which has required some dilution of the support that ESSPIN can provide.

ESSPIN's experience has lessons and implications for the focus of ESSPIN's attention over the remainder of the programme's operations, but more fundamentally for DFID's future strategic engagement with education in Nigeria, as well as for state and federal government and other stakeholders. These include the following:

- High level political commitment (at both Federal and state level) is necessary for capacity development initiatives to be sustained. ESSPIN's experience has demonstrated how this can be built, but also the limitations in what an external programme can do. There is need for continued engagement and advocacy to encourage and respond to high level political commitment to improving basic education when and where it emerges, particularly as the new Federal government develops its education policy and programmes;

- An important constraint on performance has been at the local government level. A focus on building the capacity of LGEAs to enable them to perform their critical role within the system is required, particularly through effective decentralisation of functions and control of resources, balanced by strengthened accountability. This requires a long-term perspective (as well as coordination between different initiatives and programmes including DFID's State Level Prorgammes);

- Greater attention is required in the future to human resources management for education. Issues of teacher training, recruitment, deployment, professional development and promotion have not been a key focus of ESSPIN's attention but appear to be of fundamental importance in constraining the performance of the education system;

- There is a need for more sustained support in the classrooms of primary teachers, in order for them to build coherent approaches to teaching literacy and numeracy in large classes with attendant acknowledged institutional constraints, taking account of the low levels of basic knowledge and skills amongst teachers. Systematic guidance on the skills of teaching reading and writing, in an appropriate language of instruction, is probably the key contribution which could be made.

- The particular case of the introduction of SBMCs in all primary schools generates interesting questions, which need to be systematically studied and documented, about the potential power and influence of community-level accountability on school performance over time. There is evidence that SBMCs have, for example, improved attendance of both teachers and students. The durability of that influence remains to be tested further - the evidence from CS2 is mixed.

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ESSPIN BN 9.0 An integrated approach to school improvement.

Annex A   Terms of Reference

Background and Context

The Education Sector Support Programme in Nigeria (ESSPIN) was introduced in 2008 as part of the suite of DFID-funded State Level Programmes (SLPs) that seek to improve governance and service delivery in Nigerian States. ESSPIN seeks to bring about sustainable improvements in the delivery of education services in Nigeria by working with key institutions to bring about systemic change in the sector; building capacity at the federal, state, local and school levels; and leveraging Nigerian resources in support of State and Federal education sector plans. ESSPIN seeks to affect change by working through existing government structures. Originally conceived as a six-year programme, it has been extended to 2017 for consolidation and further institutionalisation of its school improvement model.

Education Data, Research and Evaluation in Nigeria (EDOREN) generates new evidence and understanding of how best to support equitable access and improved learning outcomes for all Nigerian children through innovation and sustainable education systems development. EDOREN seeks specifically to embed high quality data, research and evaluation in DFID Nigeria's education portfolio and in the education policy of partner Nigerian States through:

- The provision of complex and long-term education research, statistical support and political economy analysis;
- Building national capacities and incentive to generate and use data;
- The provision of better quality information for policymakers.

This document sets out the terms of reference for a qualitative study of ESSPIN's support to capacity development in basic education in Nigeria. The study will contribute to the evaluation of ESSPIN's impact and to the Final Evaluation of DFID's State Level Programmes in Nigeria, to be completed by September 2016 by the Independent Monitoring and Evaluation Project (IMEP). It will complement quantitative analysis - in particular from the two rounds of the ESSPIN Composite Survey in 2012 and 2014 - and data from ESSPIN's monitoring and reporting system by:

- Selectively supplementing the data collected by ESSPIN on capacity development outcomes at the federal, state and LGA levels;
- Exploring the transmission mechanisms through which ESSPIN's activities at each level of the education system (federal, state, LGA) have filtered down to the school level;
- Seeking to obtain evidence on the reasons for the success (or otherwise) of core capacity development activities carried out by ESSPIN.

The study will also contribute to EDOREN's objective of building national capacity and incentives to generate and use data, as it provides an opportunity to reflect on, and assess, the capacity development experience of a key programme within DFID Nigeria's education portfolio. In line with this, the task falls under EDOREN's Workstream 2 (Operational Research in support of DFID's education portfolio).

2.   Task Description

2.1   Objectives

The purpose of this study is to assess ESSPIN's contribution to building capacity in the six states (Enugu, Jigawa, Kaduna, Kano, Kwara, and Lagos) in which it has worked to:

a. Fund and manage basic education;
b. Improve the quality of basic education;
c. Improve access to basic education; and
d. Make the education system more inclusive.

The study will also seek to explore the conditions under which ESSPIN's activities have made the greatest contribution to improving performance in these areas, the likely sustainability of the progress made; and, crucially, the routes through which its activities at each level of the education system have filtered down to the school level.

2.2 Scope

The study will review ESSPIN's support to the following organisations:
- The Federal Inspectorate Service (FIS) and the Universal Basic Education Commission (UBEC), at the federal level
- The State Ministries of Education (SMoEs), State Universal Basic Education Boards (SUBEBs) and Colleges of Education (CoEs), at the state level
- Local Government Education Authorities (LGEAs), District Support Officers and School Support Officers (LGA level)
- ESSPIN pilot schools, ESSPIN roll out schools and School based management committees (SBMCs) (school level)
- Civil Society Organisations (CSOs)

The study will consider ESSPIN's contribution from its inception in 2008 to the present, and at each level of the education system, from federal to school level. It will involve an assessment of capacity development experience and results at state level in all six states in which the project is active. In addition, in two of these states, the study will collect data on capacity development experience along the whole chain to the school level (including LGEAs and CoEs). The study will draw on the results of the recently completed Composite Survey, which provides quantitative evidence on the learning outcomes achieved in the ESSPIN states. The study will seek (particularly in the two states in which more intensive data collection will take place) to provide evidence to help explain the outcomes observed in the Composite Survey.

2.3 Research questions

The headline research question that the study will seek to answer is the following:

> How effective has ESSPIN support to states been in building capacity to fund and manage basic education, to improve the quality of basic education, and to improve access to and inclusivity of basic education?

Specific research questions contributing to answering the headline questions are the following:

1. To what extent have ESSPIN's capacity development activities at the Federal and State level contributed to improvements in the performance of key functions?

2. Have changes in capacity at the Federal or State level translated into improved outcomes at the LGEA and school levels? What is the transmission mechanism for these changes?

3. How has the performance and effectiveness of ESSPIN's capacity development activities differed between states, and why?

4. To what extent have ESSPIN's capacity development activities at the LGEA level contributed to improvements in the performance of key functions?

5. To what extent and in what way have changes in capacity at the LGEA level translated into improved capacity and outcomes at the school level?

6. To what extent have ESSPIN's capacity development activities at school level translated into improved capacity in schools?

7. To what extent and in what way have improvements in capacity at the school level (for instance in head teacher effectiveness or SBMC functionality) translated into improved learning outcomes?

8. Why have some LGEAs and some schools recorded far better school-level outcomes than others? To what contextual factors, or aspects of ESSPIN's implementation or design could this be attributed?

9. To what extent have synergies with other initiatives (e.g. other DFID programmes other donor programmes, Federal or State initiatives) contributed to the capacity development observed at each level?

10. How has the commitment of different stakeholders contributed to the capacity development observed at each level?

2.4   Defining 'capacity'

An operational definition of "capacity development" is a prerequisite for the study and for defining its scope. "Capacity" refers to the ability of agents (individuals and organisations) to perform their functions, solve problems and set and achieve their objectives in a sustainable manner, where agents operate within an institutional environment which structures their incentives and scope for action. Figure 1 sets out a framework for analysing and assessing factors that affect capacity at the individual, organisational and institutional levels. This framework is based on North's (1991) definition of institutions as "humanly devised constraints that structure political, economic and social interactions" and which may be either formal (constitutions, laws, property rights) or informal (social sanctions, customs, traditions, taboos, conventions and norms). Organisations are collections of individuals engaged in a purposive activity. So capacity depends not only on the competence of the people who make up the organisation in performing their tasks (the *individual* level), but also on the structures and processes within which they work (the *organisational* level), and the framework of rules and conventions that constitutes the organisation's operating environment (the *institutional* level).

Figure 1   Levels of capacity development

Level	Capacity diagnosis	Capacity creation	Capacity utilisation	Capacity retention

Individual (knowledge, skills, competencies)	Assessment of individual skills, knowledge, competencies and attitudes in relation to organisational functions	Development of adequate skills, knowledge, competencies and attitudes	Application of skills, knowledge, competencies in the workplace	Reduction of staff turnover, facilitation of skills and knowledge transfer within organisations
Organisational (resources, management structures, and processes)	Assessment of organisational performance and factors affecting it	Establishment of efficient structures and processes and adequate resourcing	Integration of structures and processes in the daily workflows	Regular adaptation of structures and processes and continued adequate resourcing
Institutional (laws, regulations, policies, social practices)	Assessment of how institutional and policy environment impacts on organisational performance	Establishment of adequate institutions, laws and regulations, including implementation processes and compliance arrangements	Enforcement of laws and regulations to facilitate organisational performance	Regular adaptation of institutions, laws and regulations

Source: Adapted from OPM/SIPU (2012).

A key insight is that the institutional framework may impose constraints on organisational capacity, while organisational capacity will influence the extent to which individual capacities can be effectively used to further the organisation's purpose. Hence, in a situation of pervasive institutional weaknesses (i.e. sets of formal and informal rules that militate against the achievement of social goals through organisations), actions focused at the organisational or individual level may have only limited success in bringing about sustainable improvements in capacity. Even in a favourable institutional environment, providing individual training to staff may not lead to improvements in organisational performance if the organisation does not have the capacity to use and retain these skills (for instance because of weak management or dysfunctional internal incentives). Organisations play a central role, since these are how individual behaviour is most directly structured, and through which the influence of institutional factors is mediated. A capacity development strategy will need in principle to operate at all three levels, but the organisational level is likely to be the main focus of engagement.

The components of capacity at each level may be difficult (in practice and in principle) to measure since, for example, the relevant components of individual skills and knowledge or the functioning of management arrangements may not be directly observable. The most fundamental measure of capacity is how successfully organisations carry out their functions. The starting point for capacity development assessment is therefore to define the functions of each organisation, how their performance can be measured, and how this has changed over time. Dimensions of performance can be measured for particular organisations or groups of organisations (e.g. whether the budget is successfully executed) or for the state system of basic education as a whole (measured by the educational results achieved).

The factors that explain changes in performance can then be examined to seek to explain changes in performance. The type of analysis and empirical rigour of the explanation will depend on the resources and type of data available. For example, if there is data on both the performance and characteristics of a large number of similar organisations (such as schools), it may be possible

quantitatively to determine the influence of different factors on performance. Where there is only a small number of comparable organisations (e.g. state ministries of education), the validity of causal inferences is likely to be weaker, and may depend on key informant assessments or contribution analysis (focusing on the evidence for the validity of the Theory of Change that has guided a capacity development strategy).

Figure 2 distinguishes two types of dimension of organisational capacity development. The first distinction relates to factors that are either internal or external to the organisation. The second distinction relates to functional-rational as opposed to political factors. A strategy to improve the capacity of an organisation to perform its functions may be focused on any one or more of the four categories of action defined by these dimension, and so this provides a framework for classifying capacity development strategies.

Figure 2   Dimensions of organisational capacity development

	Functional-rational dimension	Political dimension
Internal dimension	Getting the job done – task-and-work system (skills, structures, etc.) INDIVIDUAL AND ORGANISATIONAL CHANGE	Addressing power relations and accommodating interests – systems for hiring and promoting on merit, rewarding performance, etc. ORGANISATIONAL CHANGE
External dimension	Creating an enabling environment – external factors and incentives affecting task-and-work system (external audit, protection from political influence, etc.) INSTITUTIONAL CHANGE	Forcing change in internal power relations – external factors and incentives affecting power and authority in the organisation (strengthening civil society, media scrutiny, etc.) INSTITUTIONAL CHANGE

Source: OPM/SIPU, 2012 derived from Danida (2007)

2.5   Methodology

The core elements of the methodology proposed for this study are the following:

1. Define the functions that are performed by organisations in basic education, at each level from the state to the school – capacity relates to the ability of organisations to fulfil these functions;

2. Summarise how ESSPIN activities have sought to improve performance of these functions, including the resources used, activities undertaken, and the assumptions underlying the intervention logic that has guided these activities, through a review of documentation and discussions with ESSPIN state teams and other team members;

3. Draw on the findings of the Composite Survey and other sources to summarise evidence on ESSPIN's impact, and to identify issues and hypotheses for further investigation during the study;

4. Through the ESSPIN self-assessment process (involving key stakeholders from the states) obtain evidence on changes in the performance of key state functions over time, and to identify the main constraints and achievement in capacity development;

5. Undertake more intensive studies in two of the six states, including data collection at LGEA and school level, using participatory approaches where appropriate, to trace how ESSPIN activities have influenced capacity and system performance at each level from state to school.

6. Seek to explain the pattern of (changes in) organisational performance that is observed, identifying the contribution that ESSPIN support has made to this. Seek to assess why ESSPIN's efforts have worked (or not), and the factors that have shaped their effectiveness, and likely sustainability.

7. Identify lessons about the effectiveness of ESSPIN capacity development activities.

The study will involve the following main components:

1. Inception Report: This will develop and finalise the conceptual framework and detailed methodology for each of the components of the study. This will include a selective review of international evidence from the academic literature on capacity development in basic education, to identify any lessons that may inform the design and focus of the study, specifically to suggest hypotheses that the study might test. It will also lay out the communication plan for the study. The Inception Report will include a summary of the key features of ESSPIN's capacity development approach, and the explicit and implicit intervention logic underlying it, and how this developed over the project's implementation. The Inception phase will include additional analysis of ESSPIN Composite Survey 2 (CS2) data collected in 2014. As part of CS2, detailed data was collected on the changes that have occurred at the school level in ESSPIN states, including in head teacher effectiveness, SBMC functionality and pupils' learning outcomes. This will be analysed further to explore the linkages between key variables in the CS2 dataset (for instance, the link between head teacher effectiveness and learning outcomes; or head teacher effectiveness and teachers' performance); and to identify a set of hypotheses on the factors that have influenced the changes in school-level outcomes. These hypotheses will then be explored further as part of the LGA and school-level studies.

2. Federal-level study: This will assess changes in the performance of key functions targeted by ESSPIN at the federal level. It will identify which functions ESSPIN has targeted at this level and why, noting how these functions are expected to influence outcomes at the state level and below (these expected links will then be verified during the state and LGA-level research). The study will rely largely on ESSPIN's federal self-assessment reports to identify changes in organisational capacity at this level. It will supplement this with a set of interviews of FIS, UBEC, and ESSPIN staff to try and unpick the contribution that ESSPIN has made to these changes, and to identify the key factors underpinning ESSPIN's efficacy on this front.

3. Comparative State studies: The core goal of this component will be to identify the changes in capacity that ESSPIN has contributed to at the state level, and how these have come about. This will involve addressing the following questions: what changes in capacity have occurred at the state level

in the six ESSPIN states? What contribution has ESSPIN made to these changes? How has ESSPIN succeeded in making this contribution? What aspects of its approach have been critical? What are the main contextual factors that have mediated the impact of ESSPIN's activities? Which of these factors have supported capacity development, and which have undermined it?

A second goal will be to explore the contribution that ESSPIN's outputs at the federal level (in terms of improvements in the performance of key functions) have made to the efficacy of policy, planning and budgeting processes at the State level.

A third goal will be to assess the ESSPIN roll out process. This will involve considering the following research questions: How has ESSPIN sought to build state capacity through roll out? What factors influenced the nature, pace and scope of roll out? What judgements about state capacity were made prior to roll out? Who made these and how? To what extent and how was the roll out strategy tailored to account for existing capacity in each State? In what ways did ESSPIN's approach to capacity development change in response to the demands of roll out? To what extent has state capacity been built through roll out?

In order to assess changes in state-level capacity, the study will draw on information supplied through the state self-assessment processes. Members of the study team will attend the self-assessment meetings in Abuja in late June to better understand and take stock of the process. In addition, interviews will be carried out with key members of the state government teams and with ESSPIN's state team leaders in order to explore why the observed changes in state capacity have occurred, the contribution that ESSPIN has made to this, and the factors that have promoted or undermined ESSPIN's capacity building efforts. The interviews will also be explore questions around the transmission mechanisms from ESSPIN's federal-level outputs to state-level outcomes, and from state-level outputs to LGA and school-level outcomes.

Some resources will be available for follow up visits to the four states where LGEA and school-level data collection will not be taking place, to triangulate the findings or for additional investigation of issues emerging.

4. **State, LGEA and school-level data collection in two states:** Field visits will be carried out to two states where additional data collection will take place at two levels. First, some interviews will be carried out at state level, focusing specifically on examining further links between state level capacity development support, and the rest of the education system. This will include a review of support to Colleges of Education.

The main focus of data collection in the two states will be on the LGEA and school level. It is envisaged that data collection will take place in two LGAs. Interviews and data collection at LGEA level will focus on the effectiveness with which the LGEA is performing its functions, particularly supervision of schools, and how ESSPIN support (and possibly other initiatives e.g. from state or federal government) has contributed to this.

Data collection at the school level is envisaged as focusing in particular on the role of the head teacher and the extent to which capacity has been built for effective school management. Interviews at each school will be carried out with the head teacher, with a group of teachers, and with members of the SBMC (or other community members).

In each State, data collection will be carried out in (provisionally) 2 LGAs and 6 schools. It is envisaged that the schools and LGAs will be selected (at least in part) from among those covered by CS2, so that the research findings can be interpreted in conjunction with the quantitative data from

CS2. Schools and LGAs selected will include a mix of those covered as part of ESSPIN's pilot phase, and those covered by the roll out phase. This will enable a comparison of the relative outcomes of the different models applied during each of these phases. The sample may also include some schools and LGAs that have performed better than the state-level average (these will be identified using CS2 data), in order to examine factors that have contributed to their superior performance.

A key focus of this element will be to investigate the linkages between ESSPIN's outputs (i.e. improvements in the performance of key functions) at the federal and state levels, and outcomes at the LGA and school levels.

5. Final Report: Overall conclusion and lessons: The final stage of the study will pull together the findings of all of the previous elements to present overall conclusions and recommendations. The primary focus will be to address the overall research question. The report will also draw on the findings of the previous elements to assess which of ESSPIN's capacity development strategies have been more effective for each of the organisations that it works with, in so far as evidence available permits.

3.   Deliverables and Timeframe

	Description	Recipients	Proposed Completion Date
1.	Inception Report	DFID, EDOREN, ESSPIN, IMEP	June 12
2.	Federal Level Study	DFID, EDOREN, ESSPIN, UBEC, FME	July 10
3.	Comparative State Studies	DFID, EDOREN, ESSPIN, States	July 31
4.	State, LGEA and School-level Studies	DFID, EDOREN, ESSPIN, States and LGEAs	August 31
5.	Final Report: Conclusions and Lessons	DFID, EDOREN, ESSPIN, IMEP, States, FME, Other Development Partners	September 30

4.   Political economy and stakeholder analysis

The political economy of the context in each state will be analysed as part of the state level (and potentially also the LGEA and school) studies, based on an analysis of the assumptions about the interests and influence of stakeholders that underlie the Theory of Change that has guided ESSPIN capacity development actions. This will include a review of how ESSPIN has used political economy analysis and other approaches to understanding the context within which it has been working to inform its capacity development approach.

5.   Communication and Policy Impact plan

The team should engage with ESSPIN, DFID and the EDOREN knowledge management workstream to devise a communication plan for the study, and with EDOREN's proposed Policy Impact workstream to identify how the findings can be most effectively used to inform education policy and service delivery in Nigeria. The plan should be linked to the analysis of study stakeholders. The

Communication Plan should be presented in the Study Inception Report. The plan should indicate who the main stakeholders are (for instance, government agencies that are co-implementing ESSPIN interventions; donor agencies that may be interested in the lessons that ESSPIN offers); and the steps that will be taken to encourage their use of the study's findings. The latter will involve considering whether and how stakeholders could be involved in the research process, and identifying the most effective ways to disseminate the study's findings.

6. Contribution to capacity development

EDOREN's activities are all required to contribute to the project's second objective, which is 'to enhance national capacities to generate and use quality educational data, research and evaluation for policy and strategy making'. The study is expected to contribute to this by building the capacity of Nigerian researchers who will be part of the team, and will carry out much of the school and LGA-level research, under the guidance of the team leader. Capacity development effects are also expected through the team's engagement with policy stakeholders both, during and after the study.

7. Resource Requirements

This study requires a technical leader who can also function as the team leader in Nigeria, reporting to the study manager who handles reporting and coordination with the client and EDOREN's project management, with advice from the study director. Support is available from EDOREN's country office team in Nigeria, under the country director's leadership. Stakeholder coordination with ESSPIN, DFID and IMEP will take place through a steering committee.

The budget for the study is £158,000 (£68,000 funded by EDOREN, £50,000 funded by ESSPIN, £40,000 funded by IMEP). The roles of the envisaged Team members are set out in the Table below:

Role	Tasks
Team Leader	Overall responsibility for the study methodology, and for delivery of the study outputs, including the Inception Report and Final Study Report. Responsibility for oversight of specific study components.
Study Director	Oversight of the study methodology, and review of study outputs. Liaison with the Steering Committee. Advice and support to the Team Leader.
Study Manager	Oversee the logistics and management arrangement for the study, including managing resources against the study budget and timetable, and contracting arrangements for team members.
Researcher(s)	Undertake reviews of data and documentation. Carry out key informant interviews. Collect information for the study through participation in the meetings with SLP State Team Leaders and the Self-Assessment process. Contribute to drafting study outputs.
Survey Analyst	Undertake additional analysis of the ESSPIN Composite Survey, focusing in particular on empirical analysis of the factors influencing results observed.
Leader of State/LGEA/School studies	Design data collection process and instruments for field data collection, focusing on LGEAs and schools, using appropriate participatory methods. Train the Field Team members, provide oversight of the Field Team work, and lead the process of write up of findings.
Field Teams for State/LGEA/School studies	Carry out visits to the two states to undertake additional state level data collection, and LGEA and School level data collection. Contribute to the drafting of report on the findings from the field visits.

8.   Logistics and Management

The study will be managed by EDOREN, with oversight provided by a Steering Committee comprising DFID, EDOREN, ESSPIN and IMEP. The Team leader and study manager will coordinate local support with the Country office, and with EDOREN's administrative assistant and management in Oxford. International travel logistics and finances will be handled from Oxford, while local logistics will be supported by the country office. Subcontracting will largely be based on individual per-person fees, and separately documented reimbursable expenses, with the exception of fieldwork staff, for which "all inclusive" fees are permissible. Such arrangements as well as relevant contracting, security, and local communication should be handled in coordination with the country office.

9.   Dependencies

The study's findings are expected to contribute to the ESSPIN Annual Review in September and IMEP's final evaluation of DFID's State-level programmes in Nigeria (to be completed by September 2016). In line with this, the state-level studies should be completed by early September 2015, and the rest of the study by November 2015. Timelines for the study may also be affected by Ramadan (mid-June to mid-July) and by school term dates, which should be taken into account by the study team.

10.   Reporting

The team will report on a day-to-day basis to the team leader, or other leaders as designated under the individual components of the study. The team leader will report to the study director and study manager, who will report to the EDOREN Project Manager. The team leader and study manager will co-ordinate oversight of in-country activities with the EDOREN country director. The draft report will be submitted to DFID and ESSPIN, and discussed by the Steering Committee, whose comments will be incorporated into a revised version. The task will be signed off once the team members have satisfactorily responded to DFID and ESSPIN's comments.

11.   Quality and Approval Process

Intermediate outputs will be quality-assessed as required within the reporting chain, and by independent experts, if deemed appropriate, as well as by the Steering Committee for the study (ESSPIN, EDOREN, IMEP and DFID). The final report will be reviewed by at least one independent expert, and will go through revisions with DFID and ESSPIN until it is approved by the steering committee. EDOREN management will be responsible to the client for the quality of the report.

Annex B Federal-level capacity development

B.1 Introduction

ESSPIN is carrying out a range of activities at each level of the education system directed towards four outputs which are focused on **improving the quality of and access to basic education equitably and sustainably:**

- Strengthened Federal Government Systems supporting states' implementation of school improvement;
- Increased capability of State and Local Governments for governance and management of basic education at State and LGEA levels;
- Strengthened capability of primary schools to provide improved learning outcomes;
- Improved community participation in school improvement.

At the federal level, ESSPIN is working with national government agencies to build their capacity in financial disbursements, data collection, quality assurance, and training of SBMCs.

This annex reviews ESSPIN's capacity development activities at the federal level, to examine progress in the establishment of national systems, and to assess the effectiveness of ESSPIN's support to these processes.

B.2 Sources of Data

The main sources of evidence were interviews with ESSPIN staff, interviews with Federal Government officials at organisations to which ESSPIN has provided support, and the 2015 Federal Self-Assessment exercise.

The Federal self-assessment process takes place every year with a group of participants from each federal agency which ESSPIN supports – the Universal Basic Education Commission (UBEC), Federal Quality Assurance Service (FEQAS) and relevant officers from the Federal Ministry of Education. The process is expected to provide insights into any progress made in each of the key intervention areas, and to identify priorities for future planning and implementation.

ESSPIN prepares instruments - a set of statements or performance criteria for each dimension of its log frame indicators and sub-indicators to deliver each national system. These indicators are used to assess the extent of progress in each of the areas. A one-day workshop is then held in Abuja with representatives of the various federal agencies, facilitated by ESSPIN staff and an external consultant. Participants are grouped into three teams, one for each national system - MLA, QA and SBMC. Each group, supported by a facilitator, discusses the work to date and reviews evidence to determine whether each dimension was "Met"; "Partially met"; or "Not met. The scoring system operates as follows – 2 points if the dimension was agreed as "met"; 1 point if it was "partially met"; and 0 points if it was "not met". At the end of the discussions and scoring all the groups convene to review and validate the findings of the various groups.

The targets and dimensions of the self-assessment tool used for 2012, 2013, and 2014 were revised for 2015, in line with revisions in the log frame for the ESSPIN Extension Phase from 2014-2016.

B.2 Overview of ESSPIN Federal-level Interventions

B.2.1 Federal level functions in basic education

Education policy is usually determined at the federal level, and then rolled out to the states. The Federal Ministry of Education (FME) is responsible for policy formulation, and for ensuring that the states' policies operate within the parameters of national policy while responding to the particular state context and needs. The FME is also responsible for maintenance of standards, through monitoring and inspection of education service delivery. The FME has several agencies and parastatals through which it executes its functions (EDOREN, 2015).

The National Council of Education (NCE) is the highest policy-making body in education and is chaired by the Federal Minister of Education and all State Commissioners of Education. It is supported and advised by the Joint Consultative Committee on Education (JCCE), which is chaired by a director from the FME, and consists of all the federal and state directors of education, chief executives of education statutory bodies, and directors of University Institutes of Education. Development partners also support the policy process, through research, technical advice and funding. CSOs are also involved, in advocacy, sensitisation and lobbying in favour of disadvantaged groups.

The FME allocates resources to basic education through UBEC. UBEC manages the Universal Basic Education Intervention Fund (UBE-IF), which is funded by a statutory transfer of 2% of the Consolidated Revenue Fund. The UBE-IF is used to fund various activities including infrastructure programs, teacher training, school feeding programmes, purchase of furniture and instructional materials, and special education programs (EDOREN, 2013; http://ubeconline.com/faq2.html).

B.2.2 ESSPIN's Federal-level Work

ESSPIN's federal level work falls under 'Output 1' in its work plan and log frame *"Federal Government systems that support states' implementation of school improvement strengthened and functioning.* This is implemented through support provided to the FME, UBEC and the FEQAS to strengthen national systems through support in four main areas:

1. Supporting the disbursement of the UBEC Intervention Fund.
2. Supporting the establishment of high quality national systems for Monitoring Learning Achievement (MLA).
3. Supporting the establishment of high quality national systems for Quality Assurance (MLA).
4. Supporting the establishment of high quality national systems for School Based Management Committees (SBMC).

ESSPIN also works with CSOs and other DFID programmes to improve stakeholder engagement at the federal level.

Disbursement of the UBEC Intervention Fund

ESSPIN's support to the disbursement of the UBE IF largely takes place at the state level. In particular, it involves helping states put up matching grants in order to access UBEC funding. However, in ESSPIN's results chain, this is classified as a federal-level output. We follow the lead of the results chain and discuss this output as part of our federal-level analysis; while recognising that ESSPIN's contributions on this front are largely driven by its activities at the state level.

Progress in this output is measured based on the disbursement rate of UBE Intervention Funds in programme states compared to non-programme states. The 2014 Annual review reports a 77% disbursement rate for ESSPIN states, against an expected 95%; while the disbursement rate for non-ESSPIN states was 63%, compared to an expected 85%. These numbers reflect significant improvement in the disbursement rate compared to the 2007-2009 baseline, when it stood at 67% in the ESSPIN states, and 54% in non-ESSPIN states.

Monitoring Learning Achievement (MLA)

In 1995, the FME, supported by UNICEF and UNESCO conducted the first MLA in Nigeria, for primary four pupils. At the end of the exercise it was recommended that the MLA be conducted once every four years, and that it be institutionalised in the FME. Since then several variants of MLAs have been conducted by several government agencies and development partners, using varying methodologies, and in various parts of the country. The last national MLA was conducted by the FME in 2011, but the results have not yet been published.

The responsibility for designing, planning, delivering and reporting on the MLA is housed in several government agencies, drawing on technical advice from universities and development partners, and working with state ministries and SUBEBs for implementation. The main stakeholders for the MLA systems are:
- Federal Ministry of Education (FME) and its parastatals – Universal Basic Education Commission (UBEC), Teacher Registration Council of Nigeria (TRCN), Joint Admission and Matriculation Board (JAMB), Nigerian Examinations Council (NECO), Nigeria Educational Research and Development Council (NERDC)
- Other government agencies such as the National Bureau of Statistics (NBS) and the Institute of Education (University of Ibadan)
- At the state level, State Governors, the SUBEB Chairs and State Commissioners for Education
- International Development Partners (IDP) – ESSPIN, USAID-Northern Education Initiative, UNICEF, UNESCO, USAID; and National PTA.

The lack of regularity of the exercise, duplications of efforts, and the variations in methodology and scope limit their comparability and usefulness for policy formulation. Given these issues, a high-level ministerial committee was established in 2012 to develop a national benchmark and framework that would streamline MLA efforts, assign responsibilities to various agencies and institutionalise the conduct of Monitoring of Learning Achievement in Nigeria. The committee was given several responsibilities:
- To evaluate current methodologies used by government agencies and international development partners in administration of MLA exercises
- To develop an improved MLA system at primary and secondary levels with clearly costed plans and responsibilities for funding and administration by the various MDAs at the federal, state and local levels.
- To develop a methodology that can be used to influence decision making and improved support for students within the system (FME, 2015).

The MLA committee comprises key stakeholders from various government institutions and IDPs. ESSPIN's main involvement in the process has been in providing support to this committee, by hosting meetings and providing technical support to drafting the framework. ESSPIN has also

conducted the federal self-assessment exercises which help stakeholders review progress and plan for future activities.

Very limited progress has been made in the development of MLA systems. A Ministerial Committee has been formed to develop an MLA framework and operational guidelines for its implementation. The Committee has produced a draft MLA framework which has been reviewed by stakeholders. However the policy is yet to be ratified by the JCCE and NCE. This has delayed other related activities. Instruments are yet to be revised and training on the new tools has not been conducted. This work is urgent, given that a national MLA survey is notionally scheduled for 2016. Although the FME is primarily responsible for the MLA, it does not have sufficient budgetary allocation and relies on parastatals for additional funding. The funding arrangements are to be finalised in the framework, which places responsibility for funding with UBEC, and delivery with the FME. However until this is finalised, funding remains unavailable. There is also no evidence of capacity building in the last year, as this plan cannot be operational until the framework is ratified.

Table 8 shows the federal self-assessment scores for the MLA for several years. Overall, the criteria are either partially met or not met, with only a score of 4 out of a possible 10 (Band C), reflecting the difficulty of achieving progress in the absence of a formal framework.

Table 8   Monitoring Learning Achievement – Federal Scores

	Dimension	Old Dimensions and Criteria			New Criteria
		Score (2012)	Score (2013)	Score (2014)	Score (2015)
1.2.1.1/1.2.a.1	Rationale, role and responsibilities involved in MLA clarified and documented	0	1	1	1
1.2.a.2	A management structure and operational arrangements agreed and established for 1.2.1.2/1.2.a.5the national MLA	Not included			1
1.2.1.2/1.2.a.3	Funding for MLA identified	1	1	1	1
1.2.1.4/1.2.a.4	Revised MLA instruments developed, taking into account learning from previous exercises nationally and international best practise.	0	0	1	1
Total/Maximum Possible Score		1/8	2/8	4/8	4/10
Band/Target (Milestone) Band		D/D	D/C	C/B	C/B

Source: 2015 Federal Self-Assessment Report.

Several reasons are cited for the delay. These include changes in the Federal Minister and other senior ministry personnel; and a lack of funding, although several of the key actions appear to be cost free. Other institutional arrangements may also be causing delays. States may be hesitant to replace internal tests with nationwide learning assessments because of the possibility of negative comparisons. There was also some reluctance by the SUBEBs to give up their own testing arrangement in favour of a national system. Furthermore, there appears to be little high-level

political interest in the MLA. This is probably the most disappointing element of ESSPIN's efforts at the Federal level. In part, it reflects the challenges of engaging effectively at the Federal level. It also reflects the difficulties of garnering support for systems strengthening initiatives that are not immediately visible at the school level (in contrast, say, to supporting SBMCs or training teachers) and are likely to take time to work their way through the system and influence education outcomes.

Quality Assurance (QA) Systems

The key stakeholders in the development of national systems for quality assurance are Federal Quality Assurance Service (FEQAS), formerly known as the Federal Inspection Service (FIS); Department of Planning, Research and Statistics (DPRS) within the FME, UBEC, JCCE, and State MoEs. In addition to supporting reforms in school inspections[17] at the state level, ESSPIN is also supporting the FEQAS to reform quality assurance processes at the federal level - to establish units for quality assurance to replace multiple and overlapping inspection services, to develop tools to ensure consistency in quality assurance inspections and reports, and to capture data for Education Management Information Systems.

ESSPIN has supported the production of a National Quality Assurance handbook and instruments through a consultative process in 2010 but these now need to be updated. There has also been some progress in clarifying the rationale, roles and responsibilities of the Federal Quality Assurance Service (FEQAS) and UBEC, but the responsibilities below the federal level have not yet been fully resolved. A QA methodology has been developed and agreed, and a draft policy developed by the Ministerial Committee on QA has been presented to the Joint Consultative Committee and is awaiting further consideration. Consequently the draft policy has not yet been disseminated. Furthermore, annual national QA reports have not been produced, and there was no draft policy or evidence of any progress in constituting a team for this task.

ESSPIN's support has also led to increased collaboration between the FME and UBEC, and coordination of their work in the states. In the past UBEC carried out its own inspections without involving the FME, but there have been recent collaborations around training of evaluators, and there is intention to improve the coordination around school inspections, with representatives of the FEQAS working with UBEC on these issues. However there still some delays in production and dissemination of state level policy documents and reports.

UBEC (and SUBEB) funding plays a key role in the extent of progress achieved, especially in capacity building of state QA officers. FMEs (and SMoEs) have very limited resources and would not be able to carry out these QA activities without UBEC funding.

Table 9 below tracks progress over time against some of the indicators and criteria for QA systems.

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[17] The proposed approach school supervision is carried out by QAOs from LGAS is that of Observation, Discussion and Documentation (ODD) –. There is a new focus on learning outcomes, measured by ODD – discussion with teachers and pupils, classroom observation, and examining evidence of pupil performance from pupil exercise books and workbooks, as well as checking that teachers are providing appropriate feedback.

Table 9   Quality Assurance – Federal Scores

	Dimension	Old Dimensions and Criteria			New Criteria
		Score (2012)	Score (2013)	Score (2014)	Score (2015)
1.2.4.1/1.2.b.1	Methodology for QA developed and agreed	2	2	2	1
1.2.4.2/1.2.b.2	Rationale, roles and responsibilities of Federal agencies involved in QA clarified and documented and being implemented	1	1	1	1
1.2.4.3/1.2.b.3	Funding for QA at federal level, to support and sustain QA processes at state level defined (budgeted)	1	1	2	2
1.2.4.4	Planned and sustained engagement to develop states capacity on Whole School QA (Capacity Development)	0	2	1	omitted
1.2.4.5/1.2.b.4	Mechanisms for producing and disseminating annual QA Reports established and operative	0	0	2	0
1.2.b.5	Linkages and coordination between FIS and UBEC on QA strengthened.	Not included			2
Total/Maximum Possible Score		1/8	2/8	4/8	6/10
Band/Target (Milestone) Band		C/C	B/B	B/A	C/B

Source: 2015 Federal Self-Assessment Report.

School Based Management Committees (SBMC) Systems

The key stakeholders include the: FME, SMoEs, Directors of Social Mobilisation from SUBEBs, and NIEPA (National Institute for Education. At the beginning of the project, ESSPIN carried out several studies to understand how SBMCs were working in reality, and to examine existing community support to schools. These studies highlighted several challenges. Where there were functional SBMCs, communities were unaware of them or had not engaged in school development planning. Participation of women was particularly constrained, and children were not accepted in SBMCs. Schools did not manage their own financial resources; and there was a lack of clarity about the

purpose and functions of SBMCs, and the role of the LGA in supporting them. There was also disjointed training and policymaking in different states by various IDPs. However, research also showed that communities were very willing to participate in school governance if provided with opportunities, training and support; and that there was potential for increased inclusion of women and children.

ESSPIN's support has been aimed at strengthening accountability for education by increasing the capability of communities and civil society to support schools and demand inclusive and better quality basic education services. ESSPIN has worked with federal institutions to adapt national SBMC guidelines to suit state contexts.

Through a consultative (visioning) process, states and communities identified the characteristics of school based management, and articulated key roles and responsibilities. These were then harmonised into an overall framework. The main outputs of the SBMC visioning process were the development of SBMC guidelines in the six ESSPIN states, training of trainers (ToT) manual for training civil society and government partnership members, and state-specific SBMC guidebooks for training and mentorship of SBMCs.

ESSPIN engaged UBEC by facilitating knowledge-sharing visits to Kaduna and Enugu during the visioning process. Based on this evidence, in 2012 UBEC adopted the ESSPIN model. This highlights the government's confidence in the relevance and sustainability of the ESSPIN model in the Nigerian context.

At the federal level, UBEC is now leading on the replication of SBMC development in all the states. With ESSPIN support, 35 states now have an active SBMC state policy, and each of these states now has 100 active SBMCs, reaching 700,000 children. UBEC has provided N10 million in funding for the states SBMC work, although current state funding is through funds allocated by UBEC for teacher development. A revised UBE Act is expected to include formal recognition of SBMCs as an entity of UBEC, which would allow direct funding flows to SBMCs.

Institutional capacity has been built to monitor and measure progress of SBMCs, document evidence, and train SMOs to perform their tasks. National guidelines have been revised, and the trainer and training manual has been adopted. The mentoring manual is yet to be prepared. Copies of the revised guidelines and trainers manuals have been printed and disseminated to all the states.

ESSPIN has trained master trainers who are expected to scale down training to state and LGA staff. UBEC has committed funds (N10 million per state) for SBMC development at the state level – visioning and adapting revised SBMC guidelines, training SBMC members, monitoring and mentoring. More than 30 States have "domesticated" SBMC guidelines, and many states have carried out capacity building activities for SBMCs. Systems for the mentoring and monitoring of SBMCs in supporting the preparation and use of school development plans have been established.

The 2015 Federal Self-Assessment notes several points:
- A national strategy is required for dissemination of best practises through reports and conferences, to create awareness and uniformity. This process may require support from development partners.

- Current SBMC funding is ad hoc, taking from teacher development funding from UBEC-IF. Funding for SBMCs needs to be institutionalised. A draft revised UBE Act that is currently under consideration provides for SBMCs to have formal status as organs of UBEC (along with SUBEBs and LGEAs) which could support funding flows to them.

- Although reports from ESSPIN and government officials indicate that a number of the criteria have been met, in many cases scores in the self-assessment were 'partially met' because of the lack of sufficient evidence.

Table 10 below summarises the 2015 self –assessment scores for SBMC systems

Table 10   SBMCs – Federal Scores

	Dimension	Old Dimensions and Criteria			New Criteria
		Score (2012)	Score (2013)	Score (2014)	Score (2015)
1.2.6.1/1.2.c.1	Documents to support the process of SBMC implementation developed	2	2	2	**2**
1.2.6.2/1.2.c.2	Funding for SBMC implementation secured	1	1	2	**1**
1.2.6.3/1.2.c.3	Development of SBMC trainers across states	1	2	2	**2**
1.2.6.4	Domestication of SBMC guidelines across states	1	2	2	**Omitted**
1..6.5/1.2.c.4	Support capacity building of SBMC members across states, to support functional SBMCs	0	0	2	**2**
1.2.c.5	Development of SBM monitoring systems using mentors across the states	Not included			**2**
1.2.c.6	National strategies developed to demonstrate best practises	Not included			**1**
Total/Maximum Possible Score		5/10	7/10	10/10	**10/12**
Band/Target (Milestone) Band		C/D	B/C	A/A	**A/B**

Source: 2015 Federal Self-Assessment Report.

B.3   Conclusion

There has been some improvement in the disbursement rate of the UBEC Intervention fund in the ESSPIN states, from 68% in 2007-09, to 77% in 2014. Progress has also been made in the development of national systems to support school improvement. The greatest progress has been in developing a national system to support SBMCs, marked by UBEC's adoption of ESSPIN's model for training SBMCs.

QA systems have also fared well, and although the draft policy has not yet been approved, there is increased collaboration and coordination between the FME and its parastatals which has facilitated

progress in implementation at the sub-national level. There does not appear to be much high-level government interest or support for the MLA, which has delayed the approval of the draft MLA framework. This has caused severe delays in development of MLA systems and related activities such as identification of funding and development of instruments.

The study also uncovers some factors which have influenced progress in the development of national systems. Key points are summarised below.

UBEC is a key stakeholder. UBEC has more resources at its disposal, and activities which can be fall under its mandate and can be funded by UBEC progress quicker than those which are the sole responsibility of the FME. For instance, although the FME is responsible for the MLA, it does not have sufficient funds to implement it; and delays in approval of the MLA framework have prevented formalisation of alternative financing arrangement.

Inter-agency cooperation is important. Cooperation between UBEC and the FME has influenced progress in development of QA systems, but the FME noted that there was no similar collaboration in the area of MLA systems. Related to this is **absence of policies, laws and frameworks**, which prevent formal arrangements between agencies for financing and implementation. Financing for SBMCs also remains ad-hoc in the absence of legal provisions for direct funding flows to SBMC.

Political will appears to be lacking for the development and implementation of a national MLA system, possibly due to reluctance to publicise poor learning outcomes. Beyond technical support and funding, this raises a need for high-level advocacy with key policy makers around approval of key policies and frameworks. The extensive process of **community engagement and support** around SMBCs led by ESSPIN has contributed to its adoption and institutionalisation by UBEC.

ESSPIN technical support has been particularly effective. The embedding of technical assistants in the office of the Minister of Education, and support by short-term consultants to the various ministerial committees is cited by various FME officials as significant for the development of the various policy documents and frameworks. ESSPIN also provided key support the training of master trainers who in turn support roll-out of systems at the state level.

Annex C   State-level capacity development

C.1   Introduction

This annex compares the results of ESSPIN's capacity development activities in the six states. It focuses on the key organisations that ESSPIN's activities have targeted at the state level - State Ministries of Education (SMoEs) and State Universal Basic Education Boards (SUBEBs). It examines the impact that ESSPIN's support to state-level organisations has had at lower levels of the system, particularly on Local Government Education Authorities (LGEAs) and schools. It examines the transmission mechanisms between ESSPIN's activities at the state level and at the LGEA and school levels; as well as the linkages between the various outputs and pupils' learning outcomes.

The rest of this annex is structured as follows. Section C.2 presents and assesses the data sources for the state-level review. Section C.3 provides a summary of ESSPIN's state-level interventions and the roll-out process for the school improvement programme. In Section C.4, the achievements of the programme are assessed against the various log frame indicators. Section C.5 summarises the evidence in relation to the research questions for the wider study.

C.2   Data Sources

The main sources of information for the State Study were the ESSPIN state summary reports, Annual Review reports, 2014 and 2015 Self-Assessment reports, the second round of the ESSPIN Composite Survey (CS2) and other ESSPIN programme documents. Group discussions were also conducted with ESSPIN State Team Leaders and state representatives from Kano, Kwara and Lagos to supplement the evidence from the self-assessment and CS2.

ESSPIN programme documents and Annual Reviews

Various programme documents have provided valuable evidence for this study, particularly the state summary reports produced by ESSPIN state team leaders for the 2014 Annual Review. The state summaries provide information on activities and progress against ESSPIN's outputs, outcome and impact indicators, and also provide useful context on the political economy of the state. Other programme documents, including briefing notes, experience papers and monitoring and evaluations documents, were also reviewed. The 2014 annual review findings provided information on outputs.

The State Self-Assessment process

The self-assessment process was designed by ESSPIN to allow state governments to review key aspects of their performance in a participatory and integrated way. Current practice in each state is assessed against the benchmarks of the output indicators in ESSPIN's log frame.

The self-assessment process involves several steps. First, instruments are prepared based on the ESSPIN log frame. These include performance criteria that are used to assess state performance on each of the activities specified. The next step is the selection of a core team of state officials who meet in the states to gather and review the data and evidence for each sub-output indicator and dimension. A two-day workshop is then convened in Abuja for three states at a time, at which states officials, facilitated by 'independent' ESSPIN programme staff, meet to review evidence and rate their progress. States are rated based on whether they have 'Met'; 'Partially Met'; or 'Not Met' each

of the targets. A scoring system is applied with 2 points for each dimension agreed as 'met'; 1 point for those 'partially met'; and no points for any rated 'not met'.

On the first day of the workshops the participants are broken up into four inter-state groups, each corresponding to one of the four outputs – planning and budgeting, service delivery, community involvement and quality assurance. Once each group completes its self-assessment, all officials from each state reconvene in state groups to review and validate the scoring and evidence presented in the various output groups. At the end of the workshop each state collates a 'score sheet' with all the ratings, notes on evidence displayed, any outstanding issues, and comments on approaches required to improve performance in each dimension. Summary scores of each state and observations of the process are presented by the main facilitator at the end of the workshop. After the workshop, six draft state reports are prepared by ESSPIN and sent to states. Meetings are held in each state to check for any inaccuracies and provide further evidence where required. The final reports are then prepared and returned to the states to be used in the planning cycle.

The self-assessment reports provide a solid evidence base for assessing state capacity to perform various functions. The 2014 Self-Assessment Summation report, which reviewed the self-assessment process over the previous three years, notes that workshops have been well-organised and participant feedback has been positive. It states that the self-assessment approach provides a powerful planning tool for the measurement of qualitative change. The combination of several states in one workshop faciliates the sharing of ideas and practices. The process is also useful for informing senior managers about activities in other departments within the ministry or SUBEB, which is a rare occurrence at the state level.

However, the self-assessment process does have several limitations. It relies heavily on the collective views of the participants as to the extent to which the existence of documentation influences current practices. Evidence gathering is paper-based and multiple documents must be examined and assessed within a short space of time. In some cases, state representatives may not have sufficient expertise in the required sub-indicator area. State internal monitoring and QA systems do not yet produce documentation which could point to not just the existence of a unit or procedure, but also functionality and efficacy. The summation report also notes that the wording of some of the dimensions and performance criteria is imprecise and open to interpretation[18]; although this issue has been addressed to some extent as part of the revisions to the self-assessment instruments carried out in 2015.

Box 1   Observations on the 2015 self-assessment process

As part of the fieldwork for this study, the team participated in the 2015 self-assessment exercise, as silent observers. Our observations on the process are outlined below.

Most state participants appeared to have a grasp of the issues and an understanding of the scoring system. States arrived with large boxes of evidence, consisting of policy documents, guidelines, legislation, meeting notes and attendance lists, and even website URLs. However the existence of documentation does not always mean that it is used, or that systems and processes are functional, and so the exercise is dependent on the participants' assessment of the extent to which each document reflects or influences practice. In some cases the states put forward documentation that

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[18] This refers to the use of phrases like *"an acceptable standard"* and *"insufficiently focused"*.

was published or prepared several years ago and not updated since as evidence of an ongoing activity.

ESSPIN central-based staff and consultants are used as facilitators, as they are expected to be impartial and independent, but have sufficient expertise to be able to guide the discussions. Although group leaders were chosen from state representatives to document the scores and evidence, the process is driven by the facilitators and is painstakingly slow. For the most part, the facilitator would read out each dimension and criteria output, listen to each state take turns to present evidence of their progress, and make judgements on the extent to which each criteria had been met, in consultation with participants

The combination of three states in one workshop, and in inter-state output groups on day one of the workshop is expected to enable states to share ideas and practices. However, there did not appear to be much cross learning on day 1. Participants from each state did not really engage with the discussions of other states progress, and a lot of time was spent moving between groups to retrieve various pieces of evidence which were relevant to more than one output. The second day, where initial decisions of 'experts' in each sub-output group are challenged by state colleagues was more participatory. Given that each group is determined to score highly and out- perform the others, there was pressure to maximise scores, but in some cases ratings were judged to be too high.

The process would be more efficient if states took greater ownership of the process, for instance rating each other's evidence, and if each state brought four sets of evidence along to the self-assessment, one for each group. Furthermore, the logistics of the venue were not appropriate. Future workshops would be more efficient if break out rooms were provided for the various groups.

ESSPIN Composite Survey

The first and second rounds of the ESSPIN Composite Survey (CS1 and CS2) were conducted in 2012 and 2014. The aim was to assess the effects of ESSPIN's integrated School Improvement Programme (SIP), and to report on the quality of education in the six ESSPIN-supported states. The surveys collect data on five output indicators: teacher competence, head teacher effectiveness, school development planning, SBMC functionality, and inclusive practices in schools. They also assess one outcome indicator, school quality, and one impact indicator, pupil learning achievement. CS2 was conducted to provide data that could be compared with the first round of the Composite Survey to evaluate the extent of improvements in key indicators.[19]

It is worth highlighting several contextual points that are likely to have had an impact on trends in learning outcomes between CS1 and CS2. First, there have been rapid increases in pupil enrolment that are likely to have put a strain on schools' resources. The CS2 report notes that between 2009 and 2013, total enrolment across the six states increased by between 12% (comparing only schools

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[19] There are some differences in the samples of schools surveyed in CS1 and CS2. In addition, the roll out of the SIP has muddied the distinction between ESSPIN schools and non-ESSPIN schools, as acknowledged in the CS2 report. However, for our purposes, the findings of the two surveys are broadly comparable. Where there are specific issues related to the measurement of certain indicators (such as teachers' curriculum knowledge), these are mentioned in the body of the report.

listed in both rounds of the ASC) and 28% (comparing the totals from all schools listed in each census). This was driven largely by the three Northern states (see Table 11). Second, there have been ongoing security issues in the North-east and North-west of the country, which affects three programme states– Jigawa, Kano and Kaduna. Another factor to bear in mind when interpreting CS2's findings is that the duration and depth of ESSPIN's engagement has varied across the six states.

Table 11   Number of schools and enrolment in the 2009 and 2013 school censuses

State	2009		2013		Enrolment change (%)	Enrolment change (schools found in both censuses only, %)
	Number	Enrolment	Number	Enrolment		
Enugu	1188	237,548	2349	327,834	38.0	-23.7
Jigawa	1789	427,180	2157	584,037	36.7	18.5
Kaduna	3947	972,985	4223	1,151,876	18.4	16.2
Kano	4768	1,883,472	6467	2,591,175	37.6	18.1
Kwara	1448	199,604	1497	198,248	-0.7	-2.2
Lagos	986	388,577	1009	400,277	3.0	0.4
Total	14126	4,109,366	17,702	5,253,447	27.8	12.4

Note: Enrolment is for primary grades 1 to 6. The Enugu data for 2013 includes both public and private schools, as ESSPIN interventions have also covered some private (mission) schools; these schools were not captured in the 2009 census
Source: Cameron (2015).

C.3   Overview of ESSPIN State-level Interventions

C.3.1   State level functions in basic education

The responsibility for management and administration of basic education in Nigeria is shared across the three tiers of government - federal, state and local. The federal government is responsible for determining policy, setting national standards for the sector and maintaining the regulatory framework. State governments are primarily responsible for the delivery and management of education services, in collaboration with local governments (Jones et al 2014).

As is the case at the federal level, there are multiple government agencies involved in the management of education at the state level. The State Universal Basic Education Board (SUBEB) has primary responsibility for the management and delivery of basic education services, together with the SMoEs and LGEAs. In terms of the specific division of roles and responsibilities, there is a lack of clarity about who is responsible for what, and there is considerable overlap of functions, which contributes to an inefficient system of service delivery (Humphreys and Crawfurd 2014). State governments have autonomous budgets and can exercise discretion over the amount allocated to the education sector. State governments can also develop their own policies and legislation relating to basic education.

Table 1 (in the main report) presents a summary of the main functions and organisations with which ESSPIN interventions have engaged, at the Federal, State, Local Government and School/Community level. The table highlights both the horizontal linkages (activities related to functions performed by

the same organisation) and the vertical linkages by which actions at one level are supposed to reinforce actions at another (lower, i.e. nearer to the school) level.

C.3.2   The School Improvement Programme

ESSPIN's long-term impact goal is to contribute to better learning outcomes for children at the basic education level in its six programme states by strengthening the quality and sustainability of basic education delivered in schools; and supporting more children, including marginalised groups, to enrol in and attend schools (ESSPIN, 2015).

ESSPIN activities at the federal, state, LGA and school level are directed towards four main outputs, focused on school improvement in the focal states:

1.   Strengthened Federal Government Systems supporting states' implementation of school improvement;
2.   Increased capability of State and Local Governments for governance and management of basic education at State and LGEA levels;
3.   Strengthened capability of primary schools to provide improved learning outcomes; and
4.   Improved community participation in school improvement.

At the same time, DFIDN has pushed for the project to contribute to its headline target under its 2011-15 Operational Plan: an additional 800,000 children receiving education in Nigeria. In line with this, two of the three impact-level targets in the latest version of ESSPIN's logframe refer to school attendance and completion.

As part of its third output, ESSPIN aims to improve teachers' performance by providing and supporting the use of structured materials to enable teachers to deliver quality instruction; and to improve teachers' subject knowledge in literacy and numeracy. ESSPIN also provides leadership training to head teachers. The SIP typically works through a two-year programme of workshops and school visits, after which schools continue to receive support through a 'continuing school improvement' programme, which includes school visits from government officers. Schools also receive interventions under output 4, to support community involvement and inclusion through SBMCs. **Error! Reference source not found.** below illustrates ESSPIN's integrated approach to school improvement (ESSPIN, 2015).

An Integrated Approach to School Improvement

- Greater head teacher effectiveness
- Increased teacher competence
- Adoption of inclusive practices to meet the needs of all pupils
- Introduction of school development planning to improve provision for better learning outcomes
- Establishment of functional school based management

Data on school quality used to inform education planning

Effective planning and budgeting to support school improvement

Institutional capacity in States to deliver and sustain school improvement Services

Civil Society and government partnerships to strengthen voice and accountability

Source: LE Framework, ESSPIN (2015).

Some of the main reasons for low learning outcomes in basic education in Nigeria include the poor quality of pre-service and in-service teacher training, issues with teacher recruitment and deployment, delays in the disbursement of funds, and various barriers to access for poor, females and other disadvantaged groups. ESSPIN employs a multifaceted approach to address these challenges, working with multiple tiers of government across 5 pillars of its school improvement programme – greater head teacher effectiveness; increased teacher competence; adoption of inclusive practises to meet needs of all pupils; introduction of school development planning; and establishment of functional school based management committees.

These are not sufficient to achieve the desired outcomes, so improvements are also required in the management of the systems and processes for service delivery in education. ESSPIN provides targeted capacity development interventions to improve the management, oversight, systems and processes used by government in the delivery of basic education. The assumption underlying ESSPIN's approach is that **a successful pilot of the SIP model with clear results will ensure state buy-in and the allocation of the states' own resources to the roll out of the SIP.**

Technical Approach

ESSPIN's approach to school improvement is holistic, supporting change inside schools – by improving school management and teaching and learning in classrooms; and outside schools – by working with communities, states and local governments to help decision-makers to provide schools with resources and services to enable them to work better.

The approach also includes two complimentary strategies that were developed based on state needs and sector plans (Sanni, 2015).

- **The 'better teaching' approach seeks to improve numeracy and literacy.** In Kwara, the results of a Teacher Development Needs Assessment (TDNA), carried out by ESSPIN, were publicised and used as part of advocacy for change. ESSPIN is now supporting the state's 'Every Child Counts' initiative using the 'better teaching' approach to focus on increasing literacy and numeracy levels of teachers and pupils. This approach has been driven by the SSITs, who have developed high-quality structured lesson plans for literacy and numeracy which have been introduced in all state primary schools. These lesson plans guide the teacher through delivering lessons, simultaneously building teaching skills, and literacy and numeracy competence of both teachers and pupils.

- **The 'better leadership' approach is aimed at improving school leadership and management.** In the other five state – Jigawa, Kaduna, Kano, Lagos and eventually Enugu; ESSPIN has focused on improving the way in which schools are run, which in turn is expected to lead to improved learning achievement. This 'better leadership' approach focuses on communities and schools working together to plan school development, and strengthening the head teacher's leadership ability.

Outside Schools

To address external factors affecting school improvement, ESSPIN supports states on issues relating to teacher training and school improvement. ESSPIN helps states to review teacher compensation and career advancement issues, and to develop plans to improve teacher training which are integrated into the MTSS. ESSPIN also involves SBMCs in school construction, management of ESSPIN school grants, the creation of school development plans and leveraging resources to implement these plans.

In Schools

The school improvement programme focuses on supporting schools to improve learning outcomes, and strengthening their capacity to manage change. Figure 4 below illustrates ESSPIN support to the various actors in the school improvement process.

Figure 4   School Improvement Process
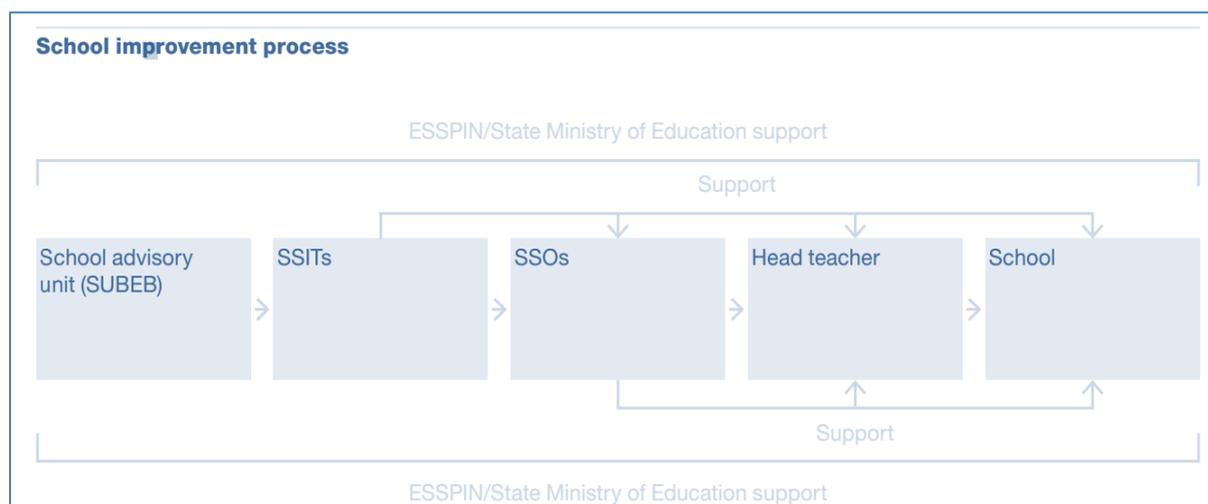
Source: ESSPIN Briefing note 3.1

The *School Services Department (SSD)* within the SUBEB is the school advisory service unit responsible for supporting school improvement. The SSD is supported by State School Improvement Teams (SSITs) and School Support Officers (SSOs).

State Quality Teams (SQTs) consist of senior government officials from the various education institutions who provide direction and oversight to school improvement. ESSPIN supports these teams to develop the skills needed to drive the SIP.

State School Improvement Teams (SSITs) have been established in all six states where ESSPIN works, and are responsible for delivering both the 'better teaching' and 'better leadership' approaches to the school improvement programs.

SSITs are made up of 20-50 people seconded from across the education sector, including lecturers from universities and teacher training colleges, head teachers and school inspectors. The selection process for the SSITs is reflective of ESSPIN's approach to engaging with the states. First, SSITs are recruited on merit through transparent processes, which serves as a credible example for recruitment of other staff in the sector. Second, the SSITs are made up of government employees who remain on the payroll, but are redeployed on a full-time basis to the SSIT for an initial two-year period. This sends a strong signal that the work of school improvement is an essential part of state responsibilities, and allows SSITs to speak and act on behalf of the state, which would not be the case if they were ESSPIN project staff.

Prior to ESSPIN's interventions, states had limited control over teacher training, beyond administrative functions; and in-service training was managed by tertiary academic institutions. SSITs are mainly responsible for delivering training. SSITs receive training from ESSPIN and in turn train SSOs to deliver training to teachers and head teachers on teaching skills for literacy and numeracy, and to head teachers on school leadership. SSITs receive professional development as practitioner-educators, which allows them to bring new perspectives to the school improvement process, and to tailor in-service training to specific state needs and school situations.

School Support Officers (SSOs) are LGEA staff who are responsible for providing advisory support to schools. Their numbers have grown rapidly as SIP processes have been expanded to all primary schools in the states (In Kano, for example, there are close to 800 of them to cover 5,700 primary

schools). SSO recruitment has largely been from the ranks of existing LGEA administrative staff and head teachers. Typically, an SSO may have responsibility for 6 – 8 schools. This means that, in large urban schools, they have to support large numbers of teachers.

SSOs are the key players in the implementation of school improvement planning in each school, particularly focusing on: (a) support to the head teacher in all their functions; (b) support to teachers in their classrooms; (c) reporting on the school's progress through monthly reports and contributions to the ASC; (d) holding regular cluster meetings with teachers/head teachers from their group of primary schools.

C.3.3   Roll-out of ESSPIN interventions

The SIP began in 2009/10 and has been scaled up in 2012/13 and 2013/14. 59% of schools in the six states had received ESSPIN support in 2013/14, and reports indicate that over 80,000 teachers had been reached between 2012 and 2014. The model for school support has also changed over the years. In the early phase of the project, ESSPIN staff trained State School Improvement Teams (SSITs) who in turn trained and supported teachers and head teachers. As the programme expanded, ESSPIN and SSITs trained School Support Officers (at the LGEA level) who in turn trained teachers and head teachers. These SSOs are less qualified than the SSITs and are not as well trained. (Cameron, 2015).

The roll-out process is described in detail in the ESSPIN paper by Sanni (2015) – 'Taking School Improvement to Scale: the Education Sector Support Programme in Nigeria', and in various briefing notes. This section summarises some key aspects of the steps leading to roll out.

Understanding the Issues

Before the start of the SIP, a number of baseline studies were conducted to assess capacity, understand the issues, and provide an evidence base that ESSPIN could use to engage with state governments. The results of the 2010 ESSPIN baseline survey revealed a number of weakness in the system:

- A *Teacher Development Needs Assessment (TDNA)* test revealed that only a few teachers in the 6 states met the minimum knowledge and competency levels required to teach the primary curriculum, and lacked basic classroom skills. Furthermore, teachers were unable to perform other activities such as mentoring less experienced teachers, or leading school based professional development activities. In-service professional support to teachers is ad-hoc, with teachers selected on an ad-hoc basis for short workshops with little or no follow-up afterwards.

- A *head teacher survey* conducted in five states revealed that nearly two third of head teachers time were spent on activities unrelated to school management, and that there was little evidence of school development. It is not surprising therefore that little school improvement is taking place. Head teachers do not have the training or skills required to fulfil their management roles effectively, and those who do, lack the necessary resources. Furthermore, their low pay and benefits provide little incentive or motivation for improved performance.

- A *Monitoring Learning Achievement (MLA)* survey of learning outcomes of primary 2 and 4 students showed that learning achievement was poor in both mathematics and English Language in all states, and particularly in the Northern States.

- A *Classroom Observation study* showed that most learning was passive, and teaching was focused on the curriculum, not the children.

- A *Community Survey* showed that where school based management committees (SBMCs) existed they met infrequently; local government education committees were mostly dormant, and CSOs were considered to have a positive influence on schools and communities.

- *Institutional assessments* conducted in Kano and Kwara states in 2006 noted the poor management and organisation of the state education sector, with lack of clarity of roles, overlap of functions of the different actors, and ad hoc coordination arrangements for the various activities. Planning, budgeting and monitoring functions were weak. Where plans existed, these were 'wish-lists' which were not based on any supporting evidence, or assessment of resource availability. Where data was available, negative or potentially unpopular findings would often be withheld. The number and scale of planned activities often did not match budget allocations or releases. Supervisory officers at the State and LGEA levels who are supposed to provide support to schools lack clearly defined job specifications. (Packer and Oladimeji, 2006; Packer and Elumeze, 2006).

In summary, these studies highlighted that little teaching and learning was taking place, there were large numbers of out-of-school children, and education planning and management functions were weak. The studies pointed to weak human capacity as a major factor responsible for the failure of public schools, specifically poor school leadership and management, weak teacher competence and ineffective classroom teaching practises. Based on these, ESSPIN identified the following priority areas for action:

- Training and supporting head teachers to enable them to lead and manage their schools effectively.

- Providing support to head teachers, teachers and SSOs through training, consistent support and guidance on lesson preparation.

- Developing an improved model for in-service teacher training with focus on school – level activities.

- Developing functional school advisory and support services for school improvement.

- Improving capacity of state and local governments to manage basic education and to engage school communities.

Political Engagement with the states

ESSPIN's starting point for engagement with the states was to seek a common understanding of the scale of the problems, and how best to address them. As mentioned above, the first step in ESSPIN's institutional development process was analysis and diagnoses. Several baselines studies were conducted under the predecessor project to ESSPIN – Capacity for Universal Basic Education (CUBE) to support the design of the State Education Support Project (SESP). Further studies were also carried out by ESSPIN during its inception phase.

In the early years of the programme, ESSPIN used the results of the baseline studies to engage with key state officials, and obtain sign-off on the programme agenda. There was agreement by the states

that the current school model was not delivering required results, and acknowledgement of the need to change the system. These discussions also helped ESSPIN to identify relevant state institutions to work with. The State Universal Basic Education Board (SUBEB), which is responsible for management of basic education, was chosen as its principal institutional partner. The State Ministries of Education (SMoEs) were also engaged based on their policy, governance and oversight functions. Senior officials from various state institutions have now been selected to form Quality Management Teams (QMTs) tasked with managing the school improvement process at the state level.

In addition to building the capacity of key staff, ESSPIN's strategy was to work closely with policy makers – Commissioners, Permanent Secretaries, and SUBEB Chairs - who are responsible for key decisions relating to state education planning and expenditure. ESSPIN worked with these senior officials through policy advice, study visits, retreats and policy workshops, focussing on three key areas of educational reform – leadership skills, regulatory and legal reform, and decentralisation, (ESSPIN, 2009).

ESSPIN supported the states in reviewing their existing policies and plans to ensure that these were tailored to address the reforms. Key members on the community – traditional and religious leaders, parent groups and community based organisations were also involved in discussions, which ensured smooth entry into communities and their participation in the programme agenda. Finally, ESSPIN committed to delivering quick wins through a school infrastructure project which involved the construction of water facilities, segregated toilets, meeting the needs of girls, and renovation of classrooms.

To demonstrate effective approaches to school improvement, ESSPIN proposed a pilot of the five school improvement pillars in selected schools and communities. The scale of the initial pilots was determined by the level of resources that each state was willing to commit. In Kwara, the poor results of the TDNA prompted the state to launch the programme in all public primary schools as part of a state-wide education reform known as 'Every Child Counts'. The other five states chose small pilots in a few schools that were selected on the basis of geographical coverage, disadvantage and administrative clusters. In the case of Enugu, the pilot LGA was that of the then State Governor. A total of 2,314 schools (referred to as Phase 1 or Pilot schools) were selected for the pilot phase across the six states.

A key part of ESSPIN's political engagement was advocacy for resources - using the positive results from the pilot to persuade states to use their own resources to scale-up the school improvement programme and take responsibility for its delivery. ESSPIN supported states to secure suitable funding. The first point of call was the state's annual education budget, but there are limited resources, and the release of funds is political, so only three states (Kano, Jigawa and Lagos) were able to secure state funding. Federal funding was sourced from the component of the UBEC-Intervention Fund that is earmarked for Teacher Professional Development, which UBEC approved for funding of the school improvement programme in ESSPIN partner states. Three northern states (Kano, Kaduna and Jigawa) were also able to secure funding from the Global Partnership for Education (GPE).

In total, about N4.39 billion or £17.2 million of government resources were leveraged for the scale up between 2012 and 2014; and 10,509 schools were covered in phase 2 by September 2014. Furthermore, the ESSPIN SBMC development model was adopted by the Universal Basic Education Commission (UBEC) in 2014 and rolled out to all 36 states, funded by up to $6 million of UBECs own resources till date. The 2014 Annual Review also notes that the budget release rate for 2013 was

62.7% for the six ESSPIN states, compared with a 2012 figure of 38%; and an average baseline of 50%.

The key elements of ESSPIN's approach to engaging with the states over the course of the programme are summarised below:

- Using Pilots - ESSPIN used evidence from the pilots to persuade states to scale-up the SIP using their own resources. This ia a fundamental aspect of its approach.

- Working within existing state priorities and programmes and in line with the mandates of state institutions. In Kwara state, the 'Every Child Counts' campaign, spearheaded by the Commissioner for Education, provided an anchor for ESSPIN's reforms. In the other states, learning outcome benchmarks[20] for literacy and numeracy were developed, and will provide a basis for assessing the outcomes of ESSPIN's interventions. Learning benchmarks reflect the states' commitment to parents and pupils about what schools will deliver in terms of pupils' learning outcomes.

- Working closely with civil servants– to collectively identify problems and develop solutions; and through the State School Improvement Teams (SSITs)

- Engaging politicians – ESSPIN convenes quarterly meetings of SUBEB Chairs and Education Commissioners from the six States in Abuja to provide a forum for debate, support knowledge transfer between states, review progress on the SIP and to pave the way for the state governments to take responsibility for resourcing the scale up of the SIP.

- Leveraging political connections - for instance, the Governor of Kwara was formerly in the Ministry of Economic Planning, and is very interested in evidence based policy making.

- Supporting states to develop cost-proposals and to leverage resources for basic education.

C.3.4 Building State and Local Governments' Institutional Capacity

ESSPIN's work in the area of institutional and organisational development is covered by Output 2 of its log frame. ESSPIN's support to capacity development at the state level includes strengthening systems for monitoring and tracking public spending, strengthening the links between education plans and budget allocations, and strengthening institutional capacity to support schools through systematic organisational development (ESSPIN LE Framework, 2015).

The key interventions are listed below:

- Establishment of State School Improvement Teams (SSITs);

- Support to the Planning and Budgeting process, focused particularly on the development of the annual Medium Term Sector Strategy (MTSS), Departmental Work Plans (DWPs), the annual budget, and the Annual Sector Performance Report (AESPR);

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[20] Learning Outcome benchmarks are simple understandable guides that set out what a child is expected to achieve by the end of each primary grade. They help to set consistent standards in schools across the state, and provide teachers, head teachers and school support officers with simple tools for assessing pupil's progress. They are also useful measures of impact for the programmes, as well as for key policy makers within government.

- Support to the Quality Assurance Board

- Support to monitoring and evaluation, including to the Education Management Information System (EMIS), particularly for Annual School Censuses (ASCs);

- Support to SUBEBs to establish SBMCs, including through training to Social Mobilisation Officers (SMOs) and support to Departments of Social Mobilisation.

Support to Planning and budgeting

Nigerian states have education policies and strategies, but these may not result in detailed work plans and budgets partly because states lack adequate data for planning. Public Financial Management reforms by the Federal Government require states to produce annual budgets based on three-year rolling Medium Term Sector Strategies (MTSS). The MTSS is a three-year rolling operational plan for education for the state which sets out activities, timeframes and costs.

ESSPIN's has been supporting states to establish a strategic planning framework for education, to collect relevant data and information for planning, and to establish annual planning and budgeting cycles that are linked to the MTSS.

Table 12   ESSPIN Support to Planning and Budgeting

Output 2.1: Support to Planning and Budgeting		
	Sub-output	Key Activities
2.1.1	Evidence-based plans developed and integrated between state, LGEA & school	Support to development of the Medium Term Sector Strategies (MTSS), LGEA action plans, and developing capacity of SUBEBs and LGEAs to use evidence from lower-level plans (in their planning and budgeting processes
2.1.2	Appropriate budget management systems for efficient service delivery in place	Support the roll-out and use of Departmental Work Plans (DWPs) by MDAs.]
2.1.3	Monitoring & Evaluation units and systems established in SUBEBs and SMoEs	Facilitate creation of M&E units, providing training, and developing capacity of staff to lead on production of annual sector reviews and reports including AESPR.
2.1.4	Functional EMIS and Annual School Census cycle established	Support the establishment of functional State EMIS committees and systems, including training personnel and supporting the Annual School Census and School Inspection reports processes.
2.1.5	Strengthen organisations (MoE, SUBEB, LGEAs) to manage service delivery more effectively	Support the development of strategic plans, service charters, and corporate vision and mission statements.

Source: 2014 ESSPIN Summary Self-Assessment Reports.

Support to Service Delivery

ESSPIN has provided support to four main service delivery functions to ensure quality service delivery in basic education – human resource management, financial management, procurement and supplies, and political engagement.

Table 13   ESSPIN Support to Service Delivery

Output 2.2: Support to Service Delivery		
	Sub-output	Key Activities
2.2.1	Strengthen human resource development & management systems at state and local government levels	Support MoE and SUBEB in undertaking reviews- of functions, HR systems and processes and performance management systems; organisational restructuring; and workforce and establishment planning.
2.2.2	Strengthen financial management systems and processes for efficiency & effectiveness	Support the development of financial management systems, payroll management and audit systems, budget tracking and financial reporting, and internal control systems.
2.2.3	Strengthen procurement and supplies management processes and systems	Support the development of fit-for-purpose infrastructural designs and prototypes; standardised procurement practises, and improved supervision of construction projects through community involvement.
2.2.4	Undertake political engagement to win support for institutional reforms and school improvement programme	Engage political leadership – Commissioners, SUBEB Chairs, State House of Assembly, LGEA Chairmen to get commitment for implementation of school improvement programme, and mobilise resources.

Source: 2014 ESSPIN Summary Self-Assessment Reports.

Support to Quality Assurance

ESSPIN supports the states to move from disjointed school improvement systems that check whether schools are complying with laws, regulations and procedures, to quality assurance systems that support schools to deliver quality education and learning opportunities. Quality Assurance (QA) teams make recommendations for school improvement while school support services carry out those recommendations. States have been supported to develop legislation and guidelines for quality assurance in line with federal systems, and capacity of state inspectors has been built through training on writing reports, assignment of tasks, mentoring and development of work routines.

Table 14   ESSPIN Support to Quality Assurance

Output 2.3: Support to Quality Assurance		
	Sub-output	Key Activities
2.3.1	Build capacity to plan and budget for quality assurance programmes	Support the establishment of school improvement targets and incorporation of these targets into the MTSS by States; and aggregation and analysis of school development plans.
2.3.2	Quality Assurance (QA) programme for schools established and maintained	Support the development of effective QA systems and policies and linking of these systems with the school improvement programme and state planning and budgeting processes.

| 2.3.3 | School support and teacher advisory service established and operative | Facilitate resource allocation to school services in the MTSS, development of job descriptions focused on school improvement, and providing training for relevant personnel |

Source: 2014 ESSPIN Summary Self-Assessment Reports.

Support to Community Involvement and School Based Management

Active support from parents, communities, employers and the media to schools can result in significant improvements in the quality of teaching and learning, school environments and children's' environments and access to education. ESSPIN supports parents and communities to improve school governance and demand accountability from education service providers.

ESSPIN works with CSOs and local governments to mobilise and train communities in school management. Communities are encouraged to set up SBMCs through advocacy visits and community meetings. Mass media is also used to inform and sensitize communities and their rights, roles and responsibilities. ESSPIN works with state governments to set up mechanisms for consulting communities, and with federal government agencies to leverage resources for replication of these community participation practices across the country. ESSPIN also supports state governments to establish SBMCs, to develop guidelines and policies for their operations, and produce training materials and deliver training. States are also encouraged to take ownership of SBMCs and to include these in MTSS plans and budgets.

Table 15   ESSPIN Support to Community Involvement and School Based Management

Output 2.4: Community Involvement		
	Sub-output	Key Activities
2.4.1	Strengthen capacity of LGEAs to support schools	Support establishment of communications function of LGEA Social Mobilisation Departments/Units, and consultative planning processes including stakeholder participation
2.4.2	Strengthen capacity of CSOs to hold duty-bearers accountable	Engagement with civil society groups to develop priority areas for political engagement on accountability issues, and giving a voice to disadvantaged groups in the planning process.

Source: 2014 ESSPIN Summary Self-Assessment Reports.

C.4   Findings

C.4.1   ESSPIN's Results Chain

ESSPIN expects to contribute to better learning outcomes for children of basic education school age in the six programme states, by strengthening the quality and sustainability of basic education, and supporting more children to enrol in and attend primary and junior secondary schools. ESSPIN's support to governments, schools, communities and hard-to-reach groups is expected to contribute to improved quality and access to equitable and sustainable basic education through the following intermediate outcomes:

- Improvements in the capacity of government institutions; this should increase understanding of the need for reform and increase government ownership and commitment to improving learning for children.

- Improvements in teachers' skills, which strengthens their understanding of their role in improving children's learning; and boosts their morale, attendance, quality of work and engagement. Trained teachers are expected to share their knowledge with their colleagues.

- Head teachers receive training and understand their role in improving children's learning. As a result, they actively monitor, manage and improve the quality of learning in schools by developing teachers' skills and engaging with classroom practises.

- SBMCs receive training, understand their roles and are able to work effectively with head teachers and teachers to oversee school governance on behalf of the community. Head teachers and SBMCs work to identify and address barriers to enrolment and retention, which encourages increased enrolment, and eventually leads to more inclusive schools.

- Integrated planning mechanisms ensure that school needs are identified and properly funded. School needs are identified and communicated to LGEAs through school development plans. LGEA plans are developed based on SDPs and feed into state annual plans and budgets. SSO and SMO reports provide data which allow states to understand the development needs of schools and monitor school quality, as well as evidence of the impact of the SIP model, which ultimately results in improved state funding of the SIP roll out.

- Strong partnerships improve the quality of learning. When government understanding of quality issues and ability to influence learning outcomes increases, they demand more action and accountability from schools staff.

- Finally, evidence of the success of the SIP's model of change will result in improved state funding, which together with improved state capacity to manage basic education, will ensure that school improvement becomes sustainable.

Figure 5   ESSPIN Results Chain

Activities/Sub-outputs				
Working with Schools	Working with communities and civil society	Working with state and local governments	Working with Federal Government	*Political Engagement

Outputs			
Improving schools in focus states	Inclusion in schools and communities	Helping states and local governments to delivery school improvement	Strengthening natural systems that support school improvement.

Outcome		
Better quality schools in focus states	Focus state government funds and systems used effectively to improve schools	Other states adopt best education practise.

Impact	
More children achieve basic literacy and numeracy	More children, especially girls participate in and complete basic education.

Source: Authors Adaption of ESSPIN's Results Chain (ESSPIN, 2015).

C.4.2   Assessing Progress – Institutional Capacity for governance and management of basic education

ESSPIN's work in the area of institutional and organisational development is covered by Output 2 of its log frame. This comprises four sub-output indicators: planning and budgeting, service delivery, quality assurance, and community involvement. The 2014 Annual Review reports that all four targets and milestones were met or exceeded, with variation across the states and the various sub-outputs. Scoring on output 2 was based exclusively on the self-assessment. The report also notes that although elements of planning, HR, finance and QA systems are in place and functional, they are not yet linking sufficiently to each other.

Table 16   2014 Annual Review Scoring- Capability of State and Local Governments for Governance and Management of Basic Education

Indicator(s) (All State and LGEA levels)	Milestones (July 2014 Baseline)	Progress (June 2014 Actuals)
2.1 Quality of strategic and operational planning & budgeting, budget execution, performance monitoring and reporting	A	A
2.2 Quality of service delivery systems and processes	B	A
2.3 Quality of school support and quality assurance services	B	A
2.4 Level / quality of engagement with communities on school improvement	B	A
Source: ESSPIN 2014 Annual Review		

The rest of this section reviews and analyses the work undertaken by ESSPIN to build the capacity of state government officials in various activities/intervention areas against the outputs, outcomes and impact indicators in its log frame. It is based on evidence from the 2014 and 2015 Self-Assessment exercises. The redesign of the self-assessment rating system for 2015 involved some raising of the performance bar, as well as changes to weights and assessment criteria. One change is an increased emphasis on linking plans to budgets. As a result of these changes in methodology the ratings (summarised in Annex D) are not comparable between 2014 and 2015.

Support to the planning and budgeting process

The 2014 self-assessment synthesis report noted significant improvement across all states over the period since 2012 against the measured criteria. Most of the dimensions of the sub-output planning and budgeting were 'met' by 2014, compared with a substantial number of 'partially met' ratings in 2012.

States were reported to have made much progress since 2012 in preparing and producing plans – such as MTSS, DWPs and LGEA action plans; in training personnel; and in establishing units to take plans forward. Although the individual elements of the planning process were reported to be in place and functional, it is not clear that these improvements have translated into changes at the school level, such as timeliness of school funding and staff deployment patterns. The unpredictability of budget releases continued to pose a challenge to effective service delivery. Recent studies have noted weak budget execution at the state level especially for non-recurrent spending, due to weak financial management systems and processes, uncertain revenues, and poor accountability in resource management (Nwoko, 2015; Jones, 2015, Gershberg et al, 2015; Bennell 2007; Hinchliffe, 2002). According to SPARC (2015) less than 50% of the education capital budget was released on average between 2004 and 2013 across the ESSPIN-supported states.[21]

The self-assessments noted that there are weak management links between the various levels of the system - school, LGA, and state. In addition, it is unclear how much scope there is for certain processes and documents - strategic plans, service charters, and corporate mission and vision statements – to influence service delivery in practice. Furthermore, where staff have received specialised training, high staff turnover could pose a threat to the effectiveness of newly-created units and processes, and sustainability beyond the lifespan of ESSPIN.

Several areas of action have been identified to address these issues. These include ensuring that the MTSS is reflected in the state annual budget and that DWPs are used as a basis for budget releases;

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[21] Data for Kwara is not available since SPARC is not working in that state.

continuing to build capacity of SUBEBs and LGEAs to use lower-level plans (LGEA action plans and school development plans) in their planning and budgeting; and engaging in advocacy and high-level political engagement to secure commitment to funding for basic education

The revised criteria used in 2015 placed more weight on the translation of plans into action, resulting in the lowering of the rating on this sub-indicator from A to B in Kwara, Kano, and Jigawa, and from A to C in Enugu. Only in Lagos and Kaduna was an A rating maintained. In most states, M&E units existed and the EMIS was functional but the number of staff trained to use and maintain these systems was small and concentrated at state level. The shortfalls in state revenue during 2015 contributed to difficulties in implementing budgets. The 2015 Self-Assessments noted that in all states, the main weaknesses in capacity to manage service delivery were at the LGEA level.

Support to Service Delivery

Improvements in HR management require changes at several stages, from a review of organisational functions to the introduction of HR management reforms and improvements in performance management systems. In 2014 most states had met the criteria for the review of organisational functions and HR management reforms, particularly in the SUBEBs, which have received the most attention from ESSPIN. Some state governments are implementing their own performance management systems which prevents state ministries from adopting the ESSPIN approach.

Recent state-wide payroll reforms and other SPARC-led support have contributed to improvements in financial management, which ESSPIN is supporting. Although all states provided evidence of stronger procurement systems and processes, there is some uncertainty about whether the specified prototypes and procurement rules are actually being adopted in practice.

ESSPIN's relations with political leadership in the states have improved, despite differences in the personalities and priorities of the various political appointees. This has been partly underpinned by the important role played by ESSPIN's State-level teams post 2012. This was noted as presenting opportunities to focus on increased engagement with LGA chairs to improve their commitment to providing resources for school improvement.

The 2015 self-assessment using more demanding criteria for this indicator resulted in ratings falling from A to C in Enugu and from A to B in Kaduna, Kano and Jigawa, while staying at A in Lagos and B in Kwara. This rating reflected that key managements systems were in place, but were not being fully used.

Support to Quality Assurance

Most states have demonstrated progress in building capacity to plan and budget for QA programmes. This includes setting budgetary school improvement targets based on census data, using ISD techniques (Integrated School Development), incorporating these targets into the MTSS, and using state working groups, consisting of SSOs and SSITs, to help achieve those targets.

However, progress in improving the quality of 'School Development Plans' has been slower, and there is evidence of limited capacity to develop, aggregate and analyse these plans by LGEA desk-officers, QA inspectors and evaluators and head teachers. Institutional support for effective QA systems, policies and frameworks has also been strengthened, although funding and staffing remain inadequate.

There remains a need to strengthen the links between the QA systems and other elements of the SIP; as well as the state planning, budgeting and M&E processes. One aspect of this would be to incorporate QA data obtained from QA and SSO reports into the EMIS to complement the ASC data.

There is evidence of progress by many states in providing training and professional development to staff in data collection, analysis and management; and in supporting teachers and schools.

As with other indicators, the QA ratings for 2015 reflected a situation where systems were in place but not fully implemented. Even in Kaduna, which was rated as strongest against these criteria, concerns were noted about a lack of linkages between QA repots and school improvement planning.

Support to Community Involvement and the establishment of SBMCs

This sub-output showed the most improvement in 2014, with four out of six states achieving maximum ratings for this indicator. SUBEB Social Mobilisation Departments have strengthened the capacity of their LGEA counterparts to support schools. Most states presented evidence that there are mechanisms for engagement and stakeholder participation in the planning process.

ESSPIN has supported the establishment of SBMCs and improvements in functionality. Community support as demonstrated by significant resource mobilisation. ESSPIN asserts that the improved functionality of SBMCs has led to increased enrolment and reduced drop-out rates for children, greater focus on child protection issues, and increased involvement of parents in school activities.

For 2015, against more rigorous criteria, community involvement was rated only at C in Kwara (because of a lack of effective community involvement in planning and budgeting, and of CSOs in budget tracking). Other states were ranked at B or low A (Lagos), again reflecting limitations on the effective involvement of communities, despite outreach efforts.

Inclusive education

The 2015 Self-assessment introduced a new sub-indicator on Inclusive Education. Enugu, Lagos, Kaduna and Kwara were given A ratings on this, reflecting evidence of implementation of inclusive education policies. In both Kano and Jigawa progress had been made in developing policies, but more action was required to increase awareness and to ensure effective budgeting and planning is taking place to address the needs of excluded groups.

State-level results

A comparison of self –assessment scores from 2012 to 2014 by state show progress across most of the indicators for all states. The 2014 Annual Review reports that all four targets and milestones were met or exceeded, with some variation across the states and sub-outputs. Lagos, Kaduna, Kano and Jigawa scored A in 2014 across all the sub-indicators. This represented a significant improvement from 2012, when these states scored a mix of B's and C's. Enugu scored C on quality assessment, while Kwara scored B on service delivery. All other sub-output indicators scored A. The application of more rigorous assessment criteria in 2015 did not change the overall rankings of performance (with Kaduna, Jigawa and Lagos the best performers, followed by Kano and Kwara with Enugu lagging the others) but increased the spread of scores.

The variation between states may be explained by a number of factors, including the initial capacity of state institutions and organisations, the timing and extent of ESSPIN interventions, the level of

political engagement and commitment to the SIP, the availability of funds, state-led reforms, and activities of other development partners.

ESSPIN state summary reports also provide some details on capacity building efforts at the state level.

- In **Lagos State,** all four capacity development sub-outputs scored A in the 2014 self-assessment. ESSPIN's state summary report credits the support and participation of an engaged and proactive SUBEB chair with this progress. The state budget release rate is 75%, one of the strongest performers.

- ESSPIN's support in **Kwara** coincided with leadership of a strong reform-minded Commissioner for Education who was implementing state-level reforms through the 'Every Child Counts' policy. The policy focused on improving teacher quality and school inspection, greater accountability, and stronger institutions. These changes were facilitated by amendments to the legal framework, marked by the introduction of the Education Policy Law in 2010 and amended laws for SUBEB, Teachers Service Council (TSC) and State Agency for Mass Education (SAME). ESSPIN reports significant progress in Kwara. All four indicator targets have been achieved. State policies on teacher development, deployment, inclusive education and QA have been developed, finalised and disseminated. The state government is committed to prompt payment of the counterpart fund, which is now a regular part of the state budget. This is supported by the SUBEB's ability to regularly access funds from the UBE IF. The MDG intervention fund has also been leveraged. New institutional arrangements have clarified the roles and responsibilities of individuals and offices, including SSOs, SSITs and SMOs. The planning and budgeting process is now evidence-based, using information from the ASC, AESPR and DWPs.

- In **Kaduna State,** all four indicator targets were fully met in 2014. LGA planning officials are now involved in strategic planning, and can prepare LGA action plans. Although organisational restructuring documents have been adopted, the SUBEB still experiences challenges with aligning staff and budgets to new structures, and releasing funds to LGAs. ESSPIN has a cordial relationship with key stakeholders in the education sector. Institutional and organizational reforms have reached advanced stages, and there are strong policies – including on QA, SBMCs, Almajiris, Inclusive Education, and Teacher education policies - which set the framework for implementation. The state has taken ownership of the SIP, with plans to extend the program from the initial 165 pilot schools to 4,225 schools. However funding remains a challenge. The state is dependent on UBEC's Teacher Professional Development Funds, and there were no releases from the state's annual budget for the SIP, contrary to state-level plans. This has meant that the roll-out has to be phased even further. ESSPIN is supporting the state to leverage other funds, including from the Global Partnership on Education (GPE), with a view to accessing US$20m over 3 years to support school improvement.

- A number of other development partners are also supporting the government of Kaduna. SPARC's public finance interventions with central government MDAs have created an enabling environment for ESSPIN's interventions. SAVI's work with the State Assembly has supported the passage of key legislature and policy, and improved accountability through budget tracking.

- In **Jigawa state**, all four indicator targets were met or exceeded. The SUBEB has a dynamic chair who has been leading the school improvement work. 33 SSIT members have been

trained to conduct training for head teachers, teachers and SSOs, and to develop lesson notes. The capacity of state officers to produce the MTSS, AESPR and ASC independently has been built. SSOs have received training to support teachers and head teachers. Roughly 2,000 head teachers have been trained on school management, and 4,500 teachers have received training on literacy, numeracy and pedagogy. SSOs also contribute to the development of School and LGA reports which feed into state M&E reports. They are viewed as critical to the sustainability of the SIP in Jigawa.

- ESSPIN has been supporting **Enugu State** since 2010. The capacity of state-level staff (SSITs, QA Evaluators, SUBEB Social Mobilisation Officers, EMIS and M&E teams) has been developed in areas including planning and budgeting, policy development, data management, data collection, professional development of teachers and head teachers, community mobilisation, M&E, and quality assurance of schools. However, Enugu has lagged behind the other states in its self-assessment ratings. Furthermore, the application of more rigorous criteria in 2015 points to a very wide gap in performance compared to the other states particularly in relation to planning and budgeting and service delivery.

- ESSPIN has supported **Kano State** through capacity development on various fronts, including planning and management (Departmental Work Plans, Annual School Census, LGEA Action Plan and database, School Development Plans), quality assurance, IQTEs, community mobilisation and learner participation, and training for SSITS, SSOs, head teachers and teachers. Kano's self-assessment ratings have improved steadily between 2012 and 2014.

Challenges and Lessons Learnt

State level scores on the 2014 criteria are high, and it appears that most states have established and functional systems and processes for effective planning, human resource management, and financial management. Lower scores for analysis and aggregation of school development plans indicate weaker capacity at the LGEA level. The greater emphasis on effective implementation (compared to the existence of systems) in the 2015 self-assessment explains the lower ratings, together with the intensifying fiscal problems during the year which militated against effective budget implementaton.

SUBEBs appear to have made the most progress in establishing progress, largely because they have received more support from ESSPIN, and also because they have more freedom to adopt ESSPIN-led reforms (e.g. organisational restructuring as a result of functional review), compared to SMOEs which are guided or bound by state-wide reform processes.

Other state-led reforms, as well as work by SPARC on payroll management, budget tracking, financial reporting, and internal control systems may be contributing to improvements in these areas – though Kwara was one of the stronger performers in these areas despite the lack of a SPARC programme in the state.

Key issues relating to integration and linkages of systems persist, in some cases due to weak administrative capacity, poor internal communication and insufficient resources; but also possibly linked to ESSPIN's silo approach of the different outputs working with different MDAs, and units. These issues are discussed in some detail below.

Internal integration and efficiency of systems is low. Key processes are dependent on each other, and delays in a given output can throw the whole system of balance. For example, when departmental work plans are late, they cannot be used to back up budget releases. Similarly, delays in conducting the ASC mean that the EMIS will be not be updated for use in the planning cycle.

Greater integration is required: between the outputs and correspondingly between various departments within the SUBEB, as well as between the various levels of government. Horizontal and vertical linkages between the various systems are also weak. QA units are not collaborating effectively with EMIS units, and so SSO and SMO reports are not fully integrated into the EMIS, or used by SSITs. The links between the different levels of the school improvement programme are also weak, but the weakest link appears to be the LGEAs, as was strongly emphasised in the 2015 Self-Assessments.

Ideally, LGEAS should aggregate and analyse school development plans, which can then feed into LGEA action plans and eventually into the SUBEB MTSS and annual budget. However staff appear to have limited capacity to perform these functions, and LGEAs often cite insufficient resources as reasons for non-performance. It is also worth exploring the mechanisms by which school development plans are expected to result in improved planning and budgeting for school improvement, and whether this is the most efficient process, given institutional and capacity constraints.

C.4.3   Assessing Progress – School Improvement

The SIP is aimed at creating better learning for all children by improving the quality of schools. In this section, we review ESSPIN's efforts to support schools and communities; by strengthening the capability of primary schools to provide improved learning outcomes, and improving community participation in school improvement. Progress in school improvement can be measured in terms of the number or percentage of: schools using School Development Plans, head teachers operating effectively, teachers delivering competent lessons, schools with functioning SBMCs, and SBMCs reflecting the concerns of women.

The ESSPIN Composite survey examined a wide range of indicators at the teacher, head teacher, school-based management committee, and pupil levels, in an attempt to understand whether schools were getting better over time across the six states, whether ESSPIN schools were doing better than non-ESSPIN schools, and whether schools with more ESSPIN interventions during the relevant period were improving faster than non-ESSPIN schools. The results of indicators relating to school improvement are summarised below:

- **School development planning** is improving over time and is much better in ESSPIN schools than in other schools.

- **Head teacher effectiveness -** Less than 20% of head teachers in all schools met the standards for effectiveness, and there have been no improvements over time in non-ESSPIN schools. However head teachers in ESSPIN schools are more effective than those in other schools, and continue to improve over time.

- **Teacher Competence -** The proportion of teachers meeting ESSPIN standards for teacher competence did not change significantly between 2012 and 2014. Teachers own knowledge of maths and English are often weak. On average teachers scored less than 50% in English questions set at level P2 and above, and they struggled with basic concepts for teaching literacy and in writing. However, there were improvements in the use of teaching aids and for use of praise and reprimands during lessons. ESSPIN-trained teachers are more competent and are improving faster than those in other schools, but teachers in non-ESSPIN schools show no sign of improvement.

- **School Based Management Committees (SBMCs)** – Functionality of SBMCs is better in 2014 than in 2012, and SBMCs are improving over time. SBMCs in ESSPIN schools are much better and improved more quickly over time than those in non-ESSPIN schools. Similarly, SBMCs in ESSPIN schools were more likely to be inclusive of women and children than those in non-ESSPIN schools.

- **School quality**: There was a significant increase in the proportion of schools which met the overall school quality standards, from 3% to 10%. 30% of ESSPIN schools met these standards, compared to only 1% of non-ESSPIN schools. Schools which received more ESSPIN interventions between 2012 and 2014 improved faster than schools which received less. The estimated number of children attending good quality schools rose by 450,000; of which 90% were in ESSPIN schools.

- **Pupil learning –** The results of numeracy and English literacy tests conducted for pupils in grade 2 and 4 indicate that learning outcomes are worsening over time, albeit more slowly in ESSPIN schools. Children in ESSPIN schools have significantly better results than those in non-ESSPIN schools, even after controlling for state and school characteristics.

State School Improvement Teams (SSITs)

According to ESSPIN, SSITs are now regarded by senior ministry officials as a credible and essential resource for school improvement and teacher development; and feedback from schools, LGEAs and communities indicate that SSITs have had positive impact.

In Kwara state, which has adopted the 'better teaching' approach focused on improved literacy and numeracy; 7,602 teachers, Head teachers and assistants, 370 School Support Officers (SSOs), and 16 Heads of Quality Assurance units have been trained on literacy and numeracy skills and use of lesson plans. SSITs have developed high-quality structured lesson plans which have been rolled out to all primary schools within the state. These lesson plans provide teachers with guidance on lesson delivery, as well as improving teacher competence in literacy and numeracy. SSITs also support schools to ensure that this training is being implemented in classrooms. Furthermore, SSOs have been trained on school administration, leadership and management; as well as school based tasks such as the use of teaching aids, classroom management and pupil assessment. SSOs have in turn trained head teachers on the same areas.

SSITs have reached over 4,000 SSOs, head teachers, teachers in Jigawa, Kaduna, Kano and Lagos through a mix of workshops and in-school support aimed at improving head teachers' leadership and management capabilities. SSITs build capacity of head teachers and SBMCs in financial planning and management practices, through the development of school improvement plans. They also support head teachers in promoting better teaching and learning standards in schools.

SSITs are also working to convince states of the need for small school grants- which will enable head teachers and SBMCs implement their leadership training and to make decisions based on activities in the school development plans. The Lagos SUBEB has now budgeted for direct funds to schools, although disbursement in contingent on full functionality of all SBMCs within the state.

State-level results

The CS2 State level reports provide details of state-level results and context. Key points are summarised below.

- **Kwara** State was the only one to pilot the SIP in all state schools in phase 1 (2009/10). All schools received head teacher and teacher training, but SBMC and participation training was only given to selected schools. Overall the results for Kwara are quite mixed. There is no significant change in the level of teacher competence or head teacher effectiveness between 2012 and 2014. This could be due to the fact that teaching and leadership training was conducted between 2009 and 2011, and not sustained afterwards, and so any improvements may have occurred before CS1, but not between CS1 and CS2. However, the results showed significant improvements in SBMC functionality and the inclusiveness of women and children in SBMCs.

- The first phase of the ESSPIN model in **Jigawa** began in 2009/10, with scale ups to two more groups of schools in 2012/13 and 2013/12. By the time CS2 was conducted in 2014, 48% of Jigawa schools had received at least one year of ESSPIN support, and it was expected that these schools would improve more than the others and bring up the state average. The indicators for schools, teachers and head teachers which received more ESSPIN interventions tend to be higher than those who didn't, as was expected. However, overall, there was little evidence of change in average standards within Jigawa's schools between CS1 and CS2, implying that schools capability to provide improved learning outcomes remained stagnant. Recent conflict in Jigawa and in the region, the ensuing displacement of people from neighbouring states may be have hindered educational improvement.

- The results in **Kano** are similar. A small number of schools benefitted from a pilot programme between 2009/10 and 2010/11, and in 2013/14 all schools including initial pilot schools were brought into full coverage of ESSPIN. Thus it is hard to conclude what ESSPIN's impact has been given how recent the interventions took place. The CS2 analysis assumes that interventions in 2013/14 were too recent to have had impact at the time of the survey, and so compares initial pilot schools with other schools. Although pilot schools generally performed better than late entry schools, this did not translate to an improvement in learning outcomes for pilot schools. Kano has also experienced ongoing conflict which could have impacted on educational achievement, State-wide increases in enrolment between 2009/10 and 2013/14 may have put pressure on school inputs, and adversely affected teaching ability and learning outcomes.

- In **Kaduna,** there has been little change in school standards between CS1 and CS2. Head teacher standards and children's inclusion in SBMCs have improved, but teacher competence and pupil learning results have fallen significantly, and inclusiveness has fallen but not statistically significantly so. Around a quarter of schools in Kaduna benefitted from ESSPIN support by the time of the CS2 survey, and these schools were expected to improve more than others and bring up the state average. However, the absence of improvement implies schools capability to provide learning outcomes remained stagnant. Kaduna has ongoing conflict and violence which could have hindered educational improvement. There has also been a large increase in pupil enrolment by more than 50% in the state which puts pressure on available resources. These larger class sizes and stagnant inputs might explain the lack of improvements in teacher competence and the fall in pupils learning outcomes. The lack of political will of the immediate past administration also negatively impacted the flow of funds in recent years.

- The results from **Enugu** are more positive. Across the state, there are significant improvements in the indicators for teacher competence, school planning, inclusiveness, SBMC functionality and inclusiveness of women and children, overall school quality and learning outcomes. ESSPIN schools were significantly higher performing in terms of these

indicators than schools which received no intervention, but these results could not be directly attributed to ESSPIN's work with schools. Instead they could be as a result of other state-wide processes such as state-led reforms, ESSPIN's work with state and LGAs, or increased parental support for schooling. School quality in ESSPIN schools appears to be either stagnating, or declining between 2012 and 2014. This could be because these schools were already doing very well before the intervention, and it is difficult to raise standards further in relatively higher-performing schools. However the decline in school quality has not impacted negatively on learning outcomes.

- All the public primary schools in **Lagos** state have benefitted from the ESSPIN programme at some point since it began in 2009/10. Overall Lagos schools have improved across most of the areas. There were improvements in head teacher effectiveness, school development planning, school inclusiveness of women and children, SBMC functionality, school quality and pupil learning. However there was no significant improvement in the average levels of teacher competence, but teachers who have received ESSPIN training are more competent than those who have not, and the levels of competence improved with more training. Furthermore schools which had benefitted from more years of ESSPIN support did not improve did not improve more, or faster than schools which entered the programme more recently. It could be that there are diminishing returns to school improvement, and that initial gains in quality are quicker and easier to achieve.

C.4.4 Evidence Emerging

This study has examined the effectiveness of ESSPIN's support to states in building capacity to fund and manage basic education, to improve the quality of basic education, and to improve access to and inclusivity of basic education. We conclude by summarising the emerging evidence with respect to the main research questions.

Effectiveness of ESSPIN's capacity building activities at the state level

The key functions of the state with regards to management of basic education include – policy, planning and budgeting; school improvement; monitoring and evaluation (EMIS); quality assurance; and social mobilisation. ESSPIN's school improvement program seeks to implement an integrated multifaceted approach that combines core school improvement interventions with targeted capacity building to improve the management, oversight, systems and processes used by government in the delivery of basic education. This capacity building support has been in four main areas – planning and budgeting, quality assurance, service delivery, establishment of SBMCs.

The 2014 Annual Review reports that targets in all four areas of capacity building (Output 2) had been met or exceeded, based on scoring of self-assessment data. The elements of planning and budgeting, HR, financial management and QA systems are in place. Budget and planning systems have been strengthened; organisation functions have been reviewed and human resource management reforms are being implemented particularly in SUBEBs. Progress has been made in strengthening the systems, policies and frameworks for improved Quality Assurance. Staff have received training on data collection and management, as well as support to teachers and schools.

ESSPIN has supported the establishment of SBMCs and improvements in functionality, and report that this has resulted in increased enrolment and reduced drop-out rates for children, greater focus on child protection issues, and increased involvement of parents in school activities. Progress appears to be strongest in SUBEBs who have received the most support from ESSPIN, perhaps

because they have more freedom to adopt ESSPIN-led reforms compared to SMOEs which are guided or bound by state-wide reform processes. Other state-level reforms such as payroll management, budget tracking, financial reporting, and internal control systems; and SPARC interventions in some states are responsible in part for some of this progress.

Most of the state officials who were interviewed during the state self-assessment exercise believed that as a result of ESSPIN's support, state systems for planning, budgeting and M&E were strong, and could be operated autonomously. They say that this is because systems have been strengthened, key policy documents are being produced and utilised, capacity of sufficient officers has been built, and newly acquired skills and knowledge are being used on a daily basis. A state official from Kwara notes that "Technical capacity of officers is now sufficient to carry out activities effectively, given a strong political will and government commitment to sustainability and improved funding."

However, there is evidence that these systems are not yet functioning effectively, and greater internal integration is required between the various departments within SUBEB (and corresponding outputs and sub-outputs), and between various levels of government. Strengthened planning and budgeting systems have not been accompanied by improved budget execution, and budget releases are often delayed, and do not match the approved budget. School Development plans prepared by schools should be incorporated into LGA action plans, which ultimately feed into the MTSS. However, the LGA appears to be a weak link in the results chain- so there is need to strengthen the capacity of LGA officers to analyse and integrate these School Development Plans. It will be important to explore the mechanisms by which school development plans are expected to result in improved planning and budgeting for school improvement, and whether this is the most efficient process, given institutional and capacity constraints.

The variation in levels of performance and effectiveness of ESSPIN's capacity development activities between states may be explained by a number of factors, including initial capacity of state institutions and organisations; timing and extent of ESSPIN interventions, level of political engagement and commitment to the SIP, availability of funds, state-led reforms, and activities of other development partners.

State ownership is crucial to the success and sustainability of the school improvement programme. Political will is required to leverage funds for the roll-out phase, and to commit to sustaining and implementing the institutions, systems, processes, policies and frameworks which have been developed with ESSPIN's support.   ESSPIN's engagement strategy appears to be effective – political engagement with key stakeholders and decision makers, combined with working within established institutions and with government staff to implement the various interventions.

Annex D   State Self–Assessment Scores: 2012-2015[22]

Enugu

SUB-INDICATOR	2012 Raw score	Band	2013 Raw score	Band	2014 Raw score	Band	2015** Raw score	Band
2.1 Planning/ Budgeting	17	C	18	C	28	A	16	C
2.2 Service Delivery	5	D	13	C	25	A	9	C
2.3 Quality Assurance	7	C	9	C	11	C	10	B
2.4 Community Involvement	1	D	5	C	8	B	7	B
2.5 Inclusive Education							10	A
Total	30		45		76	B	52	C

(Source: 2014 Self- Assessment Synthesis Report, 2015 State Self-Assessment Reports)

Lagos

SUB-INDICATOR	2012 Raw score	Band	2013 Raw score	Band	2014 Raw score	Band	2015** Raw score	Band
2.1 Planning/ Budgeting	22	B	34	A	33	A	33	A
2.2 Service Delivery	23	B	26	A	29	A	23	A
2.3 Quality Assurance	12	C	20	A	22	A	13	B
2.4 Community Involvement	7	B	10	A	10	A	9	A
2.5 Inclusive Education					8	B	9	A
Total	62		90		94	A	78	B

(Source: 2014 Self- Assessment Synthesis Report, 2015 State Self-Assessment Reports)

Kwara

SUB-INDICATOR	2012 Raw score	Band	2013 Raw score	Band	2014 Raw score	Band	2015** Raw score	Band
2.1 Planning/ Budgeting	22	B	30	A	34	A	27	B
2.2 Service Delivery	16	C	22	B	23	B	18	B
2.3 Quality Assurance	16	B	18	B	23	A	13	B
2.4 Community Involvement	4	C	10	A	10	A	7	C
2.5 Inclusive Education					7	A	9	A
Total	60		80		83	A	73	B

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[22] The redesign of the self-assessment rating system for 2015 involved some raising of the performance bar, as well as changes to weights and assessment criteria. One change is an increased emphasis on linking plans to budgets. As a result of these changes in methodology the ratings for 2012-14 and those for 2015 are not comparable.

Kaduna

SUB-INDICATOR	2012 Raw score	Band	2013 Raw score	Band	2014 Raw score	Band	2015** Raw score	Band
2.1 Planning/ Budgeting	17	C	32	A	35	A	38	A
2.2 Service Delivery	16	C	23	B	26	A	17	B
2.3 Quality Assurance	12	C	20	A	21	A	15	A
2.4 Community Involvement	5	C	8	B	10	A	8	B
2.5 Inclusive Education					10	A	10	A
Total	50		83		102	A	88	B

Kano

SUB-INDICATOR	2012 Raw score	Band	2013 Raw score	Band	2014 Raw score	Band	2015** Raw score	Band
2.1 Planning/ Budgeting	11	C	20	B	32	A	32	B
2.2 Service Delivery	17	B	20	B	25	A	19	B
2.3 Quality Assurance	9	C	14	B	21	A	14	A
2.4 Community Involvement	5	C	5	C	10	A	8	B
2.5 Inclusive Education					5	B	7	B
Total	40		59		88	A	74	B

Jigawa

SUB-INDICATOR	2012 Raw score	Band	2013 Raw score	Band	2014 Raw score	Band	2015** Raw score	Band
2.1 Planning/ Budgeting	19	B	32	B	32	A	30	B
2.2 Service Delivery	15	C	25	B	25	A	17	B
2.3 Quality Assurance	9	C	22	B	21	C	12	B
2.4 Community Involvement	4	C	10	B	10	B	8	B
2.5 Inclusive Education					5	B	8	B
Total	47		89		93	A	84	B

Conversion Table – Scores to Bands, 2012-4

2.1 Planning/Budgeting		2.2 Service Delivery		2.3 Quality Assurance		2.4 Community Involvement	
Band A	28-36	Band A	25-32	Band A	19-24	Band A	9-10
Band B	19- 27	Band B	17-24	Band B	13-18	Band B	6-8
Band C	10-18	Band C	9-16	Band C	7-12	Band C	3-5
Band D	0-9	Band D	0-8	Band D	0-6	Band D	0-2

Conversion Table – Scores to Bands, 2015

2.1 Planning/Budgeting		2.2 Service Delivery		2.3 Quality Assurance		2.4 Community Involvement, 2.5 Inclusive Education	
Band A	33-40	Band A	23-28	Band A	14-16	Band A	9-10
Band B	25-32	Band B	16-22	Band B	10-13	Band B	6-8
Band C	13-14	Band C	9-15	Band C	6-9	Band C	3-5
Band D	0-12	Band D	0-8	Band D	0-5	Band D	0-2

Annex E   Instruments used for LGEA and school-level studies

D.1   LGEA officials

All:

What ESSPIN-related training have you received? What skills have you developed? What resulting changes in practice can you identify?

What **evidence** is there of increased levels of LGEA understanding of planning and implementation **which is attributable to ESSPIN**?

For the Head of Unit of:

PRS: What do you now do differently in the areas of MTSS, budget planning and allocation processes, M&E, etc.
What is the **evidence** of this?

HR: What do you now do differently in the areas of functional reviews, HR systems and performance management?
What is the **evidence** for this?
What is the **evidence** of them motivating personnel towards higher levels of performance?

SM: Please describe how the LGEA engages with CSOs in the development of SBMCs.
What has **changed** in the way you now operate?
What do you now do differently to assess the **effectiveness** of SBMCs and their related CSOs?
[There is a separate sheet with more detailed questions for SMOs]

SS: What has **changed** in the way your SSOs now operate?
What do you now do differently to assess the **effectiveness** of SSOs?
[There is a separate sheet with detailed questions for SSOs]

All:

As a result of ESSPIN training, how have planning and implementation skills been incorporated into the normal functioning of the LGEA? Please give examples.

How does the LGEA now engage with school development planning? Please give examples.

How have these new planning and implementation skills influenced the ways in which schools operate?
How are schools doing better?
What **evidence** is there of **significant** changes in school performance?

How strong are these new ways of doing business at the LGEA?
Will these changes – at the LGEA and in schools – last? Why/not?

What other elements of capacity development are needed to deliver high quality schooling for young people?

D.2   Group Interview Questions: School Improvement Teams

Please tell me about your School Development Plan (SDP).

Please tell me about the School Improvement Team (SIT):

- How do you become a member of the SIT?
- How often does it meet?
- What does the SIT do?
- How does it go about implementing the SDP?
- How does it operate (e.g. open discussion)?

What are you doing about planning and implementing change in your school?

What **evidence** is there that your School Development Plan (SDP) has made a difference to the performance of teachers and the quality of teaching in your school?

What **evidence** is there that your School Development Plan (SDP) is making a difference in your school in relation to:

- student enrolment
- student retention
- inclusivity
- how children are learning
- results

What **evidence** is there that your School Development Plan (SDP) is making a difference to the experience of female pupils in your school?

Will these changes last? Why/not?
What problems have you had planning and implementing these changes?
What would make it easier to make these changes?

What are the SIT's main priorities for improving the quality of education in your school over the next five years?

D.3   School Support Officers

How did you become an SSO?
What experience did you bring to the job?

How, if at all, has your role changed as ESSPIN generated ideas have been introduced?
Have you received additional ESSPIN-training?

What do you do in an average week in school term?
What are the products or outcomes of your work?
Who do you report to?   In what form?

To what extent is the introduction of SDP/SIT making a difference to the performance of schools?
Please give examples.

What mechanisms exist for responding to problems in schools?
Please give examples.

Please talk about your role as cluster leader or convenor.

What are the schools' perceptions of ESSPIN related change?
What are the schools' perceptions of the SSOs' role?

What difference does your work make to the quality of pupils' learning?

What problems do you have doing your job effectively?
What else, if anything, is needed to help you do your job more effectively?

D.4   Social Mobilisation Officers

How did you become an SMO?
What experience did you bring to the job?

How, if at all, has your role changed as ESSPIN generated ideas have been introduced?
Have you received additional ESSPIN-related training?

What do you do in an average week in school term?
What are the products or outcomes of your work?
Who do you report to? In what form?

Please tell me about your work with:
- SBMCs
- Civil Society Organisations (CSOs)
- the wider community

What do you do to increase student enrolment and retention in relation to:
- all pupils
- female pupils

What do you do to increase inclusivity in relation to:
- all pupils
- female pupils

What are the communities' perceptions of ESSPIN-related change?
What are the communities' perceptions of the SMOs' role?

What problems do you have doing your job effectively?
What else, if anything, is needed to help you do your job more effectively?

D.5   Head teachers

Please tell me what you know about the ESSPIN programme.
What have you learned about ESSPIN from your LGEA?
What support for school planning do you get from the LGEA? What support is ESSPIN related?
What support do you get from your SSO? What support is ESSPIN related?

Please tell me about your School Development Plan (SDP).
[Note: If possible, obtain a copy of the SDP]

Please tell me about your School Improvement Team (SIT):

- What is your role as head teacher on the SIT?
- How is the SBMC represented on the SIT?
- Who (else) is on the SIT and how do you become a member of the SIT?
- How often does it meet?
- What does the SIT do?
- How does it go about implementing the SDP?
- How does it function (e.g. open discussion)?

What changes are being made now in your school?

What **evidence** is there that your School Development Plan (SDP) has made a difference to the performance of teachers and the quality of teaching in your school?
How do you report teacher performance to the LGEA?

What **evidence** is there that your School Development Plan (SDP) is making a difference in your school in relation to:

- student enrolment
- student retention
- inclusivity
- student learning
- results

What **evidence** is there that your School Development Plan (SDP) is making a difference to the experience of female pupils in your school?

How are these changes monitored and evaluated?
Will these changes last? Why/not?
What problems have you had planning and implementing these changes in your school?
What would make it easier to make these changes in your school?

What **evidence** is there that your SBMC is doing things differently as a result of these innovations?

What are your main priorities for improving the quality of education in your school over the next five years?

D.6   SBMC chairs

Please tell me what you know about the ESSPIN programme.
What have you learned about ESSPIN from your Social Mobilisation Officer?
What support do you get from your Social Mobilisation Officer and your associated Civil Society Organisation?

Please tell me what you know about the School Development Plan (SDP).

How, if at all, are you involved in implementing the SDP?

What **evidence** is there that your School Development Plan (SDP) has made a difference to the performance of teachers and the quality of teaching in your school?

What **evidence** is there that your School Development Plan (SDP) is making a difference in the school in relation to:

- student enrolment
- student retention
- inclusivity
- how children are learning
- results

What **evidence** is there that your School Development Plan (SDP) is making a difference to the experience of female pupils in your school?

Will these changes last? Why/not?

What **evidence** is there of your head teacher and/or SIT doing things differently as a result of these innovations?

Annex F   Case Study Summaries: Kano and Kwara States

n.b. (O) refers to Organisational change; (I) refers to Individual change

LGEAs

What has been done?

- Education Secretaries have benefitted from ESSPIN training in areas including: strategic planning and management skills, ICT, report writing, school environmental health and pedagogy of literacy/numeracy (O/I).
- LGEA Heads of Units have benefitted from training in areas including: strategic planning, budgeting and planning, ICT, report writing, data collection and storage (PRS), teacher training, teacher welfare and child centred learning (O/I).
- EMIS (Education Management Information System) Units have been created within the PRS (O)
- The ASC (Annual School Census) has been introduced (O).
- M&E (Monitoring and Evaluation) Units have been established within units in some LGEAs (O).
- PRS has lost responsibility for LGEA budgeting (to SUBEBs) (O).

What capacity has been built?

LGEAs report better working practices and working better as a result of their training:

- LGEA Units are able to develop action plans (O).
- Budgets and expenditure are better managed (O/I): "*Apart from budget preparation, the department was not carried along on any implementation in the past. But with the strategic plans, since they are now part of the planning, they follow implementation to the letter… In the past, the boss imposed on you and you knew nothing about it since there was no previous training. With the plan now, everything is scheduled, what to do and at what time, making them to have a focus, unlike before when the signal comes from above*" (Head of PRS Unit).
- Improved capacity for M&E through creation of trained M&E units within units (O/I).
- PRS Units now handle and present data more effectively making it easier to identify school needs (O).
- Better record keeping makes it easier to identify numbers of vulnerable and disabled pupils and drop out rates (O).
- Better record keeping makes it easier to track teachers, e.g. records are kept of their subject specialisms, literacy and numeracy teachers are not transferred to other schools unless replaced and recommendation letters for outstanding teachers are recorded and retrievable (O).
- PM Units work with teachers and non-teaching staff to improve their efficiency (O/I).
- Collection of reports simplified (O).

Additionally:

- PRS Units use ESSPIN expertise and funds to improve school facilities (O).
- Development of Kano Teaching Skills Programme (O/I).
- PRS Units provide forms for SDP generation and PM Units support head teachers to prepare SDPs through School Self Evaluations (O/I).
- School calendars have been synchronized so all schools start examinations at the same time and follow the same examination timetable (O).
- Communication between units within the LGEA is stronger because of the training and organisational skills developed by all units (O).
- LGEA staff are more serious and dedicated to their work (O/I).
- The autonomy of LGEA staff has improved (O/I): "…..*through this, my colleagues in this office have been very cooperative to the extent that even as Education Secretary, if I am not in the office, everything still works well to the credit of team work inspired by ESSPIN* "(Education Secretary).

Importantly:

- Changes are becoming embedded (O/I): "*The new ideas brought by ESSPIN have already blended with the normal LGEA functions*" (Head of PRS Unit).
- There is potential for sustainability, e.g. it was reported that community engagement will be at a sufficient level to ensure continuation post-ESSPIN (O/I).

What constraints have been identified?

- The lack of teachers competent to teach core subjects and the lack of teachers in rural schools significantly limits the practical implementation of educational changes (O).
- Improved knowledge management systems highlight the problem of school overcrowding (O): "*The major problem in schools under my watch is inadequate personnel and this affects the learning of pupils... Sometimes, when you take a visit to school, you may be surprised pupils in Primary 2 and 3 are lumped together in one class, making the class non-conducive for learning*" (Head of PRS Unit).
- Financial support received from SUBEBs is not sufficient for running the LGEAs, e.g. providing support for staff and schools (O).
- The transfer of financial responsibilities to SUBEBs has resulted in finance departments becoming moribund and PM Units have to pass teacher welfare issues up to SUBEBs (O).
- Political influences have hindered the success of ESSPIN and threaten to hinder the sustainability of the programme (O/I): "*A [political appointee] is bothered with how to win votes and does not care if he destroys things around him*" (Head of PRS Unit).
- The potential benefits of ICT training are limited by a lack of equipment in schools, particularly (but not exclusively) rural schools (O).

What has been the role and commitment of stakeholders?

- SUBEBs are responsible for funding, hopefully against budget plans (O).
- LGEA staff have clear roles and responsibilities and are responding to them (O/I).
- LGEAs engage with SDPs through LG Chairpersons (O/I).

Social Mobility Units and SMOs

What has been done?

- Establishment of SBMCs in schools (O).
- Extensive and relevant ESSPIN training inputs, including: monitoring and mentoring SBMCs, child protection, community engagement and mobilisation, inclusive education, resource mobilisation and awareness raising (O/I).
- Establishment of Women's and Children's Committees in many schools (O).
- Development of appropriate forms for monitoring SBMC-related activities (O).
- SMOs trained to work with IQTE strand of primary schooling in Kano State (O/I).

What capacity has been built?

- The creation of SBMCs and regular meetings between SMOs, SBMCs, CSOs and head teachers have improved community engagement (O/I): "*The majority of work is within the communities, working with the head teachers, faith based organizations and the traditional leaders, supporting these key stakeholders on how to manage their schools and how to deal with the challenges their school is faced with*" (SMO).
- Training and planning has improved community-based involvement in educational activities (O).
- SMOs are engaged in welfare issues at school and community levels (O).
- The monitoring of infrastructure developments initiated by SBMCs has led to a clearer focus on school needs (O).
- Communities feel the school belongs to them and so feel more obligated and responsible for their schools (O/I).
- Wider community engagement has led to the increased access, enrolment and retention of pupils, especially female and disabled pupils (O/I).
- Greater potential for women's voices to be more clearly heard (O/I), e.g. one female SMO has been able to use her own educational background to argue for girls' enrolment in school: "*I always tell them that if I had not gone to school I would have been a maid in other peoples' houses*" (SMO).
- Wider social benefits, particularly relating to the enrolment and retention of female pupils, have been reported (O/I): "*Enrolment campaigns [and the] use of role models from other successful educated females, such as a one-time serving female chairman in the LGA, have caused some parents to provide education to the girl child. This has helped in eliminating street hawking and early marriage*" (Head of SM Unit).
- The re-enrolment of teenagers has been reported (O/I): "*A concept called 'second chance' exists in which teenagers who dropped out of school and were seen without hope of any education are enrolled back into school*" (Head of SM Unit).

What constraints have been identified?

- Transport issues, including insufficient transport allowances, limit SMO access to rural schools.
- The lack of computers and other equipment, as well as infrequent power, limits communication and record keeping.

What has been the role and commitment of stakeholders?

- SBMCs liaise with SMOs.
- Head teachers liaise with SMOs and report on the effectiveness of SBMCs.
- Communities are expected to contribute to the life of schools.

State School Improvement Teams, School Services Units and School Services Officers

What has been done?

- ESSPIN-developed aptitude tests and interviews used to select SSIT members (O).
- Comprehensive and rigorous training of SSOs, including: leadership, communication skills, writing SDPs and preparing school self evaluations, financial and policy management, report writing and improvising instructional materials by the use of low/no cost materials (O/I).
- More systematic approaches to school visits introduced (O).New and additional roles for some heads of unit in visiting schools (I).
- Change in approach to provision of support (O/I):"*We see ourselves as partners in progress unlike before when an SSO and LGEA SSO coordinator were regarded as police who witch-hunt head teachers and teachers"* (Head of School Services Unit).
- Introduction of SDPs (O).
- Introduction of PDMs (O).
- Creation of school clusters (O).
- Provision of educational and recreational equipment in some schools (O).

What capacity has been built?

- Training and improved relationships with schools, teachers and head teachers allow SSOs to make stronger contributions to key issues, including: teaching and learning, student enrolment and retention, inclusivity, improved results and the learning experiences of female pupils (O/I).
- Greater institutional and individual commitment (O/I): "*In the past, the [School Services] Unit was called a relaxation centre because there was no work to do but, on the contrary, now it is very busy and well engaged… The unit now has a vision and mission and a mandate that helps define the work"* (Head of School Services Unit).
- Relevant training and the use of SSEs lead to the clearer understanding and prioritisation of school needs (O).

- Better relationships between SSOs and schools lead to potentially better support and working practices, including the potential to properly support teachers and head teachers (O/I): "*In the past, the teachers feared them [SSOs] but now they respect them*" (SSO).
- Increased numbers of school visits and better quality supervision create the potential for better learning outcomes (O): "*Children have demonstrated better confidence levels following their involvement in the learning processes through the participatory teaching and learning methods*" (SSO).
- Sharing of best practice and skills across schools through school clusters (O/I).
- Improved reports on schools and clusters (O).
- SSIT school visits can lead to school needs being addressed more rapidly (O).

What constraints have been identified?

- Low knowledge and skill bases of some teachers, especially in the key areas of literacy and numeracy, and limited resources impact on the quality of teaching schools can offer (O/I).
- Lack of funding undermines the effectiveness of SDPs (O).
- Limited change of attitudes and/or expectations – from SSOs and/or schools – undermines the close engagement and interaction (O/I): "*[SSOs] can be referred to as the Law Enforcement Agents of the LGA in their inspection and monitoring… There should be an encouraging and cordial relationship between SSOs and the schools in their clusters as they often attack one another due to policing and inspecting role of the SSOs*" (Education Secretary).
- Some SSOs expect additional benefits for their increased workloads (I).
- Some teachers and head teachers are reluctant to engage in LGEA originated training because allowances are not always paid (O/I).
- A lack of formal evidence of participation in training sessions and capacity building workshops (e.g. certificates) can undermine head teacher and teacher motivation (O).
- Disciplinary structures can be weak and some teachers and head teachers are able to avoid disciplinary measures because of personal connections (O).
- Transport issues, including insufficient transport allowances, limit SSO access to rural schools (O).

What has been the role and commitment of stakeholders?

- SSITs are responsible for SSO training and the production of observation forms used in schools (O).
- Heads of School Services Units are responsible for the oversight of SSOs (O/I).
- SSOs are responsible for the improved quality of teaching, including the development of appropriate and supportive working relationships and applying sanctions where necessary (O/I).
- Head teachers are responsible for working with SSOs on School Self Evaluations (which lead to the development of SDPs) and for the supervision of teachers (O/I).
- Teachers are responsible for engaging in training and, when applicable, sharing best practice with colleagues in school (PDM) and other schools (clusters) (O/I).
- Parents are responsible for ensuring their children, particularly girls, attend school (I).

- All units in the LGEAs have a role to play either in the planning and/or the implementation of SDPs (O).
- LGEAs approve construction and renovation of school buildings (O).

Head Teachers

What has been done?

- Training in school-related issues: including: leadership, child protection, lesson planning, teaching and learning, school sanitation (O/I).
- Involved in PDMs (Professional Development Meetings) in schools (O/I).
- Preparation of SDPs and action plans (O/I).
- Given template for recording classroom observations (O).
- Engagement with traditional and religious leaders as part of the school community (I).
- Delegation of responsibilities to teachers (O/I).

What capacity has been built?

- Training and liaison with SSOs leads to better leadership and management (O/I).
- Improved supervision (O/I): "*Supervision is now done differently from how it was done previously. For example, before now, head teachers only relax in their offices for administrative responsibility; but now, head teachers and SSOs move around for supervision to ascertain if there are areas of weaknesses so as to strengthen it to improve the teaching and learning skills*" (Head teacher).
- Reports of improved teaching (O/I): "*Today, mathematics is no longer viewed as drilling but as an energiser that most pupils enjoy. In the past, a teacher will just will just say '2+2' and any pupil who do not know is punished*" (Head teacher).
- Some evidence of improved learning, e.g. pupils winning inter-school competitions (O/I).
- Enrolment of female pupils has increased and the quality of their learning has improved (O).
- Increased support for families with financial difficulties and children with special educational needs have been reported (O).
- Better reporting of teacher performance through APER (O/I).
- Improved support for teachers, e.g. constructive feedback given following classroom observations (O/I).
- Improvements in the professional behaviour of teachers have been reported (O/I).
- Disciplinary actions against teachers have been modified (O/I).
- Student punctuality improved (O).
- Identification and prioritisation of school needs through school self-evaluation (SSE) (O).
- Improved learning environments lead to greater enrolment and retention (O).
- Outreach activities, e.g. Women's and Children's Committees, lead to greater access and inclusivity (O).

What constraints have been identified?

- Limited resources and funding (O).
- Poor school infrastructure (O).
- Low salaries of head teachers and teachers are demotivating (O/I).
- Low skill bases of teachers, particularly in key areas of literacy and numeracy (O/I).
- Reluctance of teachers to engage in training, PDMs and cluster meetings (I).
- Limited engagement of SBMC (I).
- Political influences can limit the authority head teachers have over teachers (I).

What has been the role and function of stakeholders?

- Head teachers and teachers, with the support of SSOs and SBMCs, are responsible for improving the quality of education delivered in their schools (O/I).
- The preparation of School Self Evaluations is the responsibility of head teachers, teachers, SSOs and SBMCs and, in some cases, PTAs and Old Pupil Associations (O/I).
- Head teachers are responsible for liaising with SSOs, engaging with appropriate training, conducting School Self Evaluations and monitoring and supporting teachers. They have a responsibility for access and inclusivity issues and to ensure disadvantaged pupils, e.g. those from highly impoverished families or pupils with SEN, are properly supported (O/I).
- Some head teachers contribute to the work of the SSITs (O/I): "*SSIT members cannot work alone or may not understand anything about the school without the head teacher's compliance, because head teachers are the ones in the field*" (Head teacher).
- Teachers are responsible for engaging with appropriate training and sharing experience and knowledge with colleagues as appropriate (I).
- SSOs are responsible for training head teachers and teachers, working with head teachers to complete School Self Evaluations and for monitoring results (O/I).
- SBMCs help monitor results, undertake some classroom observations and may use their influence to raise funds for schools (O/I).
- LGEAs supply schools with instructional materials (e.g. text books) and basic resources (e.g. chalk). They occasionally provide financial support for the repair or development of school buildings (O).
- SUBEBs and LGEAs have a responsibility for the sustainability of change and improvement post-ESSPIN (O).

SBMCs

What has been done?

- SBMCs have been created in all schools and have appropriate ToRs, particularly focused on improving access to and continuing engagement in education of female pupils, pupils from impoverished backgrounds and pupils with special educational needs (O).
- Women's and Children's Committees have been established (O).
- SBMCs are engaged in SDP development, implementation and monitoring (O/I).
- SBMCs solicit funds and resources for infrastructure and renovation projects (O/I).
- SBMCs provide some teaching resources and support for pupils from impoverished families (O/I).

- CSOs are contracted to advise and support the development of SBMCs, particularly in relation to the effective use of funds (O).

What capacity has been built?

- Higher rates of access, engagement and retention have been reported for female pupils, pupils from impoverished backgrounds and pupils with SEN (O/I): "*Less privileged children are identified and supported to receive education… Female pupils have been given priority as was the case with a girl whose educational rights were withdrawn by the guardian*" (SBMC Chair).
- Improved teaching practices through the observation and monitoring of teachers by SBMC members (O/I): "*Before now, there was no supervision and teachers were relaxed about their duties. Nowadays, members of SBMC visit the school often to supervise the activities of teachers and pupils*" (SBMC Chair).
- Improved monitoring of donations to schools (O/I).
- Improved networks of formal and informal support for schools (I): "*With SBMC, schools can forward their requests to the highest office of Government*" (Head of SM Unit).
- Greater community involvement in the life of schools leading to greater investment from and self-reliance of the community (O/I): "*Just making the government, community and school understand that anybody can support education is a great work*" (SBMC Chair).

What constraints have been identified?

- Limited funding restricts the quality of education provided to pupils (O).
- Increased community funding could undermine government commitments to spending on schools (O).
- Some teachers remain resistant to change (I).
- Some SBMC members expect rewards for their participation (I).

What has been the role and function of stakeholders?

- SM Units are responsible for training, supporting and monitoring SBMCs (O).
- SBMCs are responsible for greater community engagement in and support for education, particularly increased access for girls, the impoverished and those with special educational needs (O).
- Head teachers need to work with SBMCs and respond to their advice and guidance (O/I).
- Teachers have a responsibility to respond to the advice and guidance of SBMCs (O/I).
- Communities need to be engaged with the work of SBMCs (O/I): "*Seeing them [Village and Ward Heads] in the school affairs, they will look like the second ESSPIN body, and things can move on*" (SBMC Chair).

Annex G   List of interviews at the Federal and State levels

Federal Ministry of Education

SBMC

- Mrs E.B. Omotowa – Director, Education Planning, Research and Development, FME

- Mrs L.I.C. Amaku – SBMC Schedule Officer

MLA

- Mr. Jide Odewale

- Mrs K.A.A Liman

QA

- Hajia Fatima Y. Ahmed – Director - Federal Quality Assurance Service, FEQAS

- Ekanem Edum

- Usman Amina S.

- Blue- Jack Essien Anwan I

Selection of state representatives at State Self- Assessment Workshops.

ESSPIN

- Kayode Sanni – National Programme Manager, ESSPIN

- Fatima Aboki - Lead Specialist Community Engagement and Learner Participation

- Pius Elumeze – Lead Specialist, National Systems and Institutional Development, ESSPIN

- John Kay – Lead Specialist, Education Quality, ESSPIN.

- State Team Leads