



Federal Ministry of Education

NIGERIA
2024 - 2027 Partnership Compact

**Pursuing an Inclusive and Transformative
Reform Agenda for
Accessible, Equitable and Inclusive
Foundational Learning**

July 2024

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List of Acronyms

ABEC	Accelerated Basic Education Curriculum
AF	Additional Financing
AGILE	Adolescent Girls Initiative for Learning and Empowerment
ASC	Annual School Census
BESDA	Better Education Service Delivery for All
BMGF	Bill & Melinda Gates Foundation
BMZ	German Federal Ministry for Economic Cooperation and Development
CRF	Consolidated Revenue Fund
CSO	Civil Society Organisation
CwD	Children with Disability
D/HH/DB	Deaf, Hard of Hearing, and DeafBlind
DIME	Development Impact Evaluation
ECCDE	Early Childhood Care and Development Education
ECD	Early Childhood Development
ECW-MYRP	Education Cannot Wait Multi-Year Resilience Programme
EGR	Early Grade Reading
EISS	Expand, Integrate and Strengthen Systems
EMIS	Education Management Information System
EU	European Union
EYE	Education and Youth Empowerment
FCDO	Foreign and Commonwealth Development Office
FCT	Federal Capital Territory
FLN	Foundational Literacy and Numeracy
FME	Federal Ministry of Education
GA	Grant Agent
GBV	Gender Based Violence
GEA	Girls Education Accelerator
GER	Gross Enrolment Rate
GPE	Global Partnership for Education
GPI	Gender Parity Index
HOPE	Human Capital Opportunity for Prosperity and Equity
IDA	International Development Association
IMF	International Monetary Fund
INGO	International Non-Governmental Organisation
IPF	Investment Project Financing
IQTE	Integrated Qur'anic Tsangaya Education
IsDB	Islamic Development Bank
ITAP	Independent Technical Advisory Panel
JCCE	Joint Consultative Committee on Education
JSR	Joint Sector Review
JSS	Junior Secondary School
KfW	Kreditanstalt für Wiederaufbau
LEARN	Leveraging Education Assistance Resources in Nigeria
LGEA	Local Government Education Authority
LGA	Local Government Authority
M&E	Monitoring and Evaluation
MDA	Ministry, Departments and Agencies
MICS	Multiple Indicator Cluster Survey

MLA	Monitoring Learning Achievements
MSP	Ministerial Sector Plan
MYRP	Multi-Year Resilience Programme
NALABE	National Assessment of Learning Achievement in Basic Education
NCCE	National Commission for Colleges of Education
NCE	National Council on Education
NEG	National Education Group
NEMIS	National Education Management Information System
NER	Net Enrolment Rate
NFLC	Non-Formal Learning Centre
INGO	International Non-Governmental Organisation
NFLC	Non-Formal Learning Centre
NPA	National Personnel Audit
OOSC	Out of School Children
OTL	Opportunities to Learn
PASEC	Programme d'Analyse des Systèmes Educatif de la CONFEMEN
PC	Partnership Compact
PDO	Programme Delivery Objective
PFA	Public Financial Analysis
PfR	Program for Results Financing
PLANE	Partnership for Learning for All in Nigeria
RANA	Reading and Numeracy Activity
SAME	State Agency for Mass Education
SBMC	School Based Management Committee
SCG	System Capacity Grant
SDG	Sustainable Development Goals
SEA	Sexual Exploitation and Abuse
SEG	State Education Group
SEMIS	State Education Management Information System
SGBV	Sexual and Gender-Based Violence
SILSA	Safe, Inclusive Learning and Skills for All
SSO	School Support Officers
STG	System Transformation Grant
SUBEB	State Universal Basic Education Board
TA	Technical Assistance
TaRL	Teaching at the Right Level
TESS	Transforming Education Systems in States
TLM	Teaching and Learning Material
ToC	Theory of Change
ToR	Terms of Reference
UBE	Universal Basic Education
UBEC	Universal Basic Education Commission
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
WASH	Water, Sanitation and Hygiene

1. Introduction

This Partnership Compact demonstrates the commitment of the Federal Government of Nigeria to the transformation of education by ensuring **accessible, equitable and inclusive foundational learning**. This Partnership Compact articulates how Nigeria intends to work with others around a priority reform with the potential to catalyse systemwide change.

The Partnership Compact has been developed through an inclusive, government-led, and evidence-based process which started with the setting up of a System Transformation Grant (STG) Task Team by the National Education Group (NEG)¹. The STG Task Team is chaired by the Federal Ministry of Education (FME) and co-chaired by USAID (the Coordinating Agent). Two consultants (a national and an international) were appointed to provide technical assistance to the STG Task Team.

The creation of this Partnership Compact was guided by the procedures outlined in the Global Partnership for Education (GPE) Compact Development Guidelines (January 2024). It began with the completion of the Initial Screening and Enabling Factors Analysis Templates. To address every question in the Initial Screening Template, the STG Task Team convened and consulted principal documents, including Education for Renewed Hope: Roadmap for the Nigerian Education Sector (2024-2027), the 10-year UBE Roadmap (2021-2030), National Budgets, National Personnel Audit (2022) and Education Management Information System (EMIS) reports. This was followed by the analysis of the enabling factors which was facilitated by the Enabling Factors Analysis template. The completed templates were reviewed and endorsed by the NEG before being submitted to the Global Partnership for Education (GPE) for review by the Independent Technical Advisory Panel (ITAP) in November 2023. The ITAP report was received in January 2024.

The Enabling Factors Analysis and ITAP review of the Enabling Factors Analysis prioritised the enabling factors as: High for Data and Evidence; Medium for Gender-Responsive Planning, Policy, and Monitoring; Medium for Sector Coordination; and High for Volume, Equity and Efficiency of Domestic Financing.

The second stage of the development of the Partnership Compact started with the selection of states to receive the STG funding. This was followed by two GPE facilitated workshops to develop Theories of Change (ToC) for the six selected states. The Partnership Compact was compiled based on these ToCs and was then subjected to a participatory review process before endorsement by the NEG (the Local Education Group of Nigeria).

The enabling factors analysis and the workshops identified **Accessible, Equitable and Inclusive Foundational Learning** as the prioritized policy reform area on which to focus the transformation of the Education Sector in Nigeria through the Partnership

¹ The STG Task Team has representatives from FME, EU-Delegation, FCDO, Save the Children, GPE, UNESCO, UNICEF, USAID, World Bank, Nigerian Governors' Forum, Civil Society Action Coalition for Education for All, and the two consultants (national and international).

Compact. This policy reform area has the following proposed outcomes: (1) Increased Access to Inclusive Learning Environments with Enhanced Safety and Sanitation Measures, (2) Improved Quality Inclusive Foundational Learning, and (3) Enhanced Quality Basic Education Delivery Systems.

This Partnership Compact presents a summary of the prioritized policy reform area. Chapter 2 presents a diagnosis of the education sector in the identified outcome areas and Chapter 3 summarises the Enabling Factors Analysis and the ITAP report. Chapter 4 presents the complementary activities of education partners and the current existing and potential funding from GPE. The Theory of Change (ToC) is presented in Chapter 5 with the proposed monitoring and evaluation of the ToC. The document concludes with a declaration of endorsement for the Partnership Compact by the Federal Ministry of Education (FME) and the NEG.

2. Priority Reform Overview

2.1 Introduction

The Federal Ministry of Education through ‘Education for Renewed Hope: Roadmap for the Nigerian Education Sector, 2024-2027’ has identified three priorities for the basic education sub-sector. These priorities are reducing the current numbers of out of school children, improving learning outcomes, especially in foundational literacy and numeracy, and enhancing basic education delivery systems. The Universal Basic Education Commission’s (UBEC) 10-Year Roadmap (2021—2030) provides an elaboration of this through the seven pillars it identified for the basic education sub-sector. The seven pillars are: access and equity, crisis and emergency in education, quality and learning outcomes, teacher quality and management, system strengthening, education financing and resourcing, and sector coordination, collaboration, and partnership. Consequently, the Partnership Compact will focus on the priority area of ‘Accessible, Equitable & Inclusive Foundational Learning’ for All Girls and Boys. The reform will be hinged on three priorities: (1) Increased Access to Inclusive Learning Environments with Enhanced Safety and Sanitation Measures; (2) Improved Quality Inclusive Foundational Learning; and (3) Enhanced Quality Basic Education Delivery System. This section provides the rationale for each of these priorities and the key strategies and activities for addressing them. It also explains how gender can be mainstreamed into the reform agenda as a crosscutting issue, not as a separate priority.

2.2 Increased Access to Inclusive Learning Environments with Enhanced Safety and Sanitation Measures

This priority area is expected to galvanize efforts at both the national and sub-national levels to address the Out of School Children (OOSC) challenge in the country, especially in states with the highest burden of OOSC such as Bauchi and Kebbi. Despite efforts by Nigeria and its partners, current data indicate that as many as 20 million school-age children and youths aged 5-18 may be out of school. Northern states (especially the Northeast and Northwest) bear the greatest burden of OOSC, with girls being in higher numbers than boys.

Children with disability (CwDs) are more likely not to enrol or drop out without completing the full course of primary or basic education. Children and youth in hard-to-reach places, and in rural and conflict prone areas are also in danger of not enrolling or dropping out soon after enrolling. Poverty is another marker of OOSC as children from poorer families are more likely to be out of school. Insecurity, which has recently manifested in attacks on schools and abduction of learners and teachers, especially in the Northern states, has aggravated an already bad situation leading to a loss of interest in schooling by both parents and learners due to fears of attacks and abductions. Some of the children currently defined as out of school in Nigeria include:

- (a) Girls—who are either never enrolled in school or withdrawn early from school for early marriage, domestic chores, or hawking (petty trade) on behalf

of their mother, among other reasons; (b) Almajiri children—who are pre-adolescent to early-teen learners who attend residential Islamic religious schools common throughout Northern Nigeria, that have only one curriculum, the Qur'an, and led by a teacher (Mallam) who is responsible for the learners. Learners are predominantly male, with many of them having been brought by their parents from other villages to the school, but urban spread has made it possible to have girls as learners, participating as day students and rarely going beyond the elementary grade of schooling. Learners are assessed only on their mastery of the Qur'an, so the Almajiri schools are classified as informal schools that fall outside the mainstream structure of education; (c) Children of nomadic pastoralists—whose itinerant lifestyle makes it difficult for them to participate in regular formal education; and (d) Internally displaced children—given the recent conflict in the North-East and the continued uncertain security situation in the region...²

Other characteristics of out-of-school children in all parts of the country include street children, orphaned and vulnerable children, children affected by extreme poverty and those involved in different forms of child labour such as hawking, farming, fishing, and transportation³. There is a growing concern that the OOSC phenomenon helps to fuel insurgency, banditry, and other forms of criminality as it creates a fertile ground for recruitment of uneducated and unskilled youths. There is therefore a need to create opportunities for 5 to 16 year old children to enrol, attend and complete basic education in formal schools or non-formal learning centres (including Integrated Qur'anic Tsangaya Education (IQTE) and Girls' Education centres). This is one of the key reforms to be pursued in the system transformation agenda. There is also a very poor learning environment with over 50% of public primary school children learning in bad classrooms, according to data from the Universal Basic Education Commission (UBEC) 2022 National Personnel Audit (NPA) Report⁴. The report also revealed that most primary school learners lack access to Water, Sanitation and Hygiene (WASH) facilities as 400 children share one toilet and access to furniture is poor as four learners share a piece of furniture in public primary schools. Similarly, school security has become a big challenge that the basic education sub-sector grapples with currently. The UBEC NPA report revealed that schools in all the nation's geo-political zones, more so in the Northeast and Northwest, suffered attacks. This makes urgent the need to improve security in schools for girls, boys, teachers and all members of the school communities. The learning environment problem is exacerbated by the factors of gender, location, and disability.

The causes of bottlenecks in access, especially in the northern states include negative attitudes to formal education due to socio-cultural reasons and preference for religious education, underfunding of the education sector which, in turn, could be responsible for poor infrastructure, shortage of qualified teachers, sub-optimal teaching and learning environment as well as paucity of teaching and learning materials. Access to education problems in the states could be solved if proactive steps are taken to extend

² The World Bank, 2017. Better Education Service Delivery for All Project Appraisal Document, pp. 35-26.

³ Universal Basic Education Commission, 2020. Report of Universal Basic Education National Personnel Audit, 2018.

⁴ Universal Basic Education Commission, National Personnel Audit Report, 2022.

learning opportunities to OOSC through second chance opportunities using the Accelerated Basic Education Curriculum (ABEC), mainstreaming learners who complete the ABEC into formal schools and ensuring that all 5 to 6 year old children have schools close by to enrol. Additionally, in 2022, UBEC developed a OOSC Framework aimed at providing evidence-based scalable models on what works in addressing OOSC challenge. For example, the ABEC has been used as a strategy to provide second chance opportunities for children and young people who missed out on basic education, e.g., in Adamawa, Borno and Yobe through the USAID-funded Opportunities to Learn (OTL) activity. The World Bank-assisted Better Education Service Delivery for All (BESDA) program used a combination of strategies including IQTE and girls education centres to extend basic education to OOS girls and boys in 17 states. The UBEC OOSC framework also makes provision for different disadvantaged groups including Almajiri, children of pastoralists, migrant fisherfolks, farmers, CwDs and girls and boys involved in hawking and other economic activities to benefit from basic education. States can adopt or adapt the already existing frameworks developed by these programmes to address the access to basic education issues they face.

The following is a list of proposed strategies from which states can select for implementation to increase access to basic education:

1. Renovation/construction of classrooms (including ECCDE) and teacher offices with special needs/disability considerations.
2. Construction of gender disaggregated sanitation, menstrual hygiene, and WASH facilities with focus on gender and special needs consideration.
3. Provision of furniture for learners and teachers.
4. Construction of perimeter fencing around schools and provision of security personnel in collaboration with SBMCs and community security networks.
5. Assessment of the status of the implementation of the safe school minimum standards in schools and address gaps based on school needs.
6. Development and implementation of clear policies, procedures and reporting mechanisms to address safety concerns, child friendly environments and promote learners wellbeing.
7. Implementation of anti-bullying and conflict resolution programmes in schools and development of co-constructed codes of conduct for each school body (SBMCs), Community Coalitions or Centre Committees.
8. Advocacy with community leaders to address the OOSC problem in affected communities as well enrolment drives and campaigns involving communities, parents, and learners.
9. School and community mapping to identify OOSC including Almajiri, girls and boys involved in economic activities, pastoralists boys, house girls, street boys and girls, migrant farmer and fisher children, etc.
10. Establishment of non-formal learning centres especially for girls (sometimes attached to formal schools).
11. Establishment (including staffing and furnishing) of new schools in under-served communities.

12. Establishment of ECCDE centres in collaboration with communities in areas of need.
13. Mainstreaming of OOSC children into formal schooling.
14. Recruitment of learning facilitators for non-formal learning centres.
15. Vocational and apprenticeship skills programmes within the Basic Education sector for older OOSC.

The federal level agencies such as the Federal Ministry of Education (FME) and the Universal Basic Education Commission (UBEC) will be expected to provide support to states that will ensure effective implementation of the options selected by states. The support to be provided by the federal to states include:

1. Inter-agency coordination of all efforts to bridge the access gap, e.g. with the newly established Almajiri Commission, National Commission for Persons with Disability, UBEC, and the National Commission for Nomadic Education.
2. Provision and review of minimum standards for new constructions and rehabilitation of school infrastructure and facilities.
3. Monitoring and quality assurance for school and non-formal learning centres infrastructure and provide feedback to states.
4. Provision and enforcement of guidelines for the establishment of schools and non-formal learning centres.
5. Document and share best practices from different donor, national and state initiatives with states for adoption or adaptation, e.g. on mainstreaming from non-formal learning centres to formal schools and working with proprietors of Qur'anic schools to integrate ABEC into the education of Almajiri boys.
6. Capacity building for relevant state level officers.
7. Facilitate national policy and framework changes and reviews that can fast track the achievement of the objectives of this reform area.
8. Provide technical assistance to states.

2.3 Improved Quality Inclusive Foundational Learning

This reform priority will focus on addressing the issues blocking optimal acquisition of foundational literacy and numeracy skills by Nigerian children. Recent statistics indicate that only 25 percent of children in the basic education age group are proficient in reading, with 39 million out of 52 million children aged 6-14 unable to read age-appropriate text⁵. Table 1 provides a snapshot of performance in the 2022 National Assessment of Learning Achievements in Basic Education (NALABE) tests conducted by the Universal Basic Education Commission with the support of UNICEF for Grades 3 and 5 in English and Mathematics. It shows that a great majority of learners are unable to master grade level literacy and numeracy skills at the end of Grade 3 or Grade 5 going by the low proportion of learners who met proficiency standards at 31.76% for Grade 3 English, 33.72 for Grade 3 Mathematics, 39.51 for Grade 5 English

⁵ The World Bank, Nigeria. What will it take to ensure quality basic education for all Nigerian Children? Presented at the National Council on Education, December 2023

and 35.47% for Grade 5 Mathematics⁶. This implies that over 60% of learners are not meeting minimum proficiency standards in literacy and numeracy.

Table 1. National summary of proficiency levels for Primary 3 and 5, NALABE 2022

Category	Learner Ability		Percentage of Learners by Proficiency Score			
	Mean Scale Score	Standard Deviation	Below Partially Meets Minimum Proficiency	Partially Meets Minimum Proficiency	Meets Minimum Proficiency	Exceeds Minimum Proficiency
English P3	500	99.73	8.09	58.13	31.76	2.02
Mathematics P3	500	100	14.09	33.74	33.72	18.45
English P5	500	100	8.02	47.54	39.51	4.92
Mathematics P5	500	100	10.33	50.68	35.47	3.53

MICS 2021⁷ (see the table below) provides regional and gender dimensions to the foundational reading skills poverty in Nigeria. It shows that the northern zones are worse off compared to the southern zones. By gender, girls are better off than boys nationally and in all the three southern zones; but worse off in all the northern zones. Children in rural areas and those from poor homes are also worse off than those from urban areas and from rich homes in demonstrating foundational reading skills. The poor performance of girls in the northern states might be attributed to lateness to school and absenteeism caused by some girls having to do domestic work before going to school, missing school to attend to a sick family member or take care of a younger sibling or engage in economic activities for the family's wellbeing. Girls in the upper primary or junior secondary classes could also miss school during their periods due to the lack of gender-responsive WASH facilities in schools. Even issues of lack of security in school or on the way to and from school could reduce girls' attendance, time on task or participation in school activities leading to sub-optimal performance. The key to improving the performance of girls lies in making schools and communities safe and secure, provision of gender-responsive WASH facilities in schools and providing equal learning opportunities for girls. For boys, especially in the southern states, many observers attribute poor performance to general lack of interest in schooling due to economic reasons for boys from poor homes as the school curricula appear to create a disconnect between the school and the economic needs, they and their families face. There is also the lack of male figures in the teaching force, which is currently dominated by females, whose teaching strategies might be unappealing to boys. Thus, efforts to attract more males to serve as teachers in basic education might provide a fillip to the academic performance of boys in Abia, Akwa Ibom and Lagos

⁶ Preliminary information extracted from National Assessment of Learning Achievements of Basic Education (NALABE) 2022 Scorecard. Universal Basic Education Commission, 2024.

⁷ Nigeria Multiple Indicators Survey (MICS) and National Immunization Survey (NICS). Snapshot of Statistics, 2021.

states. There is also the need to realign basic education curricula with the interests and needs of learners and their parents.

Table 2. Data on foundational learning skills by zone and gender (MICS, 2022)

Zone	Boys	Girls	Total
National	25.4	28.2	26.8
North Central	22.2	21.5	21.8
North-East	12.4	11.1	11.7
North-West	10.2	8.7	9.5
South-East	49.7	60.8	55.6
South-South	33.9	40.0	36.8
South-West	47.7	57.6	52.4

The root causes of the learning crisis in the Nigerian Education system are multiple and include the teacher factor in terms of quantity, quality, motivation, recruitment and deployment policies and practices. For example, according to the 2019⁸ MLA, only 42% of primary school teachers demonstrated over 75% content knowledge of Primary Mathematics, English, and Basic Science with public school teachers scoring 32% compared to 64% for private school teachers, and rural teachers (29%) trailing urban teachers (55%). Teacher pedagogical knowledge was even worse as only 13% of primary school teachers demonstrated over 75% pedagogical knowledge. There are teacher shortages, especially in rural areas, and under-representation of women in the teaching force in many Northern states, and there are also huge teacher capacity gaps that constrain effective teaching and learning. Many children lack access to teaching and learning materials such as textbooks in the core subjects and reading and writing materials, and other essential tools for learning. Thus, addressing the teacher and teaching and learning materials factors will be key to unblocking the obstacles to optimal foundational learning outcomes for all girls and boys including children with disability (CwDs). Children will learn optimally if teachers are qualified, competent, and motivated, and there is access to high quality and inclusive teaching and learning materials. Existing programmes such as the USAID-funded LEARN to Read and the FCDO-funded PLANE are examples of activities using various strategies to improve learning outcomes. For example, LEARN to Read is training teachers to use improved methodologies, instruction in the local language and learner-centred pedagogy to improve early grade reading (EGR). PLANE is using capacity building for teachers, monitoring and mentoring by school support officers (SSOs) and scripted lessons to optimise learning outcomes for all children. In both programmes mentioned above, the provision of high quality TLMs to children is prioritised.

There is also the additional challenge of the low capacity of teachers, schools and state education systems to effectively track and report learning by the students at both formative and summative levels. Consequently, measures will be adopted to ensure improvement in learning assessments so that teachers, schools and ministries of education are able to measure the progress of the learners in foundational literacy and numeracy. This will ensure that the efforts to shore up foundational learning are tied

⁸ Learning throughout Schooling (Final). Report of Monitoring of Learning Achievement 2019. Federal Ministry of Education, 2023.

in with improvements in learning assessment, which will in turn ensure that teachers, schools and state education systems are able to track and report learning outcomes more effectively.

The list of strategies from which states can select for implementation of improved quality inclusive foundational learning include:

1. In-service training/capacity building of and support to ECCDE and primary level teachers in FLN, including gender and disability responsive pedagogy.
2. Development and provision of inclusive teaching and learning materials.
3. Development and deployment of scripted literacy and numeracy lesson plans and guides for teachers.
4. Adaptation, expansion and scale-up of existing, evidence backed TLM, lesson plans and FLN programmes such as RANA, Let's Read, ABEC, TaRL, etc.
5. Strengthening of teacher education institutions and other pre-service teacher training (interventions) on FLN.
6. Development of TLM in appropriate local languages to enhance teaching and learning.
7. Capacity building for school leaders, LGEA and ministry officials on formative and summative learning assessments to create a proper nexus between foundational literacy and numeracy and improvements in learning assessments.

To ensure optimal teaching and learning in schools, the federal level agencies will be expected to give support to states in the following areas:

1. Conduct audit, analysis and mapping of initiatives, programmes and products of various donor-supported and government development activities already existing in this reform area.
2. Make available to states various guidelines, frameworks and TLMs developed and utilised by various donor development programmes, e.g. the National Reading Framework, Accelerated Basic Education Curriculum (ABEC), scripted lessons, teachers' guides and textbooks. This will ensure that states do not duplicate what is already available but adopt and/or adapt to suit their needs and circumstances.
3. Monitor and quality assure state level TLMs and teacher professional development programmes.
4. Provide capacity building for states based on their own experiences such as managing the cluster-based teacher professional development programme by UBEC.
5. Provide technical assistance to states for activities in this reform area.
6. Facilitate peer review and knowledge sharing among the states.

2.4 Enhanced Basic Education Delivery Systems

This reform area is premised on the obvious fact that inclusive and equitable access to education and optimal learning outcomes must be hinged on effective delivery systems. These delivery systems include an efficient and functional Education

Management Information System (EMIS) from the school to the national level. It is common knowledge that the Nigerian education system is bedevilled by the absence of reliable data. The country and its sub-nationals are grappling with basic data management issues with many states not able to conduct the annual school census (ASC) and/or learning assessments timeously, thus hampering the availability of reliable data and evidence for planning and decision making. Other delivery systems that need to be improved or put in place are learning assessment mechanisms, education quality assurance, monitoring, and evaluation, school and community-based management, effective school leadership and support, and financial management, governance, and accountability. Also included are systems for teacher recruitment, deployment, incentives and motivation that ensure that qualified and capable women and men are attracted to and retained in the teaching force in both rural and urban areas.

States are also unable to attract and retain capable teachers, especially in the rural areas where there is severe shortage of teachers due to very poor remunerations and poor living conditions. The distribution of teachers is often skewed in favour of urban schools to the disadvantage of schools in rural and hard to reach areas. This could also explain why children in rural schools have worse learning outcomes than urban children. Similarly, there is low investment in the education sector, especially at the basic level as evident in the low share of education in state budgets. Low resourcing of the sector could be attributed to many factors including lack of political will on the part of policy makers to prioritise basic education, technical inadequacies and perhaps the current downturn in the economy generally. For example, the ASC could be budgeted and planned for, but never conducted because the appropriated fund might not be released. These factors might also explain why states on their own are hardly able to conduct learning assessments without the support of development partners.

To have state education systems work optimally the above obstacles need to be removed through improved funding in terms of volume, equitable allocation and efficiency. Effective delivery systems will serve as an enabler to equitable access and optimal foundational learning outcomes. Some strategies from which states could select to unblock systemic challenges bedevilling their education systems are indicated below:

1. Increased and better use of domestic finance to complement Partnership Compact finance and leverage more government spend from all three tiers of government.
2. Increasing the education share of state budget as well as improved funding for basic education.
3. Direct funding to schools/SBMCs for improved accountability and local ownership of schools.
4. Financing and facilitating regular and prompt conduct, processing and reporting of ASC.
5. Digitization of ASC processes right from the school level through digital registers.

6. Improving EMIS by creating synergies between the ministries of education and its agencies such as SUBEB, SAME, secondary education boards, LGEAS and schools/SBMCs in the conduct and management of the ASC process.
7. Establishment of regular standardized learning assessment systems with timely reporting of results.
8. Strengthening of school-based management mechanisms including functionality of SBMCs and other local governance structures such as community-based organisations, faith-based organisations and civil society organisations.
9. Strengthening education quality assurance and other school support structures.
10. Strengthening the school leadership role of head teachers and principals including mentorship and coaching and promoting more females to head teacher/senior/administrative positions to address acute gender disparities.
11. Strengthening gender-responsive monitoring, evaluation, policy, and planning.
12. Linking the EMIS to learning assessments, planning, governance, funding, and financial management.
13. Improving coordination and partnerships at state level.
14. Development/review, adoption, and implementation of teacher deployment policies.
15. Development and implementation of initiatives on recruitment, redeployment, and retention of teachers to rural and hard to reach locations.
16. Development and implementation of initiatives to recruit, redeploy and promote more female teachers where gender disparities exist.
17. Targeted professional development of rural female youth and employment of qualified female teachers to bridge gender gaps in the teaching force, especially in the Northern states.

The Federal Ministry of Education and its relevant agencies will support the states in implementing the above strategies through:

1. Providing the framework for the regular conduct, analysis and reporting of the ASC including the digitization of the entire process and sharing these with states.
2. Streamlining and revision of data collection instruments and processes to improve synergy among the stakeholders and increase efficiency of the process and accuracy of data.
3. Providing technical assistance and capacity building to states
4. Coordinating the establishment of regular standardized learning assessment systems at formative and summative levels including the frameworks, development of instruments, administration, analysis, reporting and dissemination.
5. Ensuring increased and better use of domestic finance to complement Partnership Compact finance and leverage more budget and government spend from all three tiers of government.
6. Ensuring improved coordination of the entire education sector and supporting states to improve coordination within their states.

7. Building capacity and providing technical assistance to states in relation to this reform area including effective EMIS, learning assessment, quality assurance, planning, monitoring and evaluation, funding and financial management, teacher recruitment and deployment as well as school-based management.
8. Supporting conduct of education sector analysis, gender analysis, policy review and updates, financial analysis, etc.
9. Lead in advocacy and engagement with the National Commission for Colleges of Education (NCCE) and teacher education institutions to include FLN in course content and curriculum.
10. Development of operational and action plans to facilitate implementation of Education for Renewed Hope: Roadmap for the Nigerian Education Sector (2024-2027) and UBEC Roadmap 2021-2030 and similar plans at state levels.
11. Provide leadership in linking the EMIS to learning assessments, planning, governance, funding, and financial management.
12. Facilitate improvement in coordination and partnerships including peer review mechanisms among states.

2.5 Relevance of the Priority Reform to Advancing Gender Equity

This section highlights the activities from the Theory of Change which will address gender equity issues in the education system. As already mentioned, females tend to bear more of the brunt of dysfunctionalities in the education system than males. Although data from the UBEC 2022 National Personnel Audit (NPA)⁹ on gender parity index (GPI) at Early Childhood Care and Development Education (ECCDE), primary and junior secondary education suggest near gender parity at those levels (ECCDE-0.98; primary-0.96; Junior Secondary School (JSS) -1.06), girls tend to have more obstacles to education. For example, 60% of OOSC in the North are girls because girls are more likely not to go to school for economic reasons including early marriage, child labour or suffer gender-based violence (GBV) on the way to school/learning centres or even in the school or learning centre. Retention is better in the lower primary classes than in the upper classes. For example, UBEC NPA data indicate that girls tend to drop out as they progress to grade five and six; it gets worse at the junior secondary as early marriage and economic activities take a toll on girls' education as the girls get older.

The on-going insurgency in the Northeast and banditry in the Northwest have constrained the opportunities for girls to enrol, attend school, learn optimally, and complete a full course of basic education and proceed to higher education levels or explore other life opportunities. The World Bank¹⁰ captures how GBV affects the education of girls: "Girls are often required to travel long distances to the nearest school placing them at risk of sexual exploitation and abuse (SEA) and other forms of

⁹ Universal Basic Education Commission, National Personnel Audit Report, 2022.

¹⁰ The World Bank, Nigeria. Project Appraisal Document Adolescent Girls Initiative for Learning and Empowerment Project, 2022. P.9.

gender-based violence (GBV). In northern Nigeria, as female students have been directly targeted by Boko Haram, families are increasingly reluctant to send their girls to school.” Even when girls do enrol, their risk of dropping out, lateness or irregular attendance is higher than that of boys due to the lack of gender-responsive WASH facilities in schools/learning centres, lack of access to personal hygiene kits, sexual assault, having to finish domestic chores before going to school/learning centres and engaging in economic activities for the family before going to the learning centre.

There is also the challenge of sub-optimal enrolment by boys, especially in the southern states where the GPI is manifestly in favour of girls at the junior secondary level of education. There are concerns that the education of boys might be lagging behind the education of girls at this level and hence the need to stem the tide of low participation of boys in basic education. The lag in the participation of boys could be attributed to the disconnect between the school curriculum and the economic realities faced by the boys and their families. There is also the often-neglected fact that the teaching force at the primary level of education has been largely feminized in most of the southern states with the consequence that boys lack adult male figures to look up to in the schools. Even in the north, the education of boys also has its own problems as the GER and NER of boys compared to the population of primary or junior secondary cohorts remain low compared to their counterparts in the south. This is clearly seen in the large number of Almajiri and pastoralist boys who miss out on basic education. Insurgency and banditry also affect the education of boys as they are often recruited for causes, they know nothing about. Gender equity will be pursued at the level of learners by removing the obstacles that hinder the full participation of girls and boys in basic education. The World Bank-assisted AGILE project implemented in 17 northern states and Ekiti in the South provides an example of a multisectoral programme targeting the education and empowerment of girls at the secondary level of education. It focuses on addressing both supply and demand-side challenges facing the education and empowerment of girls, targeting the creation of additional safe learning spaces through renovation of dilapidated classrooms and construction of new ones (climate-smart infrastructure), provision of TLMs, engagement with communities, families and traditional institutions to remove the obstacles that hamper the education and empowerment of adolescent girls and behavioural change communication.

There are issues of gender inequalities that need to be addressed in the teaching force, school leadership and general education management levels. Statistics from the UBEC 2022 NPA revealed that females constitute only 41% of primary school teachers, with the worst picture of female representation coming from the Northeast and Northwest zones. These two zones also have the lowest share of school leadership by women. For technical and administrative positions in the States Universal Basic Education Boards (SUBEBs), women constitute only 41%. This figure looks good because of the fair representation of women in the Southern zones with Abia leading at 68% share of female staff, which then decreases across other states due to unfair representation of women in Bauchi and Kebbi with 21% and 22% respectively. Representation of women is worse at the Local Government Education Authorities (LGEAs) where women make up only 30% nationally with huge state

variations, with women having a majority in Abia (66.6%) down to a minority share in Bauchi and Kebbi (12.5% and 13.4% respectively). This overall picture is worse when leadership positions in SUBEBs and LGEAs, especially in the Northeast and Northwest states, are considered. The need for female teachers in basic education cannot be over emphasised as female teachers are likely to motivate girls to enrol and attend school regularly, complete basic education and transition to higher levels. Thus, increasing the share of female teachers and women in leadership positions will raise champions for girls and help the cause of optimal access and learning outcomes for all learners, especially in the Northern states with lower participation of girls in education. This may need to be counterbalanced with the situation in the southern states where the primary education sub-sector appears to have been feminized as can be seen in the dominance of the teaching force and positions in SUBEBs and LGEAs by women.

Efforts will be made at both national and state levels to increase the share of women in the teaching force, school leadership, administrative and technical positions in SUBEBs and LGEAs in the northern states.

Gender stereotyping of educated and successful females as 'lacking in morals' or incapable of 'being submissive to their husbands' also undermines girls' education as parents in some of the northern states often fear that sending their daughters to school might reduce their chances of finding husbands. This will be addressed through behavioural change communication and sensitization campaigns for parents, men, boys and girls as well as community, traditional and religious leaders. There is also the other dimension of stereotyping of teaching in basic education as a job for women, which largely accounts for the low representation of males in primary school teaching in the southern states such as Abia, Akwa-Ibom and Lagos. This is attributable to the poor remuneration and low status attached to primary school teaching and can only be remedied by raising the pay and status of primary school teachers.

There are concerns that the National Gender Policy, 2021–2026 and the 2021 Gender Policy in Education and Implementation Guide are not reflected in or integrated with the current education delivery systems. The extent to which the provisions of these policies have been distilled to the grassroots level is in doubt as often citizens in local governments and communities have little knowledge of these policies and their provisions. States need to domesticate these policies and translate their provisions into actionable points that can help the states to remove all barriers to education for girls and boys, guarantee rights to education, create gender-responsive school infrastructure and facilities, tackle sexual and gender-based violence (SGBV) and engage with the patriarchal structures that perpetrate gender discrimination and stereotyping. Although, all states have participated in National Policy and Gender in Education (NPGE) domestication workshops and produced 10 year state level plans, these plans need to have funding to ensure proper implementation.

Strategies and activities to increase gender equity include:

- Gender-responsive planning and budgeting.

- Targeted recruitment and deployment of female teachers and learning facilitators, especially in Bauchi and Kebbi States, to make schools and learning centres welcoming to girls. This will include the targeted recruitment of young women into teacher education institutions from the senior secondary schools.
- Training all school leaders, women and men, in gender responsive school leadership.
- Increasing the share of women in school leadership in states with low shares for women through targeted appointment and promotion of qualified women.
- Provision of gender-responsive infrastructure and facilities including WASH.
- Increasing the share of women employed in SUBEBs and LGEAs in states with low female shares through targeted employment of women and promotions.
- A gender audit of curricula, textbooks and other teaching and learning resources to ensure gender balance and responsiveness in content, language, and style.
- Training of teachers in Gender responsive pedagogy.
- Advocacy with and training of community leaders, SBMCs and parents and teachers on GBV, school safety, inclusivity, environmental and social safeguard.
- Girls and Boys mentorship programmes.
- Scholarship for girls and female teachers, where necessary (dependent on geo-political zones), to enable girls and young women to complete secondary education and transition into ECD and basic education roles, with support, training and employment schemes.
- Directing funds to schools/grants to SBMCs and Community Coalitions to take actions to prevent dropout of girls and promote retention.
- Establishment of girls' education centres for girls who are out of school in partnership with communities.
- Programmes to improve access to education and optimal learning for boys, especially at the junior secondary level.
- Programmes for Almajiri and pastoralist boys.
- Domesticating and operationalise the National Gender Policy and the National Gender in Education Policy and Guide.

3. Analysis of Enabling Factors

In line with the GPE 2025 operating model, the NEG analysed Nigeria's progress in the four enabling factors which have been identified by GPE as needed for system transformation to take place. Each of these factors are rated as either Low (will benefit from minor adjustments to accelerate progress), Medium (the area will significantly hinder progress unless identified issues are addressed), and High (significant reform is needed to address the identified issues otherwise progress on the identified policy priority will be impossible or extremely unlikely). The following sub-sections give brief overviews of the four enabling factors utilising information from the Enabling Factors Analysis and the Independent Technical Advisory Panel (ITAP) report.

3.1 Data and Evidence (High Priority)

The Annual School Census (ASC) is the main source of education data for basic and senior secondary education statistics in Nigeria. It is complemented by the National Personnel Audit (NPA) which is conducted every four years by UBEC. Extensive data on enrolment and education resources are collected by the ASC with a good level of disaggregation, however nationally representative data on sex discrimination and gender-based violence in schools is not available and there is limited reported data on learners with disability. The ASC is a bottom-up process of generating data from the schools to the State Education Management Information System (SEMIS) and finally to the National Education Management Information System (NEMIS). Progress on data quality and timely production of annual reports is slow as most states are yet to digitize the ASC process. This causes delays and reduces the efficiency and timeliness of the process as well as the reliability of the data. Efforts are being made to encourage all the states to digitize the data collection process by placing tablets and other digital devices in schools and empowering the school data offices to report ASC data at designated times of the school year as specified in the NEMIS Policy. This is being hampered by the lack of funding at both the state and federal levels.

Evidence on learning is provided by two learning assessment systems led by different institutions: the FME (Monitoring of Learning Achievements) and UBEC (National Assessment of Learning Achievement in Basic Education). There are inconsistencies in the quality of learning data across the reports from the two federal government agencies and with reports from partners. There is a need for increased coordination between FME and UBEC and capacity building of institutions conducting learning assessments. States also need to be encouraged to conduct state level assessments using samples from all local governments.

The ITAP report classifies Data and Evidence as **High Priority**, and highlights the low data quality, lack of quality assurance processes, lack of coordination and duplication of effort, and delayed production of reports which limit the capacity of planners and policy makers to allocate resources equitably and monitor progress.

3.2 Gender-responsive Sector Planning, Policy, and Monitoring (Medium Priority)

Nigeria has largely mainstreamed planning into its education delivery process both at the national and sub-national levels. The current education sector plan, Education for Renewed Hope: Roadmap for the Nigerian Education Sector 2024-2027, provides the direction for the education sector at the national level. The UBEC has a ten-year Basic Education Roadmap (2021-2030), which guides basic education nationally. All the 37 sub-national entities have current basic education sub-sector plans (2021-2024) that have been adjudged to meet minimum planning standards such as sub-sector diagnosis, gender analysis, multi-year operational planning instruments outlining detailed activities including financing/costing, M&E frameworks, and implementation arrangements. There are policy and legislative frameworks that guide education nationally. These include the Universal Basic Education (UBE) Act, 2004, the National Policy on Education, the Gender in Education Policy and Implementation Guide, Inclusive Education Policy, and the Special Needs Education Policy.

Gender-responsive Sector Planning, Policy and Monitoring has been rated as **Medium Priority**. The new Education Roadmap has been finalised, but it requires operational policies, financing and budgeting, and monitoring and evaluation frameworks to be developed and put in place so that the implementation can start successfully. Gender needs to be mainstreamed throughout the implementation of this plan. The ITAP report indicates that there is a need for alignment of education administration at the federal level and the different tiers of administration.

3.3 Sector Coordination (Medium Priority)

3.3.1 Inclusive Sector Dialogue and Coordinated Action (Medium Priority)

Sector coordination in Nigeria operates at different levels. The National Education Group (NEG) is a broad stakeholder coordination mechanism that encompasses the FME, donors, ministries, international development partners, International Non-Governmental Organisations (INGOs), gender advocacy groups, teachers' associations, Civil Society Organisations (CSOs) and the Nigerian Governors' Forum mechanism. The NEG carries out policy dialogue and helps to ensure efficiency of and resource mobilisation for the education sector. The Terms of Reference (ToRs) for the NEG have been recently reviewed and need to be finalised. The National Council on Education (NCE) is the highest policy-making organ for the education sector. It draws membership from the federal and state ministries of education and their agencies. Below the NCE is the Joint Consultative Committee on Education (JCCE) which examines and escalates policy proposals at the level of directors from both federal and states ministries of education and streamlines and makes recommendations to the NCE. At the sub-sector level, there is a national coordination mechanism that involves UBEC and the SUBEBs on matters relating to basic education. There are coordination issues at the state and local government levels that need to be addressed, e.g., the overlapping functions and role conflicts between Ministries, Departments and Agencies (MDAs), which may undermine sector coordination. The

FME will work to encourage improvement in inclusive sector dialogue and coordinated action in the states where projects and programmes are implemented. The FME plans to institutionalise and mainstream Joint Sector Reviews (JSRs) into programme design, planning and monitoring, with states to be encouraged to do the same.

The ITAP report classifies Inclusive Sector Dialogue and Coordinated Action as **Medium Priority**. This is due to the need for improving coordination at the state and local government level, the need for ensuring active participation of a wide range of stakeholder groups, and the need for a stronger focus on gender issues.

3.3.2 Coordinated Financing and Funding (Medium Priority)

There are currently no aligned funding modalities in the Nigerian education sector, and there is no pooled funding mechanism between donors and the Federal Republic of Nigeria. External aid is contracted directly to third-party agents/implementers by the donors due to the quality of administration and perceived corruption. While this may be desirable, it could potentially pose a threat to the nation achieving its education reform objectives due to duplication or lack of consistency with government plans and financing. External aid is not aligned to the Ministry of Finance's medium-term expenditure framework, although the World Bank assisted projects on occasional loans are largely aligned to national systems and the same applies to the GPE funded projects. External aid is not reported in the national budget or accounting system, and procurement using external aid does not follow the national procurement rules and systems. The mapping of partners is potentially an area which can be undertaken to improve coordination and the efficiency of aid use.

The ITAP classified this enabling factor as **Medium Priority** due to the need to strengthen public administration, budgeting and financing, and the production of reliable data on government expenditure. This will likely result in delays in the achievement of policy priorities as well as inefficiencies and inequities in the use of external funding.

3.4 Volume, Equity and Efficiency of Domestic Public Expenditure on Education (High Priority)

There is no formal estimate of whether education funding is adequate in Nigeria and there are no systems to monitor and track revenue and expenditure at federal, state, local government authority (LGA) and school levels. It is likely that funding for education is not adequate due to the demand for education in a country with a large youth bulge (an IMF report says Nigeria needs to increase education funding by six-fold to meet the SDGs by 2030). While the share of education to the total budget has been between 7-9% annually at the federal level in recent years, including 2024 with a share of 7.9%, state budgets are on average 17%, with significant variations, across the states. Primary school teachers' salaries are paid exclusively by the local governments from their own resources. Finally, the Federal Government is mandated by the UBE Act to support states and local governments in the implementation of the UBE programme with a minimum of 2% of its Consolidated Revenue Fund (CRF). In

addition to the volume challenge, there are also concerns about equity and efficiency of public expenditure. For example, information from UBEC reveals that many states have difficulties accessing the UBE intervention fund due to the lack of matching funds to access the infrastructure fund which is 50% of the UBE intervention fund. There is a need to improve efficiency of domestic public expenditure through prioritising funding for access, equity, inclusion, and learning, which are the real issues in education. Efforts need to be made to adopt performance and need-based financing of the sector, and regularly conduct and publish financial analyses for the education sector.

The ITAP concurs with Nigeria's self-assessment in rating this enabling factor as **High Priority**. The ITAP cited the reasons for this as the lack of transparency on the volume and share of the government budgeting and spending on education, inequitable provision of funding across states, the absence on details of actual spending, internal inefficiencies, and the lack of evidence on external efficiency.

3.5 Top up Triggers to Address the High Priority Enabling Factors

Due to the **High Priority** rating of Data and Evidence and the **High Priority** rating of Volume, Equity and Efficiency of Domestic Public Expenditure, there will be a retention of 30% of the System Transformation Grant (STG). To trigger the release of these funds for programming at the midterm of the Partnership Compact, targets or triggers will have to be met.

Nigeria commits to using 10% of the STG allocation as triggers to respond to *challenges of **data** quality/reliability, timeliness, and quality assurance, at the state level, and in ways linked to the priority reform.*

Nigeria commits to using 20% of the STG allocation as triggers to respond to *challenges of **volume, equity, and efficiency of domestic public expenditure, at the state level and in ways linked to the priority reform.***

These triggers will be developed during the programme design stage for the System Transformation Grant (STG) and submitted as part of the STG programme documents with an updated Partnership Compact including these triggers alongside the application for the GPE funding for the STG. It is likely that there will be one national-level trigger related to the harmonisation and quality of assessment types (including formative assessment and large-scale sample-based learning assessments) and several state level triggers. These state-level triggers will be designed and contextualised to incentivize key government actions at the state-level and linked to state-level theories of change. Possible triggers have been identified while developing the Partnership Compact. These are:

- Data and evidence:
 - o Regular conduct and reporting of ASC to NEMIS.
 - o States publishing ASC on their websites and in print format annually.
 - o States conducting and reporting gender and disability disaggregated learning data, especially on foundational literacy and numeracy, using Local Government Authority (LGA) samples every two years.

- o Harmonizing and streamlining data collection instruments and forms between the FME, UBEC and other partners to reduce discordance and ensure the accuracy of information.
- Volume, equity, and efficiency of domestic financing:
 - o Increasing the share of the education budget from the current level of 8% to at least 10% at federal level and at state level to at least 20% for states below 17%.
 - o Increasing the Federal Intervention Fund for UBEC from 2% of the CRF to 3 or 4%.
 - o Adopting more efficient and performance-based disbursement by UBEC intervention funds to states, e.g. program for result (PfR) and disbursement based on actual needs of states and schools.
 - o Increasing the share of UBE intervention funding to rural schools, special needs schools, programmes for girls and boys in underserved communities and ECD.
 - o States reporting and publishing utilization of the various categories of UBE funds on their websites.

4. Delivering Education System Transformation

4.1 Complementary Interventions

The Partnership Compact, along with the forthcoming GPE investment, holds the promise of uniting all stakeholders within a comprehensive, system-wide integrated programme aimed at enhancing foundational learning. Several partners have already been supporting Nigeria with programmes that are targeted to expand access to basic education, improve learning outcomes and address equity and inclusivity for all categories of children and youth. Table 3 provides a synopsis of some of the major recently concluded and on-going programmes by different partners in Nigeria.

Table 3. Foundational Learning and Early Childhood Education Programmes

Large or National Foundational Learning programmes	Funder / Implementer	Background
<p>Better Education Service Delivery for All (BESDA) additional financing (AF) Date: 2022-2025 Total amount: \$125 Million Grant from GPE</p>	<p>The World Bank/Federal Ministry of Education and the Universal Basic Education Programme</p>	<p>The BESDA Program Development Objective (PDO) was to increase equitable access for out-of-school children and improve literacy in focus states, and strengthen accountability for results, in basic education in Nigeria. The PDO mirrors the priorities of the UBE programme, reaffirmed in the Ministerial Sector Plan (MSP) focus on increasing access, improving quality, and strengthening the education system. The original BESDA financed by the World Bank's International Development Association (IDA) credit of US\$611 million – closed in December of 2022 - supported 17 focus states (including the 13 Northeast and Northwest) benefitted from its access and literacy components to provide second chance education to more than 5 million children and providing literacy package support to an additional 4 million students in regular schools, while all 36 states and Federal Capital Territory (FCT) benefitted from the system strengthening component. The BESDA Operation was designed as a hybrid consisting of two parts: the Program (US\$578 million), using a Program for Results Financing (PfR) instrument, and a Technical Assistance (TA) component (US\$33 million), which used an Investment Project Financing (IPF) instrument. BESDA-AF financed by GPE Grant of US\$125 million currently supports three states of Adamawa, Katsina and Oyo to further improve access, quality, and system capacity.</p>

Large or National Foundational Learning programmes	Funder / Implementer	Background
Adolescent Girls Initiative for Learning and Empowerment (AGILE) Date: 2021-2028 Total amount: \$1.2 Billion	The World Bank / Federal Ministry of Education	The AGILE Project works with the Federal government and supports participating states to improve secondary education opportunities among girls through a combination of supply side (increased number of schools and improved infrastructure of existing schools), demand-side (scholarships, life and digital skills and social awareness) and system capacity interventions. The AGILE Project aims to achieve its objective through targeted assistance following key project principles. Starting initially with seven states, it has now expanded to 11 more states making a total of 18 states.
Partnership for Learning for All in Nigeria (PLANE) Date: 2023-2030 Total amount: £95 Million	FCDO / DAI	Implemented in three states, Kaduna, Kano and Jigawa, PLANE partners with the government of Nigeria to foster a more inclusive and effective education system. The mission is to bring about sustainable improvements in learning outcomes for children across the country, with a focus on marginalized groups, especially girls and children with disabilities.
Strengthening Deaf Education, Empowerment and Employment Date: 2021-2024 Total Amount: US\$2,065,00	USAID / Gallaudet University with the Nigerian National Association of the Deaf	Addresses the educational disparities and marginalization faced by deaf, hard of hearing, and deafblind (D/HH/DB) children and youth in Nigeria by building the capacity of four groups who are integral to advancing basic education that fully meets the needs of D/HH/DB Nigerians: 1. Educational professionals, 2. D/HH/DB Nigerians themselves, 3. Nigerian Sign Language interpreters, and, 4. USAID and other development actors.
Leveraging Education Assistance Resources in Nigeria (LEARN) to Read Date: 2022–2027 Total amount: \$48,812,640	USAID / Creative Associates	The five-year Activity is part of USAID Nigeria’s effort to support sustainable improvement in reading outcomes for first and second-grade pupils in Nigeria. The activity was designed to strengthen and scale early grade reading (EGR) best practices across its implementation states - Bauchi, Sokoto Adamawa, Gombe, Ebonyi, Niger. The overall objective is: Increased percentage of Grade 1 and 2 pupils, including marginalized learners, with improved reading outcomes in languages they use and understand.
Opportunities To Learn (OTL) Date: 2021-2026 Total amount: \$25 Million	USAID / International Rescue Committee	The Opportunities to Learn (OTL) activity aims to address the immediate education needs of out of school children (OOSC) and youth in Borno and Yobe states, through safer new and existing non-formal education, while laying a groundwork for sustainable improvement of education systems at the community and government levels. The programme is being implemented in three states - Adamawa, Borno and Yobe.

Large or National Foundational Learning programmes	Funder / Implementer	Background
Education and Youth Empowerment (EYE) in North-West Nigeria Date: 2023-2027 Total Amount: €40 Million	EU / UNICEF / Plan International Ireland / DIME	The EU-funded programme aims to support 1.5 million girls and boys, including youths benefitting from safe, inclusive, quality learning and skills development opportunities at the National level and in Kano, Jigawa and Sokoto. It supports quality learning and development of foundational skills through multiple interventions, including professional development of over 5,000 teachers in quality pedagogy and practice, support of FLN skills development for 75,000 children in Integrated Qur’anic and Tsangaya Education, development of activities aimed at increasing alternative/accelerated education programme to 500,000 OOSC and trainings in digital and green education.
Education and Youth Empowerment in Nigeria (2nd phase): Expand, Integrate and Strengthen Systems (EISS) to Build teachers’ capacity and resilience. Date: 2024-2027 Total Amount: €5.4 Million	EU / UNESCO	“Education and Youth Empowerment in Nigeria (2 nd phase)” focuses on teachers’ education. The purpose is to build individual teacher capacities by developing an expanded teacher education programme focused on strengthening teacher resilience for challenging job demands in fragile contexts through pre-service- and in-service training as well as establishing collaborative teacher learning teams to develop functional connections between teacher colleagues and students at the National level and in Adamawa, Bayelsa, Enugu, Katsina, Plateau and Oyo
Resilience Integrated Education Programming for Children in Northeast Nigeria Date: 2018-2024 Total Amount: €30 Million	KfW / UNICEF	The programme aims to strengthen the resilience of communities and support equitable access to inclusive, quality education and learning in Borno, Adamawa, and Yobe states. It takes a holistic approach to address bottlenecks vulnerable children face, which include scaling of Teaching at the Right Level (TaRL) approach, providing quality teaching and learning materials, introducing evidence-based teacher professional development, among others.
Resilience and Social Cohesion (Peace) Project in Northeast Nigeria Date: 2022-2024 Total Amount: €40 Million	BMZ / UNICEF / WFP	The programme aims to strengthen individual, household, community, and institutional level resilience and ensure provision of and access to essential social services in Borno state and Bade LGA in Yobe state. Interventions include, among others, capacity building of teachers and learning facilitators in delivering quality teaching and learning activities, and WASH facilities in schools.
Safe, Inclusive Learning and Skills for All (SILSA) in Nigeria Date: 2022-2025 Total amount: \$11 Million	Government of Norway / UNICEF	The programme aims to support the most vulnerable children in Borno and Zamfara in accessing inclusive learning and skills development with interventions designed to improve government capacity, address barriers to education, and leveraging innovation for quality learning.
Education Cannot Wait Multi-Year Resilience	ECW / UNICEF; Save the Children;	ECW-MYRP aims to support 150,000 marginalized children and youth in Borno, Adamawa and Yobe, especially conflict-affected children, to access formal

Large or National Foundational Learning programmes	Funder / Implementer	Background
Programme (ECW-MYRP) Date: 2021-2024 Total amount: \$6,000,000	Norwegian Refugee Council	and non-formal education and develop foundational and life skills in a safe, inclusive learning environment.
Human Capital Opportunity for Prosperity and Equity (HOPE) pipeline programmes (est. \$750 million with two parallel operations in basic education) Date: 2024-2029	World Bank/ Federal Ministry of Education and the Universal Basic Education Programme	HOPE-Governance (\$250 million part to basic education) will focus on upstream policy reforms on increased level, more equitable and better spending of financial and human resources, while HOPE-Basic Education (\$500 million+) will seek to improve service delivery and outcomes on access, learning and system capacity – both with results-based financing to states.

4.2 Financing of the Policy Priority and the Enabling Conditions

This Partnership Compact outlines the priority for the activities that the Federal Ministry of Education and State Ministries of Education would like to pursue in the next four years to transform education. The FME is intending to apply for the System Capacity Grant (SCG), System Transformation Grant (STG), Multiplier Fund and Girls Education Accelerator (GEA). The Multiplier Fund and the GEA are currently unavailable to Nigeria. They may be partially replenished pending the June GPE Board decision.

Better Education Service Delivery for All Additional Financing (BESDA AF, US\$125 Million) – ongoing grant

This grant runs from 2022-2026 and the Grant Agent (GA) is World Bank. The Better Education Service Delivery for All Additional Financing (BESDA AF) Transforming Education Systems in States (TESS) aims to build on the achievements of BESDA and deepen access, learning and system strengthening in three beneficiary states - Oyo, Adamawa and Katsina. The TESS Operation consists of three Result Areas focusing on equity, learning and efficiency. Result Area 1 aims to incentivise targeted allocations from the state infrastructure budget to the most disadvantaged schools and communities as a priority. The focus of Result Area 2 is improvement in teaching practices and learning outcomes. It aims to incentivise training of teachers, assessment of learning outcomes and improvements in teaching and learning. The objective of Result Area 3 is improvement in school data collection and state education sector planning.

Accelerated Funding (US\$10 Million) – Ongoing Grant

The Accelerated Funding will run from 2024-2025. This funding can be accessed prior to the development of the Partnership Compact and is done in response to education in crisis and emergencies. The GA's that have been selected are Save the Children

International (US\$5 Million) and UNICEF (US\$5 Million). These two GAs have separate programmes with different objectives.

System Capacity Grant (SCG, US\$4.7 Million) – Potential Grant

The System Capacity Grant (SCG) can be used to support system wide capacity strengthening, including, but not limited to, Improving quality assurance mechanisms, strengthening leadership and management of schools, strengthening coordination mechanisms, developing operational and action plans to implement the Education for Renewed Hope: Roadmap for the Nigerian Education Sector (2024-2027), institutionalisation of Joint Sector Reviews (JSRs), strengthening the EMIS at all levels, strengthening monitoring and assessment of learning outcomes, and conducting and publishing education sector analyses. This grant is available throughout the policy cycle and will have a competitive selection of the GA to implement the grant. This process will be carried out following the GPE guidelines (modified for the Nigerian context) and will start once the draft Partnership Compact is available.

System Transformation Grant (STG, US\$107.59 Million) – Potential Grant

The System Transformation Grant (STG) will be used to support Nigeria to achieve system transformation through focused and evidence-based investments within the broader sector framework that unlocks system bottlenecks. Activities under all three outcomes (Increased access to inclusive learning environments with enhanced safety and sanitation measures; Improved quality inclusive foundational learning; and Enhanced quality basic education delivery systems) will be addressed by this grant. The NEG has selected six of Nigeria’s 36 states to participate in this grant. The states are Abia, Akwa Ibom, Bauchi, Kebbi, Kwara, and Lagos. Activities of this grant will be implemented in the six states and at the federal level. The distribution of the STG funds is given in the table below. The Grant Agent(s) (GA) to implement the grant is/are yet to be selected. The NEG will select the GA through a competitive and transparent process following the GPE guidelines adapted for the Nigerian context. The process will start when the draft Partnership Compact is available. The GA(s) will build the STG programme for each state within the framework of the Partnership Compact ToC and will expand on the relevant state level ToC (Annex 1). They will include a state level monitoring framework drawing on evidence from approaches that have worked and will identify federal level strategies that effectively support state level services delivery.

Table 4. Distribution of System Transformation Grant (STG) funding across six states and federal level

Entity	US\$ million
Abia	7.04
Akwa Ibom	7.19
Bauchi	22.17
Kebbi	15.13
Kwara	8.65
Lagos	8.13
Federal	7.00

Notes: As decided by the STG task team on March 14, 2024:

- \$32.28m (30%) of the STG funds will be locked-up for top-up triggers.
- \$7m (6.5%) reserved for Federal Level coordination activities. This will be used to strengthen monitoring, evaluation and data systems and sector coordination to unlock bottlenecks in the implementation of the reform as well as the activities highlighted in Chapter 2.
- \$68.3m shared in a 50/50 split; 50% equally shared by the 6 States, and the remaining 50% shared on equitable needs basis, using GPE's global funding formula.
- \$30m of the funds locked-up for GPE top-up financing will be shared equally (\$5m per State) for State triggers and the remaining \$2.28m will be used for Federal level trigger.

Multiplier Fund (US\$50 Million) – Current and Potential Grant

This fund allows Nigeria to leverage new and additional co-financing for the education sector. Securing an allocation from the GPE Multiplier depends on meeting several criteria, including sourcing new and additional external support. Each US\$1 from the Multiplier, up to a country's allocation ceiling, is expected to unlock new, external funding at a ratio of 3:1 from bi/multilaterals, or in a ratio of 1:1 for foundations or the private sector. The Multiplier can be combined with the STG and GEA. Current funding allocated under this fund is US\$13,350,000 and will be used in Kaduna State. The GA is Islamic Development Bank (IsDB). This programme has been approved but is yet to start implementation. The new Multiplier Fund allocation of US\$50 Million is currently not available, although some funds may become available following the June meeting of the GPE Board.

Girls Education Accelerator Grant (GEA, US\$25 Million) – Potential Grant

This grant is available to countries that have prioritized gender in their partnership compact. It is not a stand-alone grant but is added on top of the STG or Multiplier Fund. This fund is currently not available, although some funds may become available after the June GPE Board meeting. If it does become available, it could be used to expand on areas already being covered by the STG which will accelerate girls' education and improve the situation of female teachers, for example, advocacy for female education, scholarships for girls, incentives for female teachers, targeted recruitment and deployment of female teachers and learning facilitators and increasing the share of women in school leadership.

Specific activities which the GEA will be used for as identified in the ToC (Figure 1) include:

- Provision of dignity kits to girls under Activity 1.1.2 (Construction of gender disaggregated sanitation, menstrual hygiene, and WASH facilities with focus on gender and special needs consideration).
- Expansion of the establishment of non-formal learning centres especially for girls (Activity 1.2.3). These will be piloted under the STG and expanded under the GEA.

- Skills training for jobs for girls under the basic education vocational and apprenticeship skills programme for older OOSC (Activity 1.2.7).
- Extra coaching for girls for exams and scholarships for girls under Activity 2.1.7 (Mentorship of girls and boys).
- Teacher motivation, incentive and affirmative action programmes specifically for women under Activity 3.1.1 (Design and implement teacher motivation and incentive programmes) and capacity building of female teachers including in school leadership under Activity 3.1.2 (Improve recruitment, deployment, management and retention of teachers).

5. Monitoring, Evaluation, and Learning

5.1 Theory of Change

The overarching goal of the Federal Ministry of Education as enunciated in ‘Education for Renewed Hope: Roadmap for the Nigerian Education Sector (2024 – 2027), especially for the basic education sub-sector, is to drastically reduce the number of children and youth who are out of school, enhance quality teaching and learning especially at the foundational level, and strengthen education delivery systems to ensure optimal access and learning outcomes for all children in Nigeria. This ties in well with the Ministry’s policy direction: “To continuously develop the education sector by producing individuals who are morally and academically sound, effective and skilled citizens that are globally relevant; providing equal and unfettered opportunities for all citizens of the nation at all levels of education using the formal and non-formal school systems.” At the basic level, the vision of the sector as given in the roadmap will be achieved through the following focus areas:

- Reducing the current number of out of school children by 50% and ensuring that all children enrol and attend school.
- Ensuring improved and quality learning outcomes for all children; and
- Strengthening basic education delivery systems.

These areas have been well-articulated in the Theory of Change (ToC) proposed in this Partnership Compact (see Figure 1 below).

The ToC, which has been enunciated for this Partnership Compact, is clearly aligned with the spirit and letter of the Education Roadmap and other planning instruments of the Nigerian Education Sector such as the National Policy on Education, the UBE Act, the Inclusive Education Policy, and the Basic Education Roadmap, 2021-2030. The development of the ToC was done through extensive consultations with education stakeholders at both federal and state levels and was finalised in two separate workshops on 15-19 January and 13-15 March 2024.

The ToC has the policy priority of “Accessible, Equitable and Inclusive Foundational Learning”, which will be addressed through three outcomes:

1. Increased access to inclusive learning environments with enhanced safety and sanitation measures
2. Improved quality inclusive foundational learning
3. Enhanced quality basic education delivery system

The logic of this ToC is that while equitable and inclusive access and optimal learning outcomes are the critical goals of basic education, efficient delivery systems and inclusive learning environments act as enablers.

5.1.1 Outcome 1. Increased access to inclusive learning environments with enhanced safety & sanitation

This outcome is two pronged, targeting expansion of learning opportunities for OOSC in basic education through non-formal learning centres as well as ensuring that all children are enrolled into formal ECCDE or primary schools at the right age.

This outcome has the following proposed outputs and activities:

- 1.1 Increased access to safe ECCDE and primary education.
 - 1.1.1 Renovation/construction of classrooms (including ECCDE) and teacher offices with special needs/disability considerations.
 - 1.1.2 Construction of gender disaggregated sanitation, menstrual hygiene, and WASH facilities with focus on gender and special needs consideration.
 - 1.1.3 Provision of furniture for learners and teachers.
 - 1.1.4 Construction of perimeter fencing around schools.
 - 1.1.5 Assess the status of the implementation of the safe school minimum standards in schools and address gaps based on school needs.
 - 1.1.6 Develop and implement clear policies, procedures and reporting mechanisms to address safety concerns, child friendly environments and promote learners' wellbeing.
 - 1.1.7 Implement anti-bullying and conflict resolution programmes in schools and develop co-constructed codes of conduct for each school body.
- 1.2 Increased access to accelerated basic education programme for OOSC.
 - 1.2.1 Advocacy with community leaders to address the OOSC problem in affected communities.
 - 1.2.2 School and community mapping to identify OOSC.
 - 1.2.3 Establishment of non-formal learning centres especially for girls (sometimes attached to formal schools).
 - 1.2.4 Establishment new schools in under-served communities.
 - 1.2.5 Mainstreaming of OOSC children into formal schooling.
 - 1.2.6 Recruitment of learning facilitators for non-formal learning centres.
 - 1.2.7 Vocational and apprenticeship skills programmes for older OOSC.

5.1.2 Outcome 2. Improved quality inclusive foundational learning

This outcome targets the improvement of learning outcomes for all children in ECCDE and primary schools. The emphasis will be on effective instructional delivery by teachers, and access to and effective utilisation of inclusive teaching and learning materials by teachers and learners with the overarching goal of ensuring optimal learning outcomes for all categories of children in the country.

This outcome has the following proposed outputs and activities:

- 2.1 Improved capacity of teachers to deliver quality FLN.
 - 2.1.1 Develop and institutionalize effective FLN programmes.
 - 2.1.2 Strengthen teacher education institutions on pre-service FLN training.
 - 2.1.3 In-service training/capacity building of and support to ECCDE and primary level teachers in FLN, including gender and disability responsive pedagogy.
 - 2.1.4 Training in formative classroom assessment.
 - 2.1.5 Capacity building of ECCDE/pre-primary teachers in play-based approaches.

- 2.1.6 Parent and community awareness programmes for vulnerable children (including girls and CwD) to build accountability and support for education.
- 2.1.7 Mentorship of girls and boys
- 2.2 Increased access to high impact gender and disability responsive TLM.
 - 2.2.1 Adapt, expand and scale-up the use of existing, evidence backed TLM, lesson plans and FLN programmes such as RANA, ABEC, TaRL, etc.
 - 2.2.2 Identify/develop and distribute quality age-, gender-, and disability appropriate TLM, teaching aids and supplementary TLM for FLN.

5.1.3 Outcome 3. Enhanced quality basic education delivery system

This outcome will serve as an enabler to equitable access and optimal learning outcomes for all children. It will target the improvement of the EMIS right from the school through to the federal level, recruitment, teacher deployment and management policies and practices, school governance and leadership, quality assurance, volume and efficiency of education funding and financial management.

This outcome has the following proposed outputs and activities:

- 3.1 Equitable distribution, retention, and management of teachers within and across schools.
 - 3.1.1 Design and implement teacher motivation and incentive programmes.
 - 3.1.2 Improve recruitment, deployment, management, and retention of teachers.
 - 3.1.3 Improve quality assurance and school support mechanisms.
 - 3.1.4 Strengthen gender-responsive and inclusive school leadership and management, including mentorship and coaching.
 - 3.1.5 Strengthen coordination mechanisms, including government-led partnerships, inter-ministerial and inter-sectoral platforms for coordination and accountability at all levels (including LGAs).
- 3.2 Improved sector coordination and financing.
 - 3.2.1 Development of operational and action plans to facilitate implementation of Education for Renewed Hope: Roadmap for the Nigerian Education Sector (2024-2027) and Basic Education Roadmap (2021-2030) and similar plans at state levels.
 - 3.2.2 Regular conduct and publication of public financial analyses for the education sector.
 - 3.2.3 Institutionalisation of Joint Sector Reviews.
- 3.3 Improved education data collection, management, and storage.
 - 3.3.1 Strengthen the EMIS and the use of its data at all levels.
 - 3.3.2 Develop/strengthen monitoring tools, framework, and capacity of all stakeholders for FLN.
 - 3.3.3 Strengthen monitoring and assessment of learning outcomes (MLA) at state and federal levels.

- 3.3.4 Conduct and publish education sector analysis, gender and special needs/disability analysis as well as sensitivity, and inclusive pedagogy analysis.
- 3.3.5 Advocacy and engagement with the National Commission for Colleges of Education and teacher education institutions to include FLN in course content and curriculum.
- 3.3.6 Strengthening of school-based management mechanisms including functionality of SBMCs and other local governance structures.

5.1.4 Alignment of Federal, States and Partners

Going forward, the outputs and outcomes mentioned above would need their baseline values determined and yearly targets appropriately formulated. To achieve such targets, ONE national basic education sector plan/programme would be put together in due time, and ONE budget would be developed to implement the programme. The Federal, States and Development Partners would commit to a more coordinated programmatic approach to achieving such basic education outcome targets at scale. The Federal and States could form a partnership agreement/compact to (i) improve governance, accountability, and relentless focus on results, (ii) commit to revamping basic education programme design and its financing mechanisms, and (iii) fulfil jointly agreed obligations on improved financing, efficient and impactful program execution and achievement and reporting of results.

5.1.5 Assumptions of the Theory of Change

The ToCs developed by each state (see Annex A for the summarised ToCs and the separate documents with the detailed ToCs) contain detailed assumptions. The national ToC presented in this Partnership Compact is built on the assumptions that:

- i. There will be political will, ownership, and commitment to carry out the priority reforms by the government at the various levels.
- ii. The capacity of institutions (human, infrastructure and financial) will continue to be strengthened to enable them to carry out the proposed interventions.
- iii. There will be continued improvements in education financing and management.
- iv. Partners and education stakeholders will align education financing to the Partnership Compact.
- v. Financial commitments are timeously released and utilised (implemented).
- vi. There will be improved data collection, analysis and use at all levels.
- vii. The capacity for planning and evidence-based decision making will continue to be strengthened.
- viii. There will be improved coordination and stakeholder engagement.
- ix. Gender will be mainstreamed in all programming and activities will strive for gender equity.
- x. Inclusivity will be mainstreamed into all programmes and activities.

5.1.6 Risks of the Theory of Change

The ToCs developed by each state (see Annex A for the summarised ToCs and the separate documents with the detailed ToCs) contain detailed risks. The major risks related to the national ToC assumptions have been identified as follows:

- i. Lack of political will, ownership, and commitment by the government at all levels to implement priority reforms.
- ii. Weak capacity (of human, infrastructure and financial) to carry out priority reforms.
- iii. Political interference in the execution of priority reform activities at both national and sub-national levels.
- iv. Failure of governments to adequately finance priority reform activities at national and sub-national levels.
- v. Failure of implementing partners to integrate gender equity and inclusivity into priority reform programmes and activities.
- vi. Lack of security and safety in schools and learning centres.
- vii. Failure of partners and education stakeholders to align education financing to the Partnership Compact.

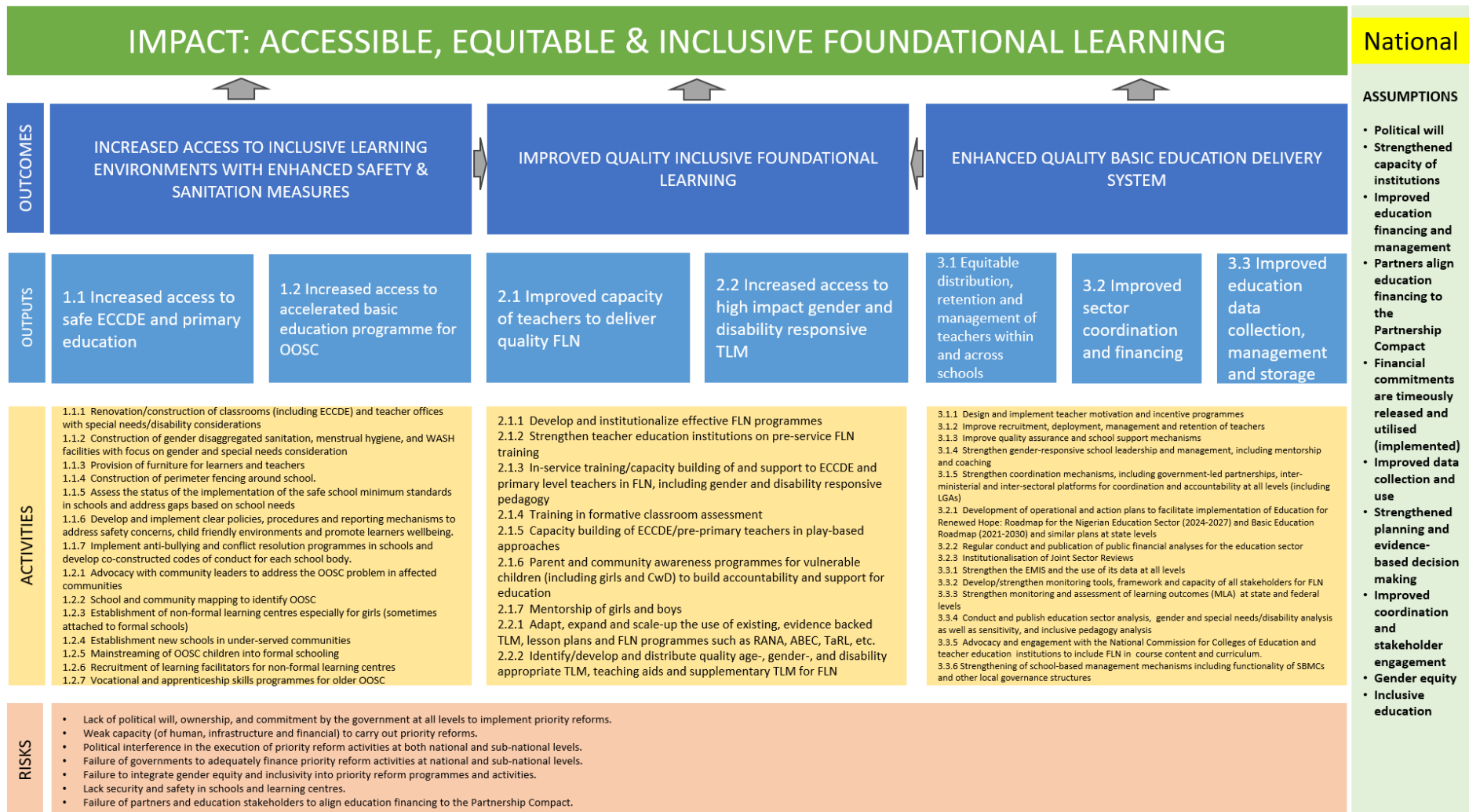


Figure 1. Theory of Change for the Partnership Compact

5.2 Monitoring

5.2.1 Performance Indicators

The Partnership Compact will be monitored through the existing relevant government monitoring structures – Federal Ministry of Education, UBEC, State Ministries of Education and the States Universal Basic Education Boards, instead of creating new structures for monitoring. The annual implementation progress assessments of the Partnership Compact will be integrated into the education sector’s mechanisms for monitoring the Roadmap for the Education Sector at the national level, the National Basic Education Roadmap, State Education Sector Plans, and the States’ Basic Education Sub-Sector Plans. During STG programme development, state-level monitoring, evaluation and learning frameworks which clearly outline responsibilities will be developed that will allow states to track priority reform implementation. The performance indicators to be monitored are given in the table below. Further relevant indicators will be developed at programme development stage for states where required.

Table 5. Proposed indicators for monitoring the Partnership Compact

Proposed Indicators – all indicators to be disaggregated by gender and disability for the States taking part (see Table 3)	MoV	Responsible Agency
Outcome 1. Increased access to inclusive learning environments with enhanced safety & sanitation measures		
NERs and GERs disaggregated by gender and school level	ASC/EMIS	MoE/SUBEB/ SAME
Percentage of CwDs with access to education by gender and school level	ASC/EMIS	MoE/SUBEB/ SAME
Completion rate for primary school disaggregated by gender Completion rate for junior secondary school disaggregated by gender	ASC/EMIS	MoE/SUBEB/ SAME
Transition rate from primary to junior secondary school disaggregated by gender	ASC/EMIS	MoE/SUBEB/ SAME
New enrolments and enrolments in ECCDE, primary and non-formal learning centres disaggregated by gender and disability	ASC/EMIS	MoE/SUBEB/ SAME
Number of children mainstreamed from non-formal learning centres to primary schools disaggregated by gender and disability	ASC/EMIS	MoE/SUBEB/ SAME
Infrastructure and facilities including new and inclusive learning spaces constructed or renovated, sufficiency of separate toilets for girls and boys, furniture, etc	ASC/EMIS	MoE/SUBEBs/ SAME
Share of public schools with ECCDE centres that meet minimum acceptable standards	ASC/EMIS	MoE/SUBEB
Schools with perimeter fence and other safety and security measures	ASC/EMIS	MoE/SUBEB
Outcome 2. Improved quality inclusive foundational learning		
Teachers benefitting from teacher professional development including gender and disability responsive pedagogy disaggregated by gender and disability	TPD records	MoE/SUBEB
Teachers delivering effective lessons disaggregated by gender and disability	SSO/QA reports	MoE/SUBEB
Learners with access to quality age-, gender-, and disability appropriate TLM, and supplementary TLM for FLN disaggregated by gender and disability	Distribution reports records	MoE/SUBEB
Children demonstrating age grade literacy and numeracy skills disaggregated by gender and disability	MLA/ NALABE/	MoE/SUBEB/ FME/UBEC

Proposed Indicators – all indicators to be disaggregated by gender and disability for the States taking part (see Table 3)	MoV	Responsible Agency
	EGRA/ EGMA	
Literacy and numeracy programmes established	Programme reports	MoE/SUBEB
Outcome 3. Enhanced quality basic education delivery system		
New teachers and facilitators recruited and deployed to rural or needy schools/centres disaggregated by gender and disability	Recruitment/deployment records	MoE/Teaching Service Commission/ SUBEB
Percentage of teachers that are female Percentage of school heads that are female	ASC/EMIS	MoE/Teaching Service Commission/ SUBEB
Teacher motivation and incentive programmes in place	Reports	MoE/SUBEBS
Pupil to Teacher Ratios	ASC/EMIS	MoE/SUBEBS
UBE-IF annual % allocation of CRF and actual releases	Reports	MoE/SUBEBS
Functional EMIS, QA, school support and School based management systems in place	Reports	MoE/SUBEBS
Share of education budget by year	Budget	MoE/SUBEBS

The NEG will provide strategic guidance for a coordinated and coherent implementation of the priority reform. Joint monitoring of progress of priority reform activities will take place through visits to schools, learning centres and LGAs and States. Joint sector reviews will be conducted annually using data from various sources. With support of the Coordinating Agent and the Grant Agent, the NEG will meet from time to time to review progress, discuss matters arising and proffer recommendations for improvement to the Federal Ministry of Education. At the state level, existing state coordination bodies with representation from all stakeholder groups will meet periodically to review Partnership Compact progress, address matters arising and recommend necessary changes or course corrections to the State Ministry of Education. This group will coordinate with the NEG. If there is no existing state coordination group, the state will need to set up a coordination group for the GPE activities. At the federal level, the Permanent Secretary in the Federal Ministry of Education, under the guidance of the Minister of Education and/or Minister of State for Education, will have the overall responsibility for holding the relevant federal MDAs and grant agents responsible for ensuring the delivery of the priority reform. At the state level, the Permanent Secretary in the State Ministry of Education, under the guidance of the Commissioner for Education, will have the overall responsibility for holding the relevant state MDAs and focal persons responsible for ensuring the delivery of the priority reform.

The Education Sector Performance Review Reports and Joint Sector Reviews will review and discuss the progress on the indicators and adjust programmes where necessary.

5.2.2 Monitoring Responsibilities

The table above (Table 5) presents the proposed performance indicators for the Partnership Compact. These are selected from the Roadmap for the Education Sector, National Basic Education Roadmap, the State Education Sector Plans, and the States' Basic Education Sub-Sector Plans and EMIS related to the outcomes have been selected. Baseline figures for these indicators will come from the NEMIS and NPA 2022

data, MLA Report (2019) and NALABE Report (2024). The establishment of the baseline and target values for each indicator will be determined during the programme development phase and will involve a desk review and may involve further data collection. In the early stages of the grants, it may be necessary to carry out reviews/evaluations of areas such as coordination mechanisms and data collection systems to determine baselines and better inform implementation and impact. Additionally, specific indicators pertinent to each major intervention can be added during the design phase for the grants (STG, SCG, Multiplier Fund and GEA). Monitoring of these indicators and the Partnership Compact will be done through the NEG meetings, JSRs, ASC data collection and analysis, and joint monitoring visits. Besides monitoring the Outcome indicators, the implementation processes will also be monitored closely. The NEG shall monitor the quarterly activities, targets and milestones, as aligned to the annual work plans. At the state level, the State Education Group is expected to play a similar role as the NEG in monitoring the indicators in the various states.

5.2.3 Mid-Term Review

The mid-term review will be aimed at measuring the progress made under the Partnership Compact in achieving the priority reform in each of the states taking part. The mid-term review will review the various approaches implemented by the GA(s) to expanding pre-primary education, examine the current state of curriculum updates and their implementation, measure progress in foundational literacy and numeracy, and evaluate the fulfilment of the predetermined indicator targets. This evaluation will primarily be the responsibility of the appropriate education Ministry, Department or Agency (MDA) of each state, using an external evaluator to maintain independence of the review. Based on the findings and in alignment with emerging trends, adjustments to the Partnership Compact may be made in consultation with NEG members. The STG will provide funding for this review.

5.3 Evaluation

Evaluations with clear goals shall be carried out to track progress and impact, enabling adjustments to the programme based on insights gained. These evaluations should include both a mid-term review and a final evaluation.

A comprehensive evaluation will be conducted at the conclusion of the Partnership Compact to assess cumulative progress in the key reform area and against the indicators. This final evaluation, also financed through the STG, will draw upon JSRs, governmental data systems, the monitoring of learning outcomes, external research, and feedback from stakeholders.

Other evaluations may be necessary to assess implementation for specific bottleneck areas, for example learning assessments, coordination at different levels, a gender audit and public financial analysis (PFA).

5.4 Learning

Learning and adapting will be key elements in the implementation of the Partnership

Compact. This requires a commitment from all stakeholders involved to continuously collect feedback, examine data, and implement necessary modifications promptly to ensure the best possible results.

Apart from the Mid-Term Review previously mentioned, the Partnership Compact, through the STG, will support annual Joint Sector Reviews (JSRs) to offer additional opportunities for NEG members to refine activities and strategies as necessary. The GA and the relevant MDAs will commit to holding regular meetings to monitor and discuss progress and address challenges. Updates will be regularly presented to the NEG at the federal level or SEG at the state level, and adjustments will be made accordingly.

With NEG (or SEG in case of states) as the main driver, the Partnership Compact will prioritize establishing iterative feedback loops that foster constant communication and collaborative efforts among all stakeholders. This will involve engaging partners, teachers, education officials and other key actors in discussions, consultations, and participatory decision-making processes to discuss and collectively generate solutions that enhance the programme. Where necessary, LGEA and school level officials will join meetings at the state level to discuss implementation of the compact interventions.

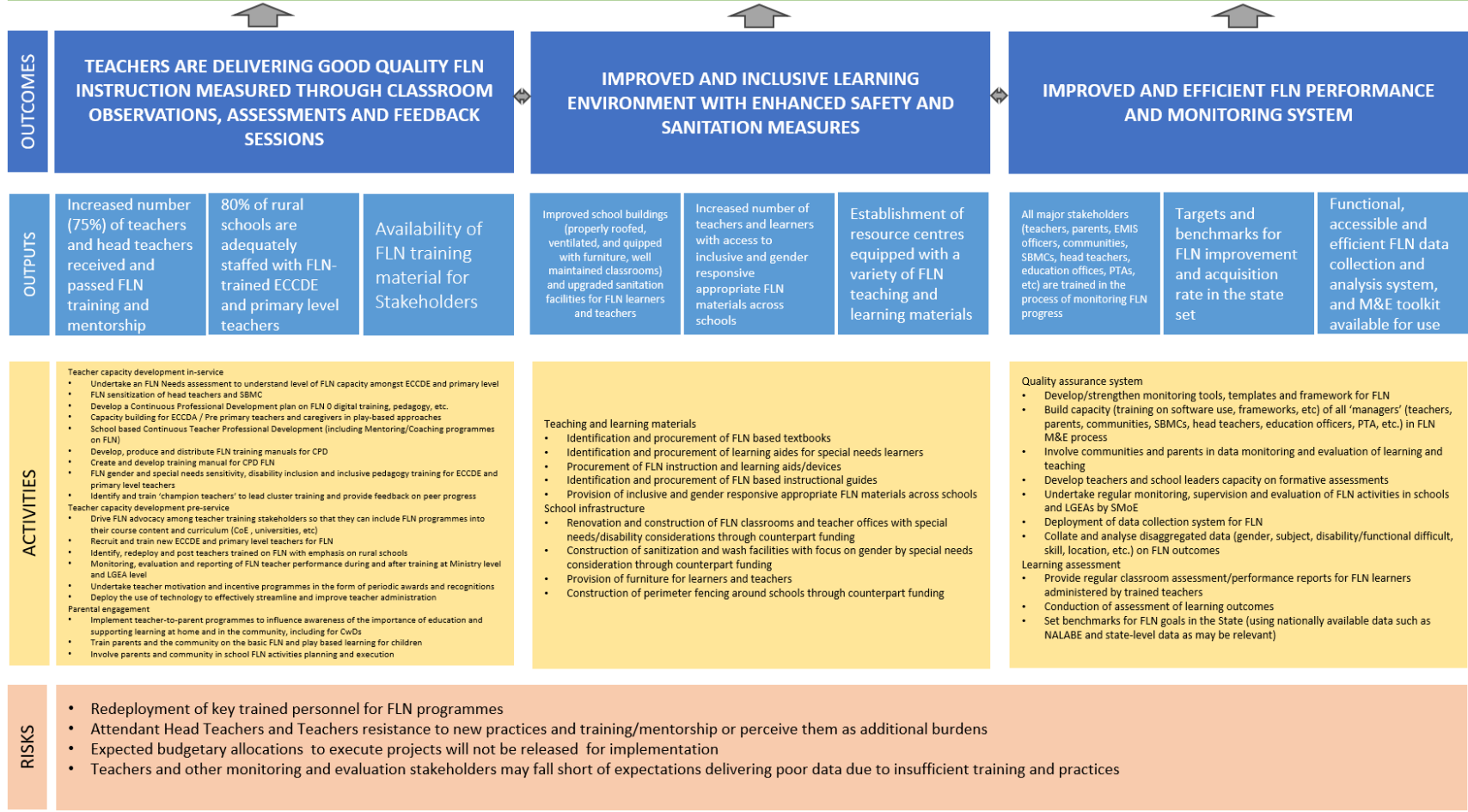
In addition, the grant agent, relevant education MDAs and other stakeholders will organise learning events, workshops, and knowledge sharing sessions. These will be pivotal for promoting peer learning, sharing effective practices, and capacity building among stakeholders, particularly considering that the STG will be implemented in six different states. Such events will be crucial for providing opportunities to share experiences and for reflection, brainstorming innovative solutions, and fostering a culture of continuous learning and improvement. Documenting and disseminating the lessons learned, case studies, success stories, and best practices are essential for capturing and sharing knowledge within the organization and with external stakeholders. Effective knowledge management is essential to ensure that valuable experiences are preserved, shared, and applied to future programmes.

6. Statement of Endorsement for the Partnership Compact from the Education Sector Working Group Stakeholders

We, the members of the National Education Group (Local Education Group of Nigeria), with the leadership of the Federal Ministry of Education, and USAID (Coordination Agent for GPE in Nigeria), agree with what is described in this document called the Partnership Compact. We declare that we have participated in its construct and analysis and, therefore, we endorse the contents of the Compact.

Annex A. Theories of Change for the States

IMPACT: ALL CHILDREN CAN READ, DO BASIC MATHEMATICS, AND HAVE IMPROVED SOCIAL-EMOTIONAL SKILLS BY AGE 10



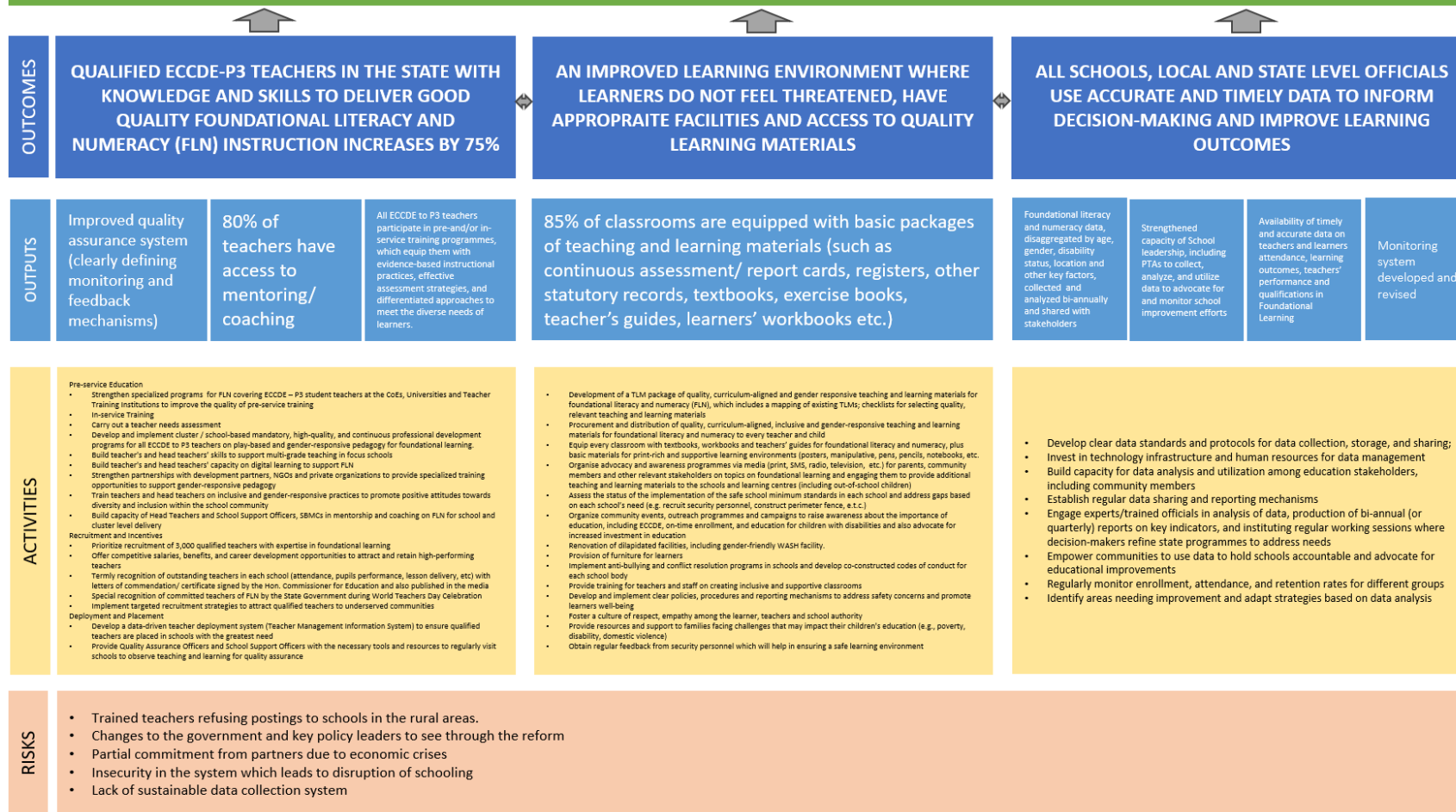
Abia

ASSUMPTIONS

- There will be strong Political Will on the part of Government to implement FLN programme within guidelines
- The state has the necessary budget to support infrastructure rehabilitation and upgrades
- Stakeholders will actively participates in data collection, analysis and utilization for improvement

IMPACT: ALL CHILDREN CAN READ, DO BASIC MATHEMATICS, AND HAVE IMPROVED SOCIAL-EMOTIONAL SKILLS BY AGE 10

Akwa



ASSUMPTIONS

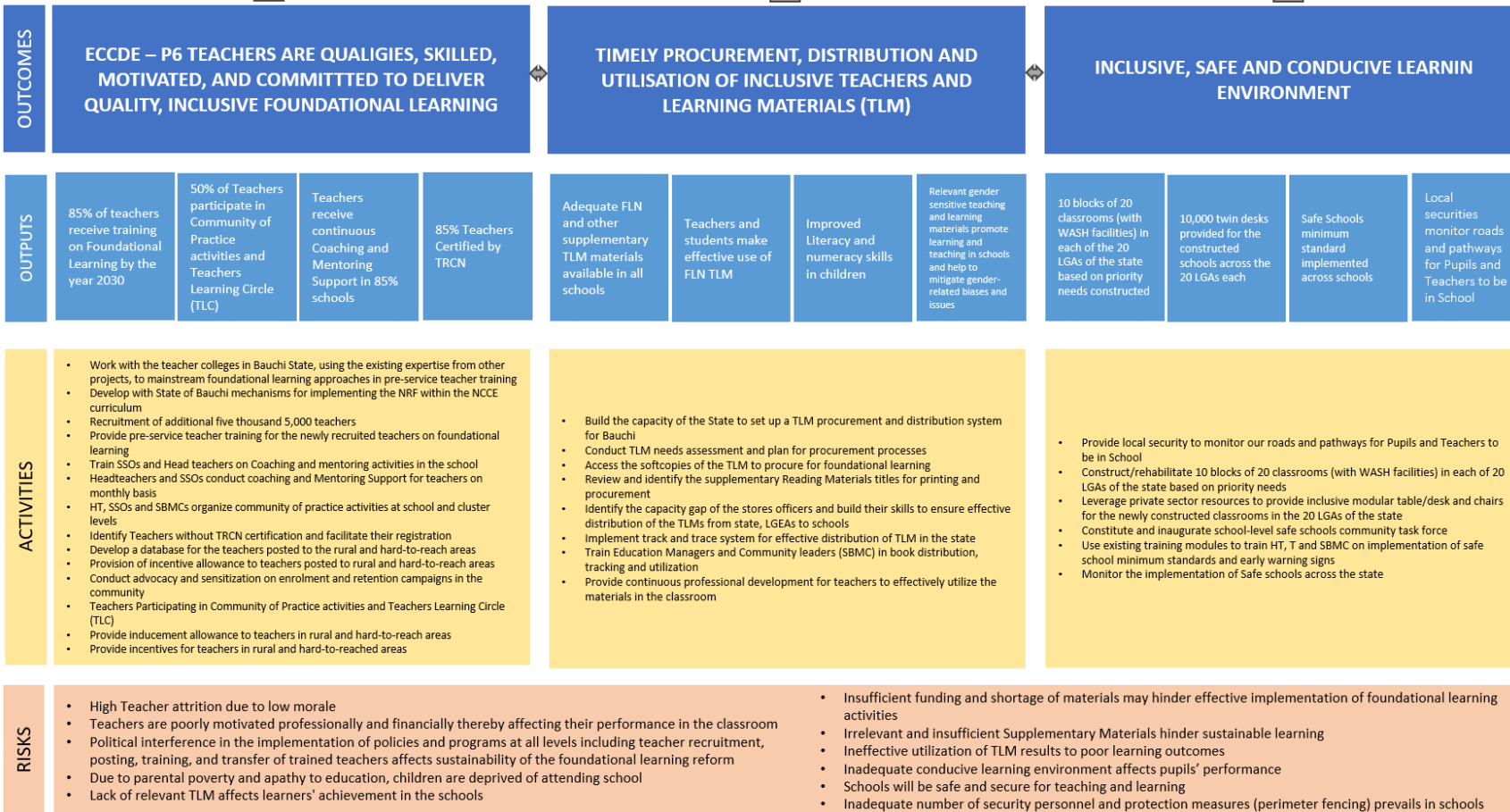
- Continuous political will to support the reform to the teachers and workforce
- Recruitment and capacity strengthening to produce enough qualified teachers, trainers, and support staff to meet the currently anticipated demand
- Effective collaboration with key state and development partners to create a safe learning environment and print-rich classrooms and centres
- Data accessibility and utilization: Reliable data is readily available and effectively used to inform decision-making

IMPACT: ALL CHILDREN (ESPECIALLY THE FIRL-CHILD) CAN READ, DO BASIC MATHEMATICS, AND HAVE IMPROVED SOCIAL-EMOTIONAL SKILLS BY GRADE 6. AS A RESULT OF THE PROPOSED INTERVENTIONS, 85% OF CHILDREN IN BAUCHI STATE WILL DEMONSTRATE MINIMUM PROFICIENCY IN LITERACY AND NUMERACY BY 2030, ESPECIALLY GIRLS AND CHILDREN WITH DISABILITIES

Bauchi

ASSUMPTIONS

- Teachers will remain in service after they have been trained
- Adequate and consistent provision of funds/budget for education to support teacher professional development and remuneration
- The political will and commitment to implement policies and programs at all levels contributes to the success of the foundational learning reform
- Children will attend school regularly and punctually
- Learners will have access to reading and numeracy texts to practice in the schools and at home
- Adequate and consistent provision of funds to education allow for the timely production and distribution of TLMs to learners
- Timely provision and distribution of relevant and sufficient supplementary learning materials enhances sustainable learning practices
- Effective utilization of TLM guarantees positive learning outcomes
- Improved school environments stimulate and ensure effective learning
- Schools will be safe and secure for teaching and learning
- Political will exists in the State to provide security personnel and other safety measures in schools

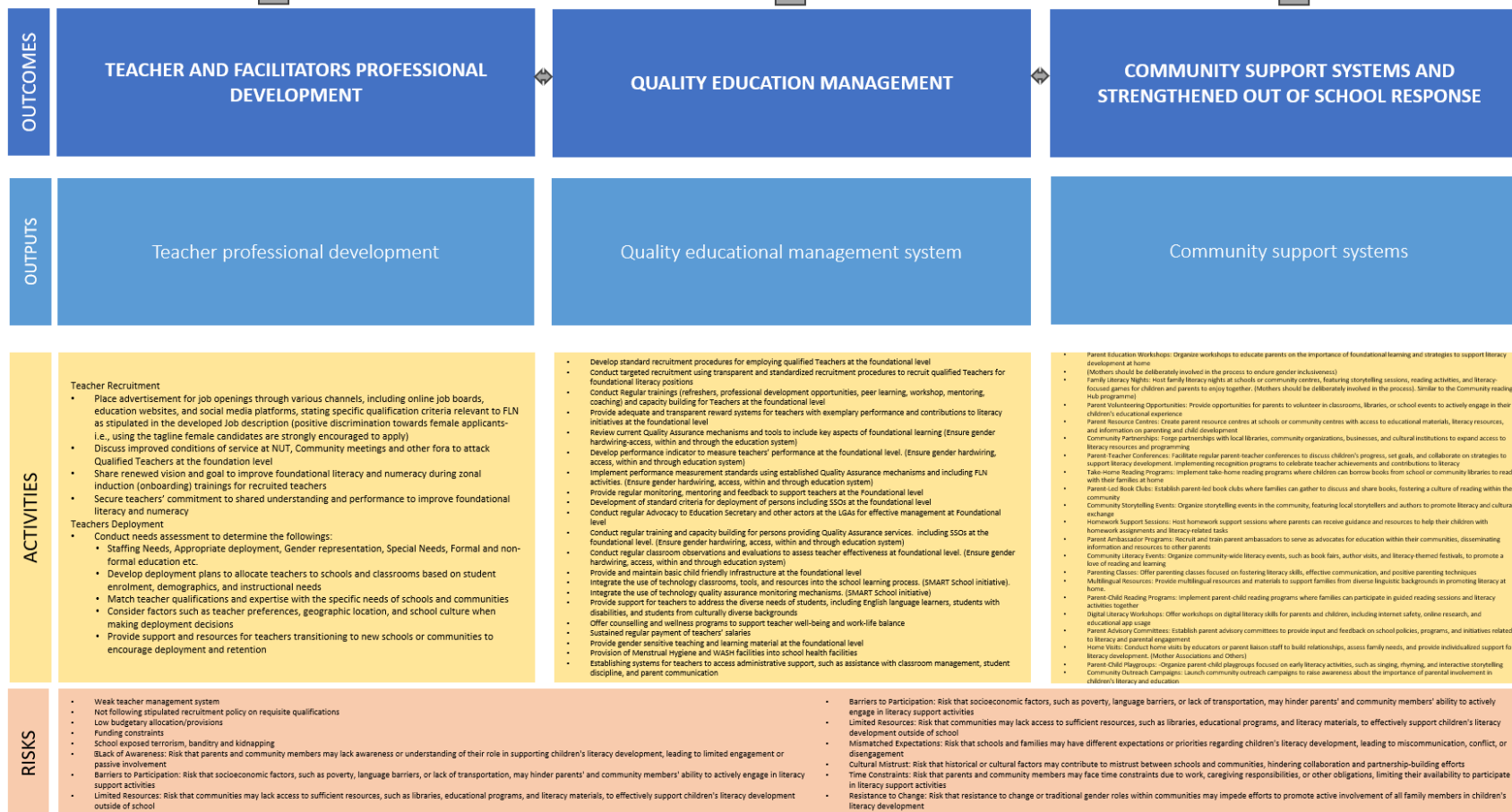


IMPACT: PROVIDING GENDER-SENSITIVE AND EQUITABLE LEARNING OPPORTUNITIES TO ACQUIRE FOUNDATIONAL LITERACY, AND NUMERACY AT EARLY LEVEL OF PRIMARY EDUCATION (ECDE, P1, P2 AND P3) IN KEBBI STATE

Kebbi

ASSUMPTIONS

- Availability of qualified and competent teachers.
- Teachers' willingness and acceptance to be trained and retained at foundational levels and accept posting to locations of need.
- Teachers are motivated by improved status and working conditions of service.
- High quality management at the Education management level, including adherence to recruitment standards, National policy and Ministerial Road on Education.
- Data driven educational planning and effective monitoring and evaluation of teachers and facilitators at FLN levels.
- Schools are safe for learning at the foundational level.
- Education remains on the High priority list of government with adequate education budgetary allocation and release.
- Effective programme promoting the value of education, to Assuring that all efforts aimed at promoting the value of education in the community are yielding positive results.
- Willingness to Engage: Assumption that parents and community members are willing and motivated to actively engage in their children's education and support literacy development.
- Accessibility of Resources: Assumption that families and communities have access to adequate resources, such as books, educational materials, and community programs, to support children's literacy at home and in the community.
- Trust in Schools System: Assumption that parents trust the educational system and are willing to collaborate with schools in supporting their children's literacy development.
- Cultural Sensitivity: Assumption that engagement strategies are culturally sensitive and responsive to the diverse needs and backgrounds of families and communities, fostering inclusive participation.
- Functional Community Structure: Effective PTA, SBMCs, CIMCs and Mas working in synergy with other stakeholders at the community level.
- Availability of Self with clearly defined roles and responsibilities of PTA, SBMCs, CIMCs and Mas at the community level.

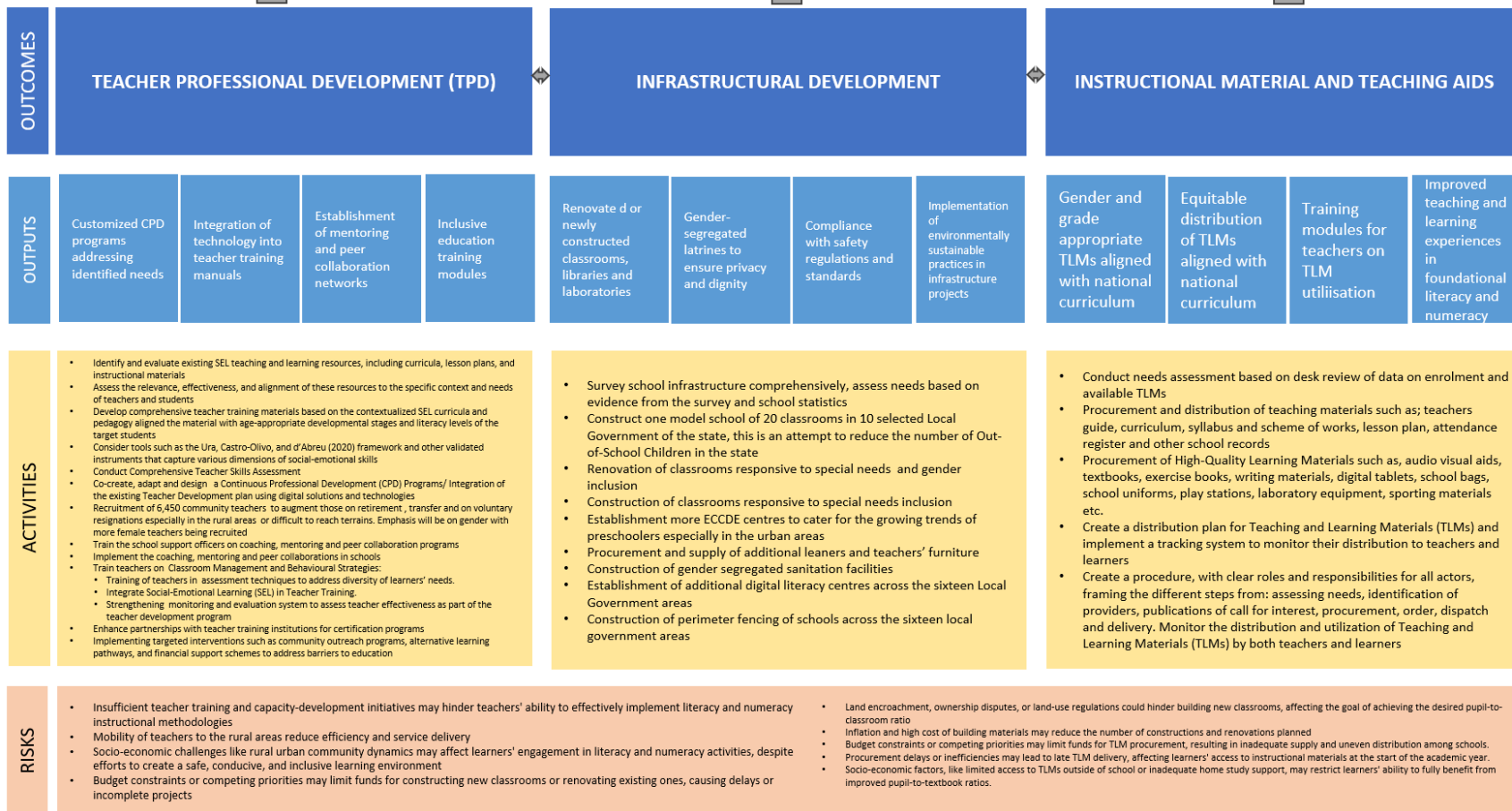


IMPACT: ALL CHILDREN IN KWARA STATE INCLUDING OUT-OF-SCHOOL CHILDREN CAN READ, DO BASIC MATHEMATICS, AND HAVE IMPROVED SOCIAL-EMOTIONAL SKILLS AT AGE 10

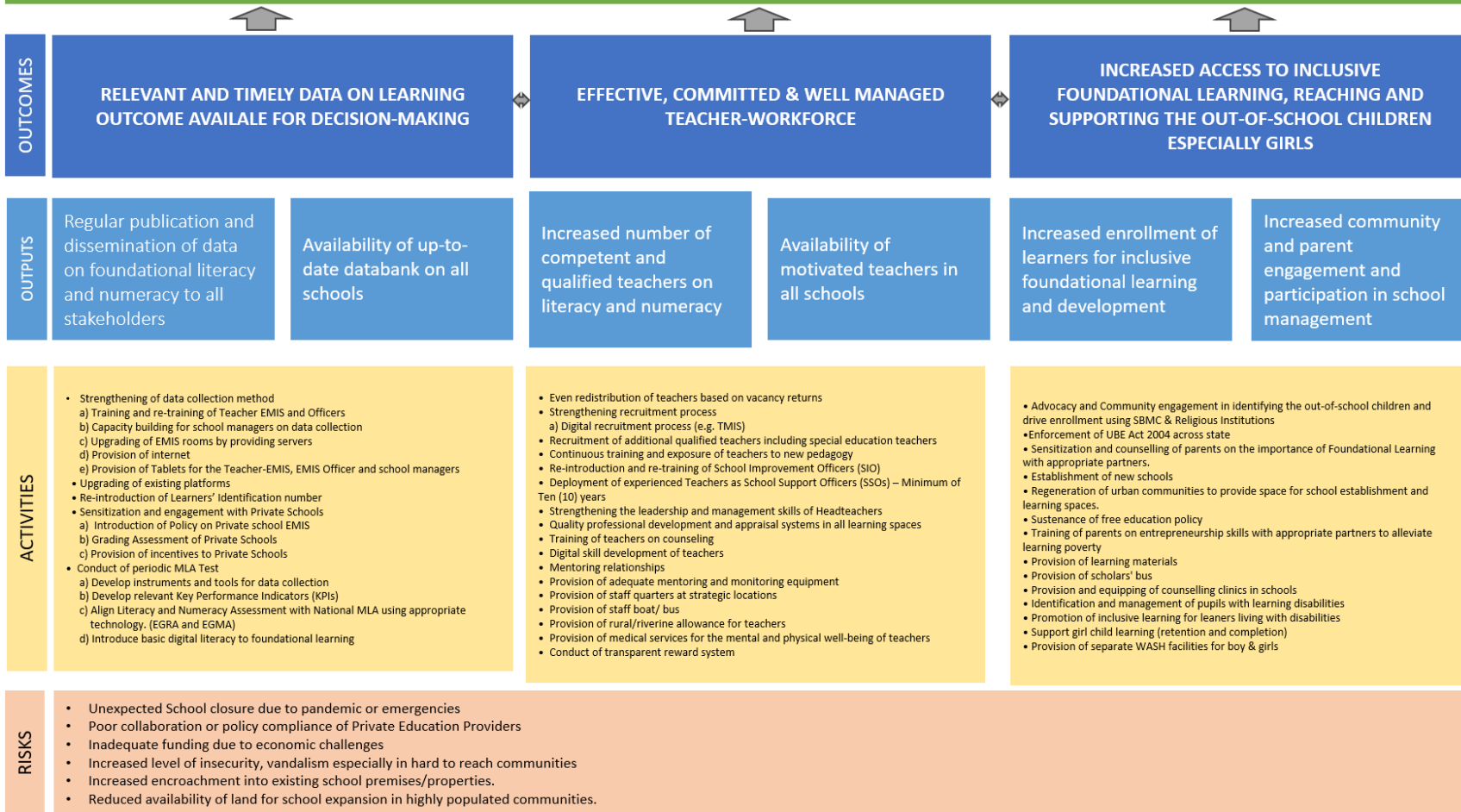
Kwara

ASSUMPTIONS

- Government to provide enabling environment for teachers to develop professionally, through in-service training and incentivize the teachers through promotions, loan, improved welfare services
- Sufficient financial resources are allocated to build additional classrooms and rehabilitate/renovate existing ones to accommodate the target pupil-to-classroom ratio
- Adequate space is available within school premises and communities to construct new classrooms without compromising safety or infringing on other facilities
- Construction of toilet facilities for all students, addressing issues stemming from inappropriate pupil-to-toilet ratios at the federal level
- Sufficient financial resources are allocated to procure an adequate number of teaching, learning and assessment materials for each learner across all grades
- TLMs procurement processes are efficient and transparent, ensuring timely delivery of TLMs to schools
- Learners have a safe, conducive, and inclusive learning environment at home where they can use TLMs for independent study and practice



IMPACT: ACCESSIBLE, EQUITABLE, AND INCLUSIVE FOUNDATIONAL TEACHING AND LEARNING



Lagos

ASSUMPTIONS

- The Lagos State's political, social and economic environment remains stable to support government commitment
- Development Partners Maintaining an operational environment that supports project goals.
- Improved Mass Transport System will contribute to better mobility
- Willingness of communities to support new school establishment through land donation
- Increased enrollment and school population will be matched by infrastructure improvement and system support (Education Quality Assurance)