

Document of
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Report No: ICR00005343

IMPLEMENTATION COMPLETION AND RESULTS REPORT

TF-18918

ON A

GLOBAL PARTNERSHIP FOR EDUCATION GRANT

IN THE AMOUNT OF SDR 69.36 MILLION

(US\$100 MILLION EQUIVALENT)

TO THE

FEDERAL REPUBLIC OF NIGERIA

FOR THE

NIGERIA PARTNERSHIP FOR EDUCATION PROJECT (NIPEP)

JANUARY 31, 2021

Education Global Practice
Western and Central Africa Region

CURRENCY EQUIVALENTS

(Exchange Rate Effective January 25, 2021)

Currency Unit = NGN

NGN 381.492¹ = US\$1

US\$ 1.441760² = SDR 1

FISCAL YEAR

July 1 - June 30

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¹ <https://www.xe.com/currencyconverter/convert/?Amount=1&From=USD&To=NGN>

² https://www.imf.org/external/np/fin/data/rms_sdrv.aspx

ABBREVIATIONS AND ACRONYMS

BESDA	Better Education Service Delivery for All	PAD	Project Appraisal Document
CPF	Country Partnership Framework	PDI	Project Development Objective Level Indicator
CPS	Country Partnership Strategy	PDO	Project Development Objective
CRI	Corporate Results Indicator	PIM	Project Implementation Manual
CSI	Core Sector Indicator	RF	Results Framework
DFID	Department for International Development	RP	Restructuring Paper
ECD	Early Childhood Development	SBMC	School-Based Management Committee
EGRA	Early Grade Reading Assessment	SCD	Systematic Country Diagnostic
EMIS	Education Management Information System	SDI	Service Delivery Indicator
ERGP	Economic Recovery and Growth Plan		
FM	Financial Management	SIG	School Improvement Grant
FMOE	Federal Ministry of Education	SIP	School Improvement Plan
FPFMU	Federal Project Financial Management Unit	SMO	Social Mobilization Officer
GAR	Gross Attendance Ratio	SMOE	State Ministry of Education
GER	Gross Enrollment Ratio	SPFMU	State Project Financial Management Unit
GDP	Gross Domestic Product	SSO	School Support Officer
GPI	Gender Parity Index	SUBEB	State Universal Basic Education Board
HCDV	Human Capital Development Vision	TLMs	Teaching and Learning Materials
ICR	Implementation Completion and Results Report		
DP	Development Partner	UBE	Universal Basic Education
IE	Impact Evaluation	UBEC	Universal Basic Education Commission
IPF	Investment Project Financing	UNICEF	United Nations Children's Fund
IRI	Intermediate Result Indicator	USAID	United States Agency for International Development
IRR	Internal Rate of Return		
JICA	Japan International Cooperation Agency		
JS	Junior secondary		
LEG	Local Education Group		
LGA	Local Government Area		
LGEA	Local Government Education Authority		
MDG	Millennium Development Goal		
M&E	Monitoring and Evaluation		
MTR	Mid-Term Review		
NAR	Net Attendance Rate		
NCE	National Certificate in Education		
NER	Net Enrollment Rate		
NGO	Non-Governmental Organization		
NIPEP	Nigeria Partnership for Education Project		
NLA	National Learning Assessment		
NPV	Net Present Value		
OSSAP	Office of the Senior Special Assistant to the President		
ORF	Oral Reading Fluency		

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DATA SHEET

BASIC INFORMATION

Product Information

Project ID	Project Name
P143842	Nigeria Partnership for Education Project
Country	Financing Instrument
Nigeria	Investment Project Financing
Original EA Category	Revised EA Category
Partial Assessment (B)	Partial Assessment (B)

Organizations

Borrower	Implementing Agency
Federal Republic of Nigeria	Universal Basic Education Commission, Federal Ministry of Education

Project Development Objective (PDO)

Original PDO

The PDO is to improve access and quality of basic education in selected States, with particular attention to girls' participation.



FINANCING

	Original Amount (US\$)	Revised Amount (US\$)	Actual Disbursed (US\$)
World Bank Financing			
TF-18918	100,000,000	99,968,667	99,968,667
Total	100,000,000	99,968,667	99,968,667
Non-World Bank Financing			
Borrower/Recipient	0	0	0
Total	0	0	0
Total Project Cost	100,000,000	99,968,667	99,968,667

KEY DATES

Approval	Effectiveness	MTR Review	Original Closing	Actual Closing
08-May-2015	02-Nov-2015	03-Oct-2017	29-Jun-2019	29-Jun-2020

RESTRUCTURING AND/OR ADDITIONAL FINANCING

Date(s)	Amount Disbursed (US\$M)	Key Revisions
11-Jun-2019	81.11	Change in Results Framework Change in Loan Closing Date(s)

KEY RATINGS

Outcome	Bank Performance	M&E Quality
Moderately Satisfactory	Moderately Satisfactory	Modest

RATINGS OF PROJECT PERFORMANCE IN ISRs

No.	Date ISR Archived	DO Rating	IP Rating	Actual Disbursements (US\$M)
01	03-Dec-2015	Moderately Satisfactory	Moderately Satisfactory	0
02	28-Jun-2016	Satisfactory	Satisfactory	11.17



03	30-Dec-2016	Satisfactory	Satisfactory	18.64
04	23-Jun-2017	Satisfactory	Moderately Satisfactory	25.41
05	30-Dec-2017	Moderately Satisfactory	Moderately Satisfactory	50.14
06	25-Jun-2018	Moderately Satisfactory	Moderately Satisfactory	59.29
07	07-Jan-2019	Satisfactory	Satisfactory	73.89
08	28-Jun-2019	Satisfactory	Satisfactory	82.66
09	31-Dec-2019	Satisfactory	Satisfactory	85.81
10	05-Jul-2020	Satisfactory	Satisfactory	99.34
11	09-Dec-2020	Satisfactory	Satisfactory	99.97

SECTORS AND THEMES

Sectors

Major Sector/Sector (%)

Public Administration 11

Sub-National Government 11

Education 89

Public Administration - Education 11

Primary Education 78

Themes

Major Theme/ Theme (Level 2)/ Theme (Level 3) (%)

Human Development and Gender 100

Gender 25

Education 75

Access to Education 38

Education Financing 37

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I. PROJECT CONTEXT AND DEVELOPMENT OBJECTIVES

A. CONTEXT AT APPRAISAL

Context

1. **Country context.** At the time the Nigeria Partnership for Education Project (NIPEP) was appraised in 2015, Nigeria had an estimated population of 177 million people, making it the most populous country in Africa. The country's economy was dominated by the oil sector. However, the contribution of agriculture, telecommunication and services was steadily increasing. The country was experiencing a sustained period of economic growth, with the gross domestic product (GDP) growing at an average rate of six percent annually in the eight years preceding appraisal. However, the decline in oil prices beginning in the last quarter of 2014 threatened the economy and led to a reduction in Government revenue and the overall budget in 2015.
2. **Even as the country was experiencing steady growth, not everyone was benefiting equally, with socioeconomic outcomes remaining at very low levels for many Nigerians.** The unemployment rate, particularly among youth, was high in many parts of the country. While significant progress had been made in reducing absolute poverty in the decade preceding project appraisal, the gains were outpaced by the rapid population growth that the country was experiencing over the same time period. A key implication of the lack of inclusive growth and development was the widening North-South divide. The Northern states lagged behind Southern states on almost all social and development outcomes. The disparity was further exacerbated by conflict, mainly related to the Boko Haram insurgency, which began in the early 2000s and continues to disproportionately impact poor and marginalized communities in Northern Nigeria.
3. **The project was prepared as the timeline for the achievement of the Millennium Development Goals (MDGs) was coming to a close and Nigeria was not on track to meet many of the goals.** While some improvement had been made on almost all of the MDGs, including on Goal 2– achieving universal primary education by 2015, the progress had not been sufficient to reach the final targets. The pervasive inequality across the Northern and Southern states, which was exacerbated by the conflict, was one of the main driving factors behind the slow progress towards the achievement of the MDGs. In addition, funding challenges, delays in the implementation of interventions, and gaps in coordination at different levels of government were all contributing factors.³
4. **While the challenges facing the country were many, the Government of Nigeria demonstrated its strong commitment to improving human capital outcomes and addressing widening inequalities.** The Government launched *Vision 20:2020* in 2009, an ambitious plan which aimed to put Nigeria among the top 20 global economies by 2020. In addition, the Government mainstreamed many of the MDGs into the country's economic development plan – Nigeria's Economic Recovery and Growth Plan (ERGP) for 2017 – 2020. The Government also mobilized significant resources from international development partners (DPs), including the World Bank, to increase investments in human capital development.
5. **Sector context.** The Nigerian education system follows a '1-6-3-3-4' structure consisting of ten years of basic education (one year of pre-primary, six years of primary and three years of junior secondary (JS)), followed by three years of senior secondary and four years of tertiary education. The country made some progress in improving enrollment both at the primary and secondary levels in the early 1990s and 2000s. This progress was further accelerated by the signing of the Universal Basic Education (UBE) Act in 2004, which stipulates the provision of free, compulsory and universal basic education for every child of primary and junior secondary school age in Nigeria. In 2012, the UBE Act was revised to include one year of pre-primary education as part of the UBE Program. However, in the years just preceding project appraisal, progress had been stalling in terms of enrollment. Between 1990 and 2010,

³ Office of the Senior Special Assistant to the President on the MDGs (OSSAP-MDGs), 2015.



the primary gross attendance ratio (GAR)⁴ increased significantly from 74 percent to 86 percent, while the JS GAR increased from 35 percent to 65 percent over the same time period. In contrast, between 2010 and 2015, the primary GAR showed only a slight increase from 86 percent to 87 percent, while the JS GAR stayed at 65 percent during this time (ORC Macro, 2004; NPC and RTI, 2011 and 2016).⁵

6. **The national figures also masked significant disparities across geographic areas, by gender and socioeconomic groups.** Data from the 2015 National Education Data Survey (NEDS) showed that at the time of appraisal, the primary GAR was 60.3 percent and 69.2 percent in the North East and North West zones, respectively, compared to over 100 percent in the three Southern zones – South East, South South and South West (NPC and RTI, 2016). At the JS level, the GAR was 34.5 percent and 41.6 percent in North East and North West zones, respectively, compared to over 80 percent in the three Southern zones. In many Northern states, including the five NIPEP states (Jigawa, Kaduna, Kano, Katsina, and Sokoto), the Gender Parity Indices (GPI) in primary and secondary school attendance rates were well below 1 (e.g., the GPI in JS GAR was 0.53 in Katsina and 0.59 in Jigawa), while gender parity had been achieved in most Southern states at the time. The disparities were even more staggering across income groups: the primary GAR for children from the lowest income quintile was 19 percent, compared to 97 percent for children from the wealthiest quintile. A large portion of school-age children (ages 5-16) in the North were also out of school (OOS) at the time of appraisal. In 2015, for example, the proportion of OOS children was 61 percent in Jigawa, 56 percent in Katsina, and 65 percent in Sokoto (NPC and RTI, 2016).

7. **At the time of appraisal, Nigeria's education system was characterized by inefficiencies, with only 43.8 percent of children enrolling in school at the right age and with many dropping out early.** The national primary completion rate was about 73.4 percent, with the rate being as low as 54.6 percent in the North West. Moreover, on average, only 70 percent of children who attended Primary 6 (the last grade of primary school) continued onto JS school, while the corresponding figures for the North East and North West zones of the country were estimated at 61 percent.

8. **The limited available data on learning outcomes showed that the majority of children in the country were not acquiring basic literacy and numeracy skills—both of which are foundational for all future learning.** The situation was particularly dire in Northern states, with minimal difference between boys and girls. The 2015 NEDS showed that at the time of appraisal, over 51 percent of children ages 5 to 16 nationally could not read a single word. The share of children who were illiterate was as high as 72 percent in the North East and North West zones and even higher in some Northern states (e.g., 89 percent in Sokoto, 85 percent in Jigawa, and 80 percent in Zamfara). The corresponding figures for the share of illiterate children in South East, South South and South West were 35 percent, 28 percent and 27 percent, respectively. In terms of basic numeracy skills, nationally, over 45 percent of children ages 5 to 16 could not do any of the four basic arithmetic operations, with the figure reaching as high as 72 percent in North West, 71 percent in North East and 46 percent in North Central. In contrast, the corresponding figures were 26 percent in South East, 22 percent in South South and 17 percent in South West (NPC and RTI, 2016).

9. **Several demand- and supply-side factors were driving these poor basic education outcomes in Northern Nigeria.** On the demand side, a key barrier to schooling was poverty. Parents' inability to cover the direct and indirect costs of schooling, as well as the demand for child labor, negatively impacted enrollment and contributed towards the high dropout rate in Northern states. Social norms that undervalue education, the practice of early marriage, teenage

⁴ Number of students attending a given level of education at any time during the reference academic year, regardless of age, expressed as a percentage of the official school-age population corresponding to the same level of education. The GAR, which is estimated based on household survey data, is a good proxy for Gross Enrollment Rate, which is calculated using school census-based enrollment data.

⁵ Data referenced in the project appraisal document (PAD) came from the 2010 Nigeria Education Data Survey (NEDS), as the 2015 NEDS was not released at the time. In this ICR, the 2015 NEDS data are used to provide a more accurate sector context.



pregnancy, and security-related challenges all posed additional barriers, especially for Northern girls. At the time of appraisal, over 65 percent of school-age girls in NIPEP states had never attended school (NPC and RTI, 2016).

10. **Another critical challenge driving poor educational outcomes was the limited access to pre-primary education, particularly among poorer populations.** Even though the Government had mandated at least one year of pre-primary education to be part of the UBE Program in 2012, at the time of appraisal, access remained very limited, particularly in the North. The pre-primary GARs were only 21.2 and 16.9 percent in North East and North West zones, respectively, and as low as 3.3 percent in Sokoto state and 6.3 percent in Zamfara state. In contrast, the pre-primary GARs were 98 percent in the South South zone and over 100 percent in the South East and South West zones (NPC and RTI, 2016). Supply-side issues related to inadequate investment in the pre-primary sub-sector, a lack of teachers and a limited supply of teaching and learning materials (TLMs) were all contributing factors to the low-level of access to pre-primary education in Northern Nigeria.

11. **In addition, the low quality of education was a critical barrier - mainly due to the lack qualified teachers, the limited supply of TLMs in schools and weak accountability mechanisms.** At the time of appraisal, there was a shortage of qualified teachers (the National Certificate in Education (NCE) was the minimum required qualification for teaching in basic education), with many of the NIPEP states having some of the highest shares of unqualified teachers. Even among those teachers who held the required qualifications, many lacked adequate content knowledge and pedagogical skills to teach effectively. In-service teacher professional development (TPD) training provided by states was sporadic and failed to support teachers to improve their teaching practices in the classroom. Many schools also lacked TLMs and had a poor learning environment (e.g., dilapidated infrastructure), further hampering the quality of classroom instruction. Data also showed that in many Northern states, teacher absenteeism was very high, limiting the instruction time students received. Many of these challenges were also apparent, often more acutely, in integrated Islamiyya schools, which are schools teaching conventional subjects in conjunction with Islamic subjects. Islamiyya schools represent a critical component of the basic education system in Northern Nigeria including in NIPEP states, with growing enrollment, especially among girls. (RTI, 2013; 2014).

Theory of Change (Results Chain)

12. A theory of change showing the links between the main challenges in NIPEP states, project-supported activities, intermediate results or outputs, and outcomes of the project design is presented in figure 1. As the theory of change illustrates, the project sought to address some of the critical constraints driving the low access to and poor quality of basic education, including those experienced by girls. The main pathways by which the project sought to achieve these goals include:

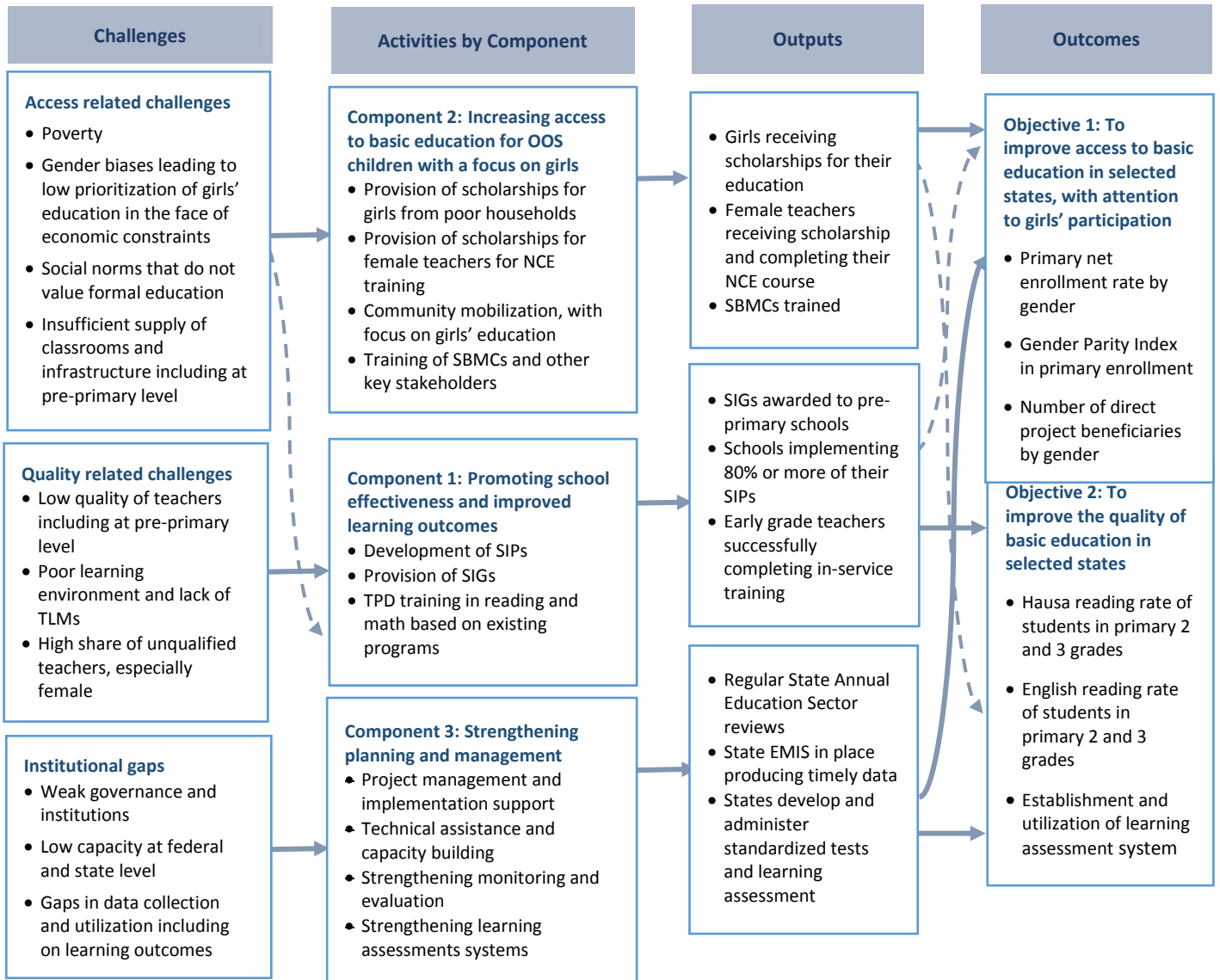
- (i) **Supply-side interventions** aimed at increasing access to and enhancing the quality of education by improving the learning environment and supporting teaching and learning activities, including through the training of School-Based Management Committees (SBMCs), development of School Improvement Plans (SIPs), provision of School Improvement Grants (SIGs) and building teachers' capacity through in-service TPD training and scholarships for female teachers.
- (ii) **Demand-side interventions** aimed at alleviating key constraints related to poverty and social norms, especially for girls through the provision of scholarships for those from poorer households and community mobilization and sensitization campaigns aimed at raising awareness about the importance of education for all.

13. **The link between inputs, activities, intermediate results and outcomes is not one-to-one, with many project interventions potentially contributing to several outcomes.** For example, the training of SBMCs was an important intervention aimed at ensuring SIPs were well developed and fully implemented – using SIGs in order to improve the



learning environment and ultimately the quality of education. A key part of the training provided to SBMCs also focused on building their capacity to use SIPs and SIGs to address constraints that were particularly binding for girls' education. Hence, this intervention could contribute towards both quality- and access-related outcomes. In addition, the project supported system-strengthening interventions both at the federal and state levels, to ensure effective project implementation, improve monitoring and evaluation (M&E) systems, build capacity in key technical areas and improve efficiency and accountability in the education system.

Figure 1: Theory of Change



Source: The theory of change was developed for the ICR by the author.



14. **Several key assumptions were implicit in the project design as captured by the theory of change.**⁶ First, the project design assumed that schools, if minimal training was provided for some members of the SBMCs could develop high-quality SIPs, prioritize interventions that improve access and retention, including for girls, and student learning, and implement them effectively. Second, it assumed that the existing in-service TPD training programs were of adequate quality to address teachers' capacity gaps and if scaled-up could improve student learning outcomes. Third, it was assumed that addressing teachers' capacity gaps through training would be sufficient to improve the quality of classroom instruction, underestimating the potential impact of teacher absenteeism and weak accountability at the school level. Lastly, it assumed that the project implementation period would be sufficient to implement the various interventions including teacher training, improve classroom instruction and show an impact on student learning.

15. **The project targeted Jigawa, Kaduna, Kano, Katsina, and Sokoto (NIPEP states).** The selection of states was made considering various factors, including: (i) demonstration of a strong commitment from states; (ii) prioritization of states with a large number of OOS children and low girls' participation in basic education, which is in line with the priorities of the Global Partnership for Education (GPE); and (iii) gaps in ongoing DP-support in addressing some of the critical constraints in basic education. The main project beneficiaries included students, particularly girls, who were enrolled in government pre-primary and primary schools and integrated Islamiyya schools in the participating states. Integrated Islamiyya schools were included in the project, in line with the emphasis given by the federal and state governments on the need to support these schools to improve basic education service delivery in the country. In addition, teachers working in government schools in the selected states were also direct beneficiaries, mainly through the provision of TPD training.

Project Development Objectives (PDOs)

16. The PDO was "to improve access and quality of basic education in selected states, with particular attention to girls' participation", as stated in the PAD and the Grant Agreement.

Key Expected Outcomes and Outcome Indicators

17. The PDO had two objectives with the following PDO-level indicators (PDIs) measuring project achievements:

Objective 1: To improve access to basic education in selected states, with attention to girls' participation, measured through the following key outcome indicators:

- Primary Net Enrollment Rate (NER) disaggregated by gender;
- Gender Parity Index (GPI) (in primary enrollment); and
- Number of direct project beneficiaries (disaggregated by gender, Core Sector Indicator (CSI)⁷).

Objective 2: To improve the quality of basic education in selected states, measured through the following key indicators:

- Hausa reading rate of students enrolled in the Primary 2 and 3 grades as measured by an Early Grade Reading Assessment (EGRA);
- English reading rate of students enrolled in Primary 3 grade as measured by the Early Grade Reading Assessment (EGRA);
- Establishment of a System for Learning Assessment at the primary level (CSI); and
- Utility of the System for Learning Assessment (CSI).

⁶ These assumptions are not explicitly stated in the PAD. Instead, they are derived from the review of the project design as part of the ICR analysis, taking into account the sector and intuitional constraints and the design of the interventions of the project.

⁷ CSIs were discontinued in 2015 and replaced by Corporate Results Indicator (CRIs). The CSIs under NIPEP directly relate to two of the current CRIs for education– (i) students benefiting from direct interventions to enhance learning and (ii) large-scale learning assessments completed.



18. For the ICR analysis, it is important to clarify that the focus on girls' education is applied only to the first PDO (i.e., improving access). The basis for this approach relates to the last phrase in the PDO statement– “girls' participation”, which implies a focus on girls' enrollment in basic education. This approach of disarticulating the PDO also aligns well with the PDIs, which only disaggregate the access related-outcome targets by gender. Moreover, as discussed under the sector context, gender disparities in educational outcomes were mainly in terms of access and not learning outcomes, with learning outcomes being equally poor for both boys and girls. A similar pattern was also observed in the 2020 NEDS, suggesting that disparities in learning outcomes between boys and girls did not emerge during the project implementation period. This provides additional rationale for applying the gender disaggregation only to Objective 1.

19. There is also some ambiguity in the PDO statement concerning its scope as captured by the phrase “basic education”. As discussed under the sector context, basic education covers 1 year of pre-primary, 6 years of primary, and 3 years of JS education. However, all of the outcome level PDIs and most project interventions focused on primary education (see figure 1 and the component descriptions below), while limited interventions at the pre-primary level (e.g., provision of SIGs and some teacher training) were supported to enhance the quality of pre-primary education and improve children's school readiness so that they were more likely to be successful when beginning primary school. Given the project's focus on primary education, as reflected both by the project design and the PDIs, the ICR analysis also focuses on this level of education.

Components

20. In order to achieve the two objectives under the PDO, the project supported three components each of which is described in further detail below.

21. **Component 1: Promoting School Effectiveness and Improved Learning Outcomes (US\$42 million).** Under this component, two sets of interventions were to be supported. First, the component aimed to support the development of SIPs and the provision of SIGs to primary and pre-primary schools in order to improve the teaching and learning environment in schools and increase the availability of TLMs. By providing funding for non-salary-related expenditures to schools, the component aimed to promote school-level resourcing and decision-making along with increased accountability. Second, the component aimed to support in-service TPD, by providing funding for training and materials for state-led interventions to develop the skills of pre-primary and primary school teachers in the core areas of reading and mathematics.

22. **Component 2: Increasing Access to Basic Education for Out-of-School Girls (US\$40 million).** The objective of this component was to support activities aimed at expanding access to basic education for female students and promoting gender equality. First, the project aimed to support the provision of scholarships to girls from poor households to encourage their enrollment in lower primary grades. Second, the project aimed to provide capacity-building support and training to actors at the school and the Local Government Education Authority (LGEA) levels (e.g., gender advisors, Social Mobilization Officers (SMOs), School Support Officers (SSOs), SBMCs, and school staff), focusing on issues that affected girls' enrollment and retention and on how to use SIGs to design and implement gender-responsive SIPs. Third, the component aimed to support sensitization and outreach campaigns for communities to encourage families to send their children (especially girls) to school and keep them in school. In addition to increasing the number of qualified female teachers, the component provided scholarships to female teachers to upgrade their qualifications to the NCE.

23. **Component 3: Strengthening Planning and Management Systems, including Learning Assessment and Capacity Development (US\$ 18 million).** This component aimed to provide management and implementation support at the federal, state and local levels, to ensure effective coordination, and M&E of project activities. This included the



provision of resources for technical assistance (TA) and capacity building and funding for operational costs related to project management, monitoring and supervision processes. The component was to finance the provision of training and goods to strengthen states' Education Management Information Systems (EMIS) and data analytics capacity, as well as the dissemination of education publications and reports. The component also supported the undertaking of learning assessments (EGRAs in Hausa and English) and strengthening of the National Learning Assessment (NLA) system to enable the generation of reliable data on learning outcomes, improve data management, and increase utilization of these data to improve the quality of education.

24. To monitor progress under each component, intermediate results indicators (IRIs) were used. The project Results Framework (RF) and the IRIs under each objective are presented in Annex 1.

B. SIGNIFICANT CHANGES DURING IMPLEMENTATION

Revised PDOs and Outcome Targets

25. The PDO was not changed during project implementation.

Revised PDO Indicators

26. Minor adjustments were made to two of the PDI targets during project restructuring (see discussion below).

Revised Components

27. The project components and sub-components were not revised during project implementation.

Other Changes

28. The project was restructured once (decision date June 11, 2019). Under this Level 2 restructuring, two main changes were made. First, the project closing date was extended by 12 months from June 29, 2019 to June 29, 2020. Second, minor adjustments were made to two PDI targets (the target for the PDI measuring the number of direct project beneficiaries was increased from 5,700,000 to 6,000,000 and the target for the number of states utilizing their learning assessment system was increased from 3 to 4). In addition, some modifications to IRIs were proposed to clarify the wording of some indicators and adjust some of the targets.⁸ Although these changes were minor, some were not fully reflected in the RF used in the post-restructuring ISRs (see discussion under M&E for more details).

Rationale for Changes and Their Implication on the Original Theory of Change

29. As discussed above, no major changes were made to the project design and, therefore, there was no significant impact on the theory of change. There were several reasons that justified the extension and the minor changes made at project restructuring (i.e., minor modifications in the RF). First, the one-year extension of the project closing date allowed adequate time for all project activities to be completed and for the PDO to be achieved, including by capitalizing on the investments made up to the point of restructuring. Second, the adjustments to selected PDI and IRI targets were made in order to reflect the progress and achievements made up to the point of restructuring and to increase the ambition of the project for the additional implementation period.

II. OUTCOME

30. Overall, the changes in the outcome and output indicators at project restructuring did not reduce the project's scope, and in some cases, it led to marginal increases in the project's overall ambition. In this ICR's analysis, a split-rating approach is not applied; instead the project's overall outcome is assessed as a continuum against the revised targets, which are more ambitious than the original targets. This is in line with the World Bank guidelines presented in

⁸ In the project restructuring paper and post-restructuring ISRs, there were some minor errors in the way some of these changes were reflected. This issue is discussed under the M&E section and clarified further in Annex 1.



the document titled “Bank Guidance - Implementation Completion and Results Report (ICR) for Investment Project Financing (IPF) Operations” issued in March 2020, which indicates that a split rating is not needed if the project scope is expanded during restructuring and changes are minor.

A. RELEVANCE OF PDO

Assessment of Relevance of PDOs and Rating

31. **The relevance of the PDO is rated High.** To rate the PDO on relevance, this analysis looks at the extent to which the PDO remains aligned with (i) the Country Partnership Strategy (CPS) (FY 14-19)⁹, (ii) the 2020 Systematic Country Diagnostic (SCD) and the new Country Partnership Framework (FY 21-25); and (ii) the Government of Nigeria’s priorities.

32. Alignment with the CPS: The PDO is closely aligned with the CPS (FY14-19) which covered most of the project implementation period. The CPS is structured around three strategic objectives; the PDO is directly aligned with the second objective – “improving the quality and efficiency of social service delivery at the state level to promote social inclusion”. Under this objective, the CPS emphasized the need to close gaps in access to primary education, especially in Northern Nigeria, in rural areas, and among poor households. The CPS also identified gaps in the quality of education, which resulted from the lack of qualified teachers, insufficient teaching and learning resources, limited school autonomy and weak accountability, and addressing these constraints was a priority intervention area. Many of the critical barriers identified by the CPS as priority issues were the focus of NIPEP in order to improve access to and the quality in basic education. For example, interventions supported under Component 1 (e.g., teacher training, SIPs and SIGs) responded to the constraints that the CPS identified as priorities in providing high quality basic education. The project’s focus on improving girls’ access to primary education, including by providing financial support, was also aligned with the CPS’s focus on addressing gender inequalities and promoting social inclusion. Moreover, many NIPEP-supported activities (e.g., provision of SIGs and training of SBMCs) were also aligned with the CPS’s focus on strengthening school-level decision-making.

33. NIPEP’s focus was also consistent with the third strategic objective of the CPS– “strengthening governance and public sector management”. Under this objective, one of the sought outcomes of the CPS was improved quality and increased accessibility of official statistics at the federal and state levels. While this objective is not explicitly stated in the PDO, it was an important priority for the project. Two PDIs focused on the establishment and utilization of learning assessment system– a critical data source for assessing improvements in the quality of education and ensuring accountability for results. The project also provided funding and capacity-building support to strengthen EMIS in participating states and monitored the timely production of annual reports. This shows the strong emphasis of the project on building capacity to generate and use data for monitoring, accountability, and decision-making processes.

34. Alignment with the SCD and CPF: The PDO continues to be well-aligned with the findings and recommendations of the 2020 SCD, which informed the new CPF. The SCD identified low human development outcomes, especially in the Northern and rural parts of the country, as a major binding constraint on Nigeria’s path towards sustainable growth and development. The SCD showed that many of the challenges that were identified as facing the education sector at the time of NIPEP preparation were prevalent even at the time of closing, even though significant progress had been made in addressing these challenges. Specifically, with regards to education, the SCD identifies both demand- and supply-side constraints to the provision of equitable and high-quality education, including household poverty, low

⁹ In line with the ICR guidelines (issued in March 2020), the assessment on relevance focuses on the alignment of the PDO with the CPS that was current at the time of project closing, which was the CPS for FY 14-19. A new Country Partnership Framework (CPF) was approved in December 2020.



teacher competency and under-resourced schools, which were all challenges that the NIPEP aimed to address (World Bank, 2020). The PDO is also directly aligned with one of the four pillars of the new CPF – “investing in human capital”. Under this pillar the CPF has 5 objectives; NIPEP’s PDO is aligned with the objectives to “improve access to and quality of basic education” and to “empower women and girls by increasing their human capital and economic opportunities”. The PDO, therefore, can be considered highly relevant at project closing.

35. Alignment with the Government’s Strategic Plans: NIPEP’s objectives are also consistent with Nigeria’s ERGP (2017-2020), which under the “Investment in Youth” pillar, identified equitable access to education as a key strategic objective to lay a strong foundation for Nigeria’s economic growth. The project is also closely aligned with Vision 20:2020, which prioritized the MDGs, including the goal of achieving universal access to basic education. More recently, the Government of Nigeria launched the Human Capital Development Vision (HCDV) 2030, which puts forth a set of prioritized policy and programmatic actions to improve human capital outcomes. Under the education pillar of the HCDV, targets include doubling primary school enrollment rates including for girls, significantly reducing the number of OOS children, and increasing the share of children that achieve basic competency in reading and mathematics by the end of primary school. This shows that the PDO and project-supported interventions are consistent with Nigeria’s strategic priorities to build its human capital.

36. The strong alignment of the PDO with the CPS, the findings of the SCD and the Government’s strategic plans justify the rating of **High** for the relevance of the PDO.

B. ACHIEVEMENT OF PDOs (EFFICACY)

37. **On the achievement of the PDOs (efficacy), the project is given the rating of Substantial.** The ICR analysis assessed efficacy based on the achievement of the project’s key expected outcomes under the two objectives, as reported in the RF and drawing from corroborating evidence. Table 1 provides a simple accounting of achievements under each objective in terms of PDIs and IRIs based on results reported in the latest Implementation Status and Results Report (ISR).¹⁰ Details of the efficacy analysis, as well as the justifications for the objective-specific and overall ratings, are provided below. Additional analysis and corroborating evidence can be found in Annex 7.

Table 1: Summary of Achievement of Outcome and Intermediate Results Indicators

Rating	Objective 1: To improve access to basic education in selected states, with attention to girls’ participation		Objective 2: To improve the quality of basic education in selected states	
	PDIs	IRIs	PDIs	IRIs
Exceeded (100%+)	4	2	2	2
Achieved/Substantially (80%+)	0	1	0	3
Partially Achieved (65%–79%)	0	1	0	0
Not Achieved (0%–64%)	0	0	2	0
Total	4	4	4	5
% Exceeded and achieved	120%	85%	60%	108%

Note: Indicators that surpassed their targets are weighed at 1.2 for the above calculation.

¹⁰ At project closing an ISR with the final project results was submitted and approved. However, a revised ISR was submitted and approved in December 2020 in order to correct minor errors in the RF; the efficacy analysis uses the latest ISR.



Assessment of Achievement of Each Objective/Outcome

38. To assess the efficacy under each project objective, the following issues are considered: (i) validity of indicators¹¹; (ii) the impact of the project as measured by achievements on PDIs and IRIs based on evidence provided in the RF and other available data; and (iii) the plausible linkages (pointing to attribution) between project interventions and achieved outcomes, including by drawing from corroborating sources.

**Objective 1: To improve access to basic education in selected states, with particular attention to girls’ participation:
Efficacy rating – High**

39. Validity of indicators: Progress under Objective 1 is measured by the four PDIs presented in table 2 (column 1). In the table, column 2 presents baseline values, columns 3 and 4 present original and where applicable revised endline targets, respectively, and column 5 presents the current status on each indicator. The outcome indicators that are used to measure achievement of Objective 1 are assessed to be highly appropriate and valid and can be used to effectively assess efficacy of the project towards the objective of improving access to education including for girls’ participation. The NER and GPI in primary enrollment are commonly used and arguably the best indicators to measure access to and gender equity in basic education. In addition, the indicator on the number of direct project beneficiaries, which was a World Bank CSI and closely relates to the current Corporate Results Indicator (CRI) on “students benefiting from direct interventions to enhance learning”, captures the reach of the project to the intended beneficiaries.

Table 2: Achievements Under Objective 1

Objective 1: To improve access to basic education in selected states, with attention to girls’ participation								
(1)	Targets and current status				Analysis of progress to meet end-of-project target			
	(2)	(3)	(4)	(5)	(6)	(7)		(8)
PDO indicators (PDIs)	Baseline	Original Target	Revised Target*	Current	Change required to meet end-of-project target	Actual achievement relative to the end-of-project target		Comments
1) Primary School Net enrollment rate (NER) disaggregated by gender (%) ¹²	48	52	NA	57	4 percentage points increase	9 percentage points increase	225%	Target exceeded
2) Gender parity index (primary enrolment) (%)	72	76	NA	90	4 percentage points increase	18 percentage points	450%	Target exceeded
3) Direct project beneficiaries (#)	0	5,700,000	6,000,000	6,348,829	6,000,000	6,348,829	106%	Target exceeded
4) Female beneficiaries (%)	0	50	NA	51	50	51	102%	Target exceeded

Source: Created by the author based on a review of the PAD, restructuring paper and ISRs.
* In the few cases where targets were revised at project restructuring, the analysis is made against the new targets.

40. Impact: Achievement of expected outcomes under Objective 1 is **High** as demonstrated by evidence reported

¹¹ It should be noted that the validity of the indicators is a key area of analysis under the M&E design. However, it is also included under the efficacy discussion to assess and confirm if the PDIs under each objective provide sufficient basis to examine the project impact and outcomes.

¹² While the RF states that PDI #1 should be disaggregated by gender, this was not reported on in the ISRs. However, the gender-specific improvements in primary NER is directly captured by PDI #2 and hence, the gender disaggregation would not have provided additional information. Given this, for the ICR analysis, the gender disaggregation of PDI #1 is not included as a standalone indicator. This is a more conservative approach as including it would have put more weight on the results in terms of access for which there has been significant achievement.



in the ISRs and corroborated with additional evidence from household surveys. Table 2 summarizes the significant achievements made under this objective, where column 6 presents the improvements that were required from baseline to meet the target for each PDI and column 7 presents the improvements made by project closing. Comparison of columns 6 and 7 shows that the project's final achievements far exceeded the endline targets for all four PDIs. Specifically, the following results were achieved by project closing:

- In the NIPEP states, primary NER increased from 48 percent at baseline to 57 percent at project closing, a 9-percentage point increase compared to the target of a 4-percentage point increase. The increase in the primary NER was even higher among girls, with the GPI improving from 72 percent to 90 percent, representing an 18-percentage point increase, compared to the target of a 4-percentage point increase.
 - The project reached and benefited significantly more children than planned, with the target for the number of direct project beneficiaries, which was revised upwards, being exceeded by almost 350,000 students.
41. The project's impact and the linkages between project interventions and outcomes is also demonstrated by the significant outputs reported under Objective 1. The endline targets of three out of the four IRIs under this objective were achieved or exceeded, while achievement on the fourth IRI reached 75 percent of the final target. Notable outputs include:

- Over 417,000 girls received scholarships compared to the revised target of 360,000 girls and far exceeding the original target of 87,000 girls. The project was able to reach a significantly higher number of girls compared to the project target due to a reduction in the unit cost, as states were able to motivate households to send their girls to school using a lower amount of money than initially anticipated.
- Over 14,300 SBMCs were trained compared to the revised target of 12,130 and the original target of 12,000. A key focus of the SBMC training was the preparation and implementation of SIPs that prioritized girls' access to education. Moreover, NIPEP states are gradually institutionalizing SBMCs in their schools and the project has played a key role in this regard by making inroads in engaging parents, communities and school leaders to strengthen the local management of schools.
- Significant achievements were made in the development and implementation of SIPs, supported through SIGs; these results, which are discussed in more detail under Objective 2, are also likely to have contributed towards increases in access. Moreover, under the project, all five NIPEP states have strengthened their EMIS, which has enabled the timely and regular generation of data that was used for monitoring access-related outcomes, including girls' enrollment.

42. Attribution: To provide additional evidence on whether these significant results under Objective 1 can be attributable to the project-supported interventions, several types of analysis are conducted. First, using data from the NEDS¹³, pre- and post-project period comparison of access related outcomes in NIPEP states (specifically primary NAR) is conducted. This analysis shows that there was a significant improvement in the primary school attendance rate (a 15-percentage point increase in NAR) in NIPEP states, which supports and corroborates the results reported in the RF. To further examine attribution, a similar pre- and post-project comparison of access-related outcomes in non-project states was also conducted and the results were then contrasted with the improvements observed in NIPEP states. The analysis shows that during project implementation, NIPEP states experienced more rapid increases in access to basic education, including for girls, compared to non-project states, where access-related outcomes seem to have marginally declined over the same period (see figure A7.2 in Annex 7). This provides additional corroborating evidence on the

¹³ The NEDS is one of the most reliable sources of information in Nigeria's basic education system, which is currently being used by other World Bank funded projects to monitor impact, including BESDA. The survey is representative at the state level and allows state level analysis. There are several rounds of the survey including a round that was completed in the 2014/15 academic year and the latest survey completed in 2020.



project’s important role in significantly improving access to basic education in Nigeria, thus providing a strong basis for the rating of **High** for efficacy under Objective 1.¹⁴

Objective 2: To improve the quality of basic education in selected states: Efficacy rating – Modest

43. Validity of Indicators: Progress under Objective 2 is measured by the progress made on the four PDIs presented in column 1 of table 3, where columns 2, 3, 4 and 5 present the baseline, original target, revised target if applicable, and current status, respectively, for each PDI. Overall, the indicators that are used to measure achievement of Objective 2 are also assessed to be highly appropriate and valid. The first two indicators focus on measuring improvements in reading or literacy outcomes in early grades. At the lower basic education level, literacy is an important outcome that is used to capture the the overall quality of basic education. Literacy is a critical skill that is foundational for learning in other subjects and higher grades. Hence, the focus on literacy as a measure of the quality of basic education is highly appropriate. To measure literacy (or reading skills), the project used Oral Reading Fluency (ORF), which is defined as the number of correct words per minute. ORF is an important and frequently used measure to assess reading in early grades, as a student’s capacity to read words correctly at a reasonable speed is a basis for understanding. The remaining two PDIs under Objective 2 focused on the establishment and utilization of learning assessment systems, which was a World Bank CSI and relates to the current CRI on “large-scale learning assessments completed”. Assessing and monitoring learning at a system level, reliably and regularly, is a crucial step forward to improve the quality of based education. Hence, even though these two PDIs are at the output-level, they are important and valid measures of the impact of the system-strengthening support provided by NIPEP to improve the quality of basic education.

Table 3: Achievements Under Objective 2

Objective 2: To improve the quality of basic education in selected states								
(1)	Targets and current status				Analysis of progress to meet end-of-project target			
	(2)	(3)	(4)	(5)	(6)	(7)		(8)
PDO indicator	Baseline	Original target	Revised target*	Current	Change required to meet end-of-project target	Actual achievement relative to end-of-project target		Comments
5) Hausa reading rate of students enrolled in the Primary 2 and 3 grades. (%) ¹⁵	4.00	10.00	NA	5.00 (20-Dec-2019)	An increase of 6 words in oral reading fluency	An increase of 1 word in oral reading fluency	16.7%	Significantly under target
6) English reading rate of Primary 3 pupils as measured by EGRA survey. (%) ¹⁶	3.00	10.00	NA	3.60 (20-Dec-2019)	An increase of 7 words in oral reading fluency	An increase of 0.6 word in oral reading fluency	8.6%	Significantly under target
7) System for learning assessment at the primary level (Yes/No)	No	Yes	NA	Yes	Yes	Yes	100%	Achieved
8) Utility of the learning assessment system (#)	0.00	3.00	4.00	5.00	4 additional states	5 additional states	125%	Surpassed

Source: Created by the author based on a review of the PAD, restructuring paper and ISRs.

* In the few cases where targets were revised at project restructuring, the analysis is made against the new targets.

44. Impact: The achievement of Objective 2 as measured by progress made on the indicators in the RF and

¹⁴ It should be noted that while the results from household surveys provide strong evidence linking NIPEP interventions to the project outcomes, the evidence is not sufficient to conclusively establish a causal relationship.

¹⁵ Mean Oral Reading Fluency score measured as correct words per minute.

¹⁶ Ibid.



corroborated by additional evidence drawn from household surveys is rated Modest. In table 3, column 6 presents the improvement that was required from baseline to meet the end-of-project target for each PDI, while column 7 presents the improvement that was made by project closing. Comparison of columns 6 and 7 shows that the project's achievements on the early grade reading outcomes for Hausa and English were significantly below target. On the other hand, the learning assessment system related PDIs were fully achieved or exceeded. The project's impact under these two sets of results is further elaborated below.

45. **Progress on early grade reading related outcomes:** As presented in table 3, the initial targets for early grade reading-related outcomes were to increase the ORF by 6 words for Hausa and 7 words for English, while improvements of only 1 and 0.6 words, respectively, were achieved. While the overall progress on early grade reading outcomes in NIPEP states has been minimal, there is variation across states. For example, states such as Kaduna and Katsina have shown some improvement between the 2014 baseline EGRA and the 2019 EGRA, which is used for the final reporting, with the Hausa ORF for primary 3 students increasing from 2.4 to 8 in Kaduna and from 5.1 to 6 in Katsina. In contrast, the Hausa ORF for primary 3 students remained unchanged in Jigawa at 3 words per minute, while it declined from 6.2 to 3 in Kano (RTI, 2013; RTI, 2015; Federal Ministry of Education (FMOE), 2019) (See Annex 7). Overall, even in states that were performing relatively better, the end-of-project targets were not achieved. This suggests that the final targets, which were not varied by state, might have been too ambitious.¹⁷

46. Looking at the outputs of the key interventions of the project under Objective 2, the final targets were mostly exceeded, often by a substantial margin. Of particular note are the following achievements:

- a. The project delivered SIGs to a total of 46,366 schools (18,317 pre-primary schools and 28,049 primary schools), compared to the target of 27,720 schools. This provided critically needed funding for schools, that helped them invest in improvements of the teaching and learning environment including by providing TLMs to improve classroom instruction and undertaking minor renovations. The project also reported that all schools receiving SIGs prepared SIPs and implemented at least 80 percent of their plans. The training provided to SBMCs (an intervention also mapped to Objective 1), is likely to have contributed towards the development and implementation of SIPs in NIPEP-supported schools.
- b. Moreover, under the project, 132,477 primary teachers received in-service TPD training with a strong focus on skills needed to effectively teach reading and writing in early grades. The project achievement was significantly higher than the initial target of 96,000 teachers.

47. Several potential issues might account for the limited progress in learning outcomes, despite the significant outputs that have been delivered by the project under Objective 2:

- a. Lack of recent data: The latest EGRA used to report on the early grade reading PDIs comes from a mid-line EGRA that was completed in June 2019 (initially planned for June 2018). An endline EGRA was planned during the final year of the project. Although the implementation process was started, it was put on hold following the onset of the COVID-19 pandemic. The endline data could have provided critical information about the project's impact on learning, accounting for the full implementation period.
- b. Delays and shortened implementation period: Initial delays in the implementation of the quality-related interventions (e.g., teacher training, SIGs) and later on the prolonged disruption to schooling due to the COVID-19 pandemic cut short the time available to see the project's inputs, activities, and outputs translate to improved learning outcomes.

¹⁷ However, it should be noted that promising results are observed in the latest household survey data coming from the 2020 NEDS (see discussion under attribution).



- c. The potential unintended impact of the rapid increase in enrollment: Another potential issue relates to the increased enrollment reported under Objective 1, which may have impacted the quality of teaching and learning in the classroom. The link between the rapid increase in enrollment and a decline in the quality of education has been observed in similar contexts in Sub-Saharan Africa. In the case of NIPEP states, there is no evidence showing that strong measures were put in place to accommodate the increasing number of students (for example, no large-scale classroom construction under the project).
- d. Unaddressed constraints that affect the quality of education: The project interventions also did not address some of the key constraints to student learning, including student and teacher absenteeism, which were shown to be key issues in NIPEP states. For example, the 2014 EGRA showed that on the day of the assessment, 32.9 percent primary 2 students and 28.7 percent primary 3 students were absent in Kaduna, while the corresponding figures were 28 percent and 24 percent, respectively, in Kano and 33 percent and 38 percent, respectively, in Katsina. Teacher absenteeism was also very high in all project states, with the highest absenteeism rates being reported in Sokoto, with 55 percent of Hausa teachers and 60 percent of English teachers being absent on the day of the assessment (RTI, 2013; 2014).

48. Attribution: Household survey data (NEDS data) show some positive results in literacy outcomes in English and Hausa in NIPEP states, providing more recent corroborating evidence on the impact of the project.¹⁸ Comparison of basic literacy-related outcomes among primary school-aged children (measured as whether a child can read all or some of three words) in the 2015 NEDS against the 2020 NEDS shows that NIPEP states experienced substantial gains both in English and Hausa. Moreover, the improvements in NIPEP states, both in English and Hausa, were significantly greater than the changes observed in non-project Northern states, while the improvement in English was greater than the change in non-project Southern states as well (see Annex 7). While it is not possible to use the NEDS results to report against the project's PDI targets (i.e., given that the household survey provides a very basic measure of literacy), the results provide important evidence suggesting that the improvement in learning outcomes in NIPEP states is likely to have been better than what would have been the case in the absence of the project.

49. An impact evaluation (IE) of the SIG and SIP interventions under NIPEP and third-party monitoring reports on project interventions and results are also a potential source of evidence on the efficacy of the project. The IE, which covered 128 schools from Sokoto state, was conducted between July 2018 and December 2019. The results showed no significant impact of the SIG and SIP intervention on key project outcomes within the short timeline of the study; however, these results should be taken into consideration with some caution as there are gaps in the study design, including the unrepresentativeness of the study sample, which reduces the generalizability of the results (see Annex 8 for a summary of the evaluation and the limitations). At least two third-party monitoring exercises were completed (in September 2017 and June 2019), which verified some of the output-level results of NIPEP. For example, the second third-party monitoring exercise covering 10,699 schools conducted in 2019 by Civil Society Organizations (CSOs) found that 97 percent of participating schools have received SIGs and 98 percent of schools had SIPs in place.¹⁹ On the other hand, there were also some discrepancies between the findings of the third-party monitoring studies and the results reported in the latest ISRs at the time (e.g., the number of teachers trained reported in the CSO third-party monitoring report was significantly lower than what was documented in the latest ISR at the time). Unfortunately, detailed data

¹⁸ In the NEDS survey literacy is assessed in English and one more national language (Egbo, Hausa or Yoruba). For a majority of respondents in NIPEP states, the most common national language is Hausa, but some states such as Kaduna have a significant minority. NEDS measures literacy using simplified indicators compared to the ORF used in NIPEP. For the ICR, literacy is measured as a child being able to read at least part of a short sentence, which is a very basic measure.

¹⁹ The Civil Society Action Coalition on Education for All (CSACEFA) undertook the third-party monitoring covering a reported 10,699 schools in the five NIPEP states. While this activity was an important M&E tool, it is difficult to use the findings for the efficacy assessment as the data have not been made available to verify coverage and assess the quality of data and the analysis.



from the third-party monitoring activities are not available to be analyzed and included in the efficacy assessment.

50. **Progress on the establishment and utilization of a learning assessment system:** The targets of the two other PDIs under Objective 2 have been fully achieved, with learning assessment systems being established in all five states and assessments having been conducted using the systems (one round of EGRA during the project lifetime²⁰). As mentioned earlier, another round of assessments was planned and would have been completed if not for the COVID-19 pandemic. These results are important achievements for NIPEP states and Nigeria as a whole, as a lack of learning assessment data has resulted in a critical information gap for the country's education system. In fact, due to a lack of reliable and internationally comparable learning assessment data, which continues to be a critical gap in the education system, Nigeria have not been assessed on the Learning Poverty indicator that was recently launched by the World Bank. The achievements under NIPEP in establishing and utilizing learning assessment systems are important steps towards strengthening learning assessments in the country and enabling states to regularly and reliably monitor the quality of education. The established learning assessment systems in NIPEP states will be particularly useful during the post COVID-19 recovery period to monitor student learning outcomes and design relevant remedial measures.

51. **Under both objectives, the existence of contemporaneous DP-funded projects makes assessing attribution conclusively more difficult.** When the project was approved and during implementation, other projects supported by the World Bank and other DPs were being implemented in project states. Among these projects, the largest was the World Bank-funded Better Education Service Delivery for All (BESDA) Operation, a US\$611 million equivalent operation which covers 17 states including all of the NIPEP states. However, during NIPEP implementation, most of the BESDA activities were delayed and hence it is unlikely that the reported results can be attributed to its interventions. There were also other DP-funded projects (including those supported by the Department for International Development (DFID)²¹ and the United States Agency for International Development (USAID)) with similar scope as NIPEP. Overall, the DP-funded projects were smaller than NIPEP (e.g., in terms of per-state, per-annum funding). In many cases the NIPEP sought to leverage ongoing initiatives from these DP-funded projects. For example, under the SIG and SBMC interventions, NIPEP benefited from materials and processes developed by the DFID-funded Education Sector Support Program in Nigeria (ESSPIN). For teacher training interventions, NIPEP built on the ongoing initiatives supported by UBEC and the DFID funded Teachers Development Program (TDP) (see Annex 7). The synergy and complementarity of NIPEP with other DP-funded projects is likely to be an important channel through which the NIPEP contributed towards the achieved outcomes.

Justification of Overall Efficacy Rating

52. **The overall efficacy rating of the project is Substantial.** In the Grant Agreement, there is no specification on the relative importance of the two objectives stated in the PDO, therefore equal weight is placed on each objective when assessing the overall efficacy rating, while also taking into account the level of achievement under each objective.²² The analysis shows that all of the end-of-project targets under Objective 1 were significantly exceeded justifying a rating of **High** for efficacy. Objective 2 was partially achieved and is given a rating of **Modest**. The targets related to improvements in early grade reading were not achieved, with a major caveat that more recent EGRA data is not available due to the COVID-19 pandemic. However, results from the recent NEDS provide some evidence that

²⁰ The 2013 EGRA in Sokoto and the 2014 EGRA in the remaining four project states, which were used as baseline were conducted by the Nigeria Northern Education Initiative (NEI) project, which was supported by the U.S. Agency for International Development (USAID).

²¹ The Department for International Development was replaced by Foreign, Commonwealth & Development Office in 2020.

²² This approach is in line with the ICR guidelines issued on March 2020, "Bank Guidance - Implementation Completion and Results Report (ICR) for Investment Project Financing (IPF) Operations" which states that "if the Legal Agreement or PAD does not indicate the relative importance of different objectives within the PDO, then equal importance (and equal weights for each of the objectives or outcomes) is assumed".



improvements were made in basic literacy outcomes in NIPEP states that were greater than those observed in non-project states.²³ Moreover, the targets related to the establishment and utilization of learning assessment systems were exceeded, with all five states meeting the target.

53. On balance, the overall efficacy rating of NIPEP is assessed to be **Substantial** for the following reasons. First, in terms of the access related outcomes under Objective 1, all of the PDI targets were exceeded by a substantial margin, clearly warranting a rating of High and representing a remarkable achievement for NIPEP states, which had some of the lowest levels of enrollment rates in Nigeria, especially for girls. Second, even though the learning related outcomes under Objective 2 were not achieved as reported in the RF, the project’s success in helping states establish and utilize learning assessment systems is a very important result that will have long-term positive implications in improving the quality of education in the country. Moreover, emerging evidence from household survey data show promising results in regard to improvements in basic literacy skills. Third, the project exceeded the targets of 6 out of the 8 PDIs and met or exceeded the targets of 8 of the 9 IRIs with one IRI being partly achieved (reaching over 75 percent of the final target). The output level achievements, which are captured by the IRIs (e.g., development of SIPs and provision of SIGs), represent important foundational investments that can continue to contribute towards improvements in the delivery of basic education in the coming years. The strengthening of SBMCs under the project is also an important result that could have a lasting impact on school management and accountability in the long run. Moreover, although not measured under the RF, the project’s investment towards school and community sensitization on the girls’ education agenda is likely to contribute towards shifting outdated social norms and practices that perpetuate gender inequality.

Box 1: Impact and implications of the COVID-19 pandemic

A key caveat in the efficacy assessment relates to the impact of COVID-19 on project outcomes, which is not captured in the efficacy rating due to the lack of data collected after the onset of the pandemic. The ongoing pandemic is having a significant negative impact on the entire education sector, and it is highly likely that it will adversely affect the outcomes achieved under the project. To contain the spread of the COVID-19 virus, schools have been closed across the country since March 2020 – including during the last several months of project implementation (March – June 2020). The prolonged school closures, combined with the economic impact of the pandemic on households are likely to adversely impact educational outcomes across the country, including in NIPEP states. The onset of the pandemic also disrupted data collection under the project, including the endline EGRA which was planned to be completed in the last few months of project implementation. Currently, all available data on project outcomes (including project data reported in ISRs and household survey data used to corroborate results²⁴) were collected prior to the onset of COVID-19 and the ICR assessments and ratings are made based on pre-pandemic data.

C. EFFICIENCY

Assessment of Efficiency and Rating

54. **Efficiency under the project is rated Modest.** To assess the project efficiency two types of analysis are conducted: (i) economic analysis; and (ii) implementation efficiency analysis. The key findings and the rationale for the overall rating are summarized below, while a more detailed analysis is included in Annex 4.

55. **Economic analysis:** The original economic analysis conducted during appraisal presented evidence from the

²³ It is not feasible to use the NEDS data to assess the PDI on early grade reading as the household survey uses very basic measures of literacy.

²⁴ For example, the efficacy assessment draws from the recent National Education Data Survey (NEDS), 2020. The latest NEDS was conducted from January to March 2020. While it provides more recent information on some of the key project indicators, it doesn’t allow assessment of the impact of COVID-19.



literature on the potential positive impacts of the project including on beneficiaries' labor market, health, and fertility-related outcomes as well as macro level impacts on the country's economic growth. Using household survey data, the original economic analysis also presented regression analysis showing factors that are correlated with school attendance (e.g., wealth and parental education were positively correlated with attendance, while being female, coming from a traditional or religious family and being an orphan are negatively correlated with school attendance). In the PAD, this analysis was presented to rationalize the project interventions (e.g., financial support to girls from poor households and undertaking community campaigns to address social norms). However, the original economic analysis did not include a formal cost-benefit or return on investment analysis.

56. This ICR's economic analysis first examines the gains that can arise in the long run from the reported project achievements through positive impacts on labor market outcomes of beneficiaries. To this end, the analysis includes a cost-benefit analysis (CBA) of the project investments and shows substantial net positive returns. There are at least two channels through which the project could improve the labor market outcomes of beneficiaries: (i) higher level of enrollment in primary school may lead to increased years of schooling; and (ii) improved learning outcomes may lead to a higher level of cognitive skills—both of these channels have been shown to have a positive impact on employment and wages in the labor market. In the case of NIPEP, the CBA for this ICR focuses only on the gains that could arise through the first channel (i.e., increased years of schooling due to higher levels of enrollment) as the project's targets on learning outcomes were not met; however, on the cost side, the CBA takes into account the full project cost. Second, the economic analysis also looks at the potential positive externalities of the project. The following key results emerge from the analysis:

- Taking into account the expected labor market returns for NIPEP beneficiaries, the Net Present Value (NPV) of the project at completion is estimated to be US\$65.5 million with an estimated internal rate of return (IRR) of 16.7 percent, representing a significant expected positive return for the project investments. The substantial expected return, which arises when considering the full project cost, shows the significance of the remarkable achievements under Objective 1. While economic benefits that may arise under Objective 2 are not included in the CBA, it is possible that the project's investments and output-level achievements could yield additional gains in the coming years. This possibility is supported by the emerging evidence from the latest household surveys, suggesting that the NPV and IRR estimates are conservative estimates of the project's potential net benefits.
- The analysis also found evidence of positive externalities that could be expected to arise in the future due to the project's achievements in improving girls' schooling, including a reduction in early marriage and adolescent fertility rates, a reduction in the number of children a woman has, on average, and improvements in the health of women and their children. These positive externalities are very important in the case of NIPEP states, which have some of the highest early marriage, fertility, and maternal and child mortality rates in the world.

57. **Implementation efficiency:** In terms of implementation efficiency, there are several areas of strengths observed under the project:

- Simplicity in the project design and the clearly defined implementation arrangements laid a strong foundation for efficient implementation of the project interventions. The implementation arrangements reflected the decentralized management structure of the basic education system in Nigeria. The roles and responsibilities of implementing agencies at the federal, state and local levels were also clearly defined. This preparatory work at entry is likely to have facilitated the relatively smooth implementation of the project.
- There were significant cost savings during project implementation, with unit costs under almost all interventions being much lower than the estimates at appraisal. For example, compared to estimates at



appraisal, the unit costs at project closing were 35.5 percent less for SIGs, 55.5 percent less for girls' scholarships, and 61.1 percent less for SBMC training. These cost savings allowed the project to reach more beneficiaries.

- Following the restructuring of the project (which included an extension of the project closing date), the targets for several PDIs and IRIs were increased, and the project exceeded these revised targets, often by a substantial margin. The extension allowed for full utilization of project funds; at project closing, disbursement under the project was 99.97 percent and almost all planned activities had been fully completed.

58. However, there are also gaps in implementation efficiency that may have reduced the project's cost-effectiveness and impact, especially in regard to interventions mapped to Objective 2 (i.e., improving quality).

- There were initial delays in the implementation of several project interventions, including teacher training and the provision of SIGs. Some of the delays were due to unforeseen challenges (e.g., an initial delay in project effectiveness due to the general election in 2015), while others resulted from project design and implementation issues. For example, the in-service teacher training sub-component, which aimed to help states scale-up existing programs faced delays as states initially struggled to find suitable programs to scale-up. These delays reduced the time available for the project intervention to translate into impact on learning outcomes.
- There were some gaps in the sequencing of some project activities, especially those related to the training of SBMCs and the provision of SIGs. As documented at the mid-term review (MTR) and captured in third-party monitoring reports, early on in project implementation, many schools received SIGs before fully meeting the eligibility requirements, which included establishing and training of SBMCs. Data are not available to assess the impact of this issue on fund utilization or outcomes; however, this raises some concern as to how efficiently the first rounds of SIGs were used. Gradually, however, this issue was addressed with the number of SBMCs trained by the project exceeding the project target.
- The project extension is also a source of inefficiency as it raised costs related to project implementation support for the World Bank, which was covered by GPE financing, and is likely to have increased associated operational costs from the Government side. However, the extension also allowed the states to capitalize on the investments made up to the point of project restructuring, achieve the PDIs under Objective 1, and delivery outputs under both objectives, often exceeding the final targets by a substantial margin.

59. The final expenditure figures show that there was some reallocation of funds across sub-components and components during implementation. Component 1 (i.e., Promoting School Effectiveness and Improved Learning Outcomes which is mainly mapped to Objective 2) was initially budgeted at US\$42 million, while the final expenditure figures show that US\$48 million was spent under this component. Within the component, most of the increased expenditure was on school grants (mainly on SIG at pre-primary schools where the initial budget was US\$7 million and final expenditure was US\$13 million), while spending on TPD activities was below the initial plan; this raises some concerns as to whether the resources spent on teacher training were adequate to ensure quality and intensity of training.

60. On the other hand, data analysis shows that there was a dire need to increase support to the pre-primary education sub-sector. The increased spending on pre-primary education, including through the provision of SIGs, could have an impact on learning outcomes, even if these results were not observed during the project implementation.²⁵ The link between quality pre-primary education and improved outcomes at the primary level, including in literacy, is

²⁵ The latest learning assessment data comes from the 2019 EGRA.



well documented in the literature (for example, pre-primary education improves children’s school readiness and pre-literacy skills, which facilitates the acquisition of literacy skills at the primary level). In the case of NIPEP, however, the impact of SIGs for pre-primary schools on early grade reading outcomes (which are measured in Primary 2 (Grade 2) and Primary 3 (Grade 3)), is unlikely to materialize within the project timeline. Hence, the net impact of the reallocation of funding across different interventions remains to be seen.

61. Overall, the efficiency under the project is rated **Modest** based on the following reasons. Significant economic returns and positive externalities are expected due to the project’s achievements in improving access to basic education, especially for girls. The project also attained significant cost savings across several sub-components, allowing the project to reach a large number of beneficiaries. While limited achievements in learning outcomes were documented at project closing, household survey data provides some evidence of improvement in basic literacy skills, which suggests that additional economic gains might arise under Objective 2. Delays in key project activities (e.g., teacher and SMBC training) and the project closing date extension, however, are found to be sources of inefficiency and might have limited states’ ability to translate the substantial achievements at the output-level under Objective 2 into large improvements in learning outcomes at the time of the 2019 EGRA. Potentially positive results might be observed in future learning assessments, even though the disruption due to COVID-19 raises the risk of learning loss among students. On balance, based on the available evidence, the project’s efficiency is rated as **Modest**.

D. JUSTIFICATION OF OVERALL OUTCOME RATING

62. **The project is given an overall outcome rating of Moderately Satisfactory.** Table 4 summarizes the project’s ratings for relevance, efficacy, and efficiency. The project is rated **High** on relevance as it was highly relevant at the time of appraisal and remains so at project closing as illustrated by its alignment with the CPS, the latest SCD and the Government’s strategic plans for human capital development. The project is rated **Substantial** for efficacy. Remarkable achievements have been observed under Objective 1, notably in the improvement of access to primary education, including for the most marginalized girls. Partial achievements were observed under Objective 2, with limited progress on learning outcomes, while the targets for establishing and utilizing learning assessment systems were either met or exceeded in all project states. In addition, the project delivered substantial outputs in terms of the provision of SIGs, implementation of SIPs, and the training of teachers and SBMCs. In terms of efficiency, the project is rated **Modest**. On the positive side, the project’s achievements in increasing access to basic education are expected to generate significant economic returns in the long run including by improving the labor market outcomes of beneficiaries and through positive externalities associated with girls’ schooling. The project also achieved significant cost savings, allowing it to expand its reach to more beneficiaries. On the other hand, there were costly delays in implementation that increased supervision costs and may have limited the observed impact on learning outcomes under Objective 2.

Table 4: PDO Rating

Relevance	Efficacy	Efficiency	Overall
High	Substantial	Modest	Moderately Satisfactory

E. OTHER OUTCOMES AND IMPACTS

Gender

63. As captured in the PDO statement, improving girls’ participation in basic education was one of the primary objectives of NIPEP. In many of the NIPEP states, girls faced significant disadvantages in their access to quality schooling. In the project design, there was a recognition that demand-side interventions (e.g., to address barriers related to household poverty and social norms that undervalue girls’ education) would be critical to improving girls’ school attendance. Key interventions included scholarships for girls coming from the poorest households and community mobilization, advocacy and sensitization campaigns, including by working with community and religious



leaders. To strengthen school-community collaborations on the girls' education agenda, NIPEP used SBMCs as the main entry point including by providing training on how to prepare SIPs that are responsive to challenges in improving girls' access to education. SBMCs have been strengthened under NIPEP to have an increased role in school management, including in the preparation of SIPs and utilization of school resources; hence the training provided to them could have a continued positive impact on the focus placed to girls' education at the school and community levels. As discussed earlier, the project has exceeded its target for the PDI on improved GPI in primary enrollment. As evidence in the literature shows, the improvements in girls' education, an important achievement on its own, could have lasting positive impacts on girls' social, economic and health outcomes.

64. NIPEP also sought to increase the share of qualified female teachers in basic education. In the 2014/15 academic year, the share of female teachers, even at the primary level, was extremely low in most NIPEP states (11.9 percent in Jigawa, 13 percent in Sokoto, 20 percent in Kano, 22 percent in Katsina) with only Kaduna reaching 47 percent, which was comparable to the national figure of 46 percent.²⁶ Moreover, at the time, only 60 percent of the female teachers in the education system in participating states were qualified. In the NIPEP design, it was expected that girls' retention would be positively impacted by the increase in the number of qualified female teachers, who could serve as role models and be advocates for girls. Recognizing the scarcity of women in senior positions in the education sector in Northern Nigeria, it was also expected that helping female teachers obtain the required qualifications could be a first step to improving their career growth and their rise into leadership and decision-making positions. In terms of impact under the project, at the output level, 15,514 female teachers received scholarships to upgrade their qualifications.

Institutional Strengthening

65. **Institutional strengthening was built into NIPEP-supported interventions as well as supported under a separate component (Component 3).** The project directly supported capacity building interventions including by training for project staff at the federal and state levels to ensure effective management and implementation of the project. In key technical areas where the Government lacked capacity, the project supported the recruitment of specialized consultants to strengthen the capacity of federal and state implementation teams, which may also lead to the transfer of knowledge and skills to federal and state government officials at FMOE, UBEC, SMOEs, and SUBEBs.

66. **The project design and implementation placed a strong emphasis on strengthening M&E systems.** To this end, the project supported the establishment and utilization of learning assessment systems and the undertaking of the EGRA using these systems. In addition, the project contributed towards the strengthening of states' EMIS and the timely generation of annual reports. States were also supported in undertaking their joint annual sector reviews, which helped them assess progress in the implementation of their sector plans, identify challenges and strategies to move forward. The support provided under the project and the achieved system strengthening outputs are expected to have lasting effects on the M&E systems of NIPEP states.

67. **In addition, the project provided significant support to build institutions that enable local management of schools, specifically by providing training to SBMCs.** Building on achievements under NIPEP, states are currently formalizing and institutionalizing SBMCs as a core component of school management. This is an important step forward towards strengthening communities' ownership of schools and a higher level of accountability at the school level. NIPEP's achievement in this area also puts in place an important institutional structure that can be used to continue to directly support schools (e.g., by providing SIGs) effectively through ongoing and future Government, DP and World Bank-supported operations (e.g., proposed GPE-funded additional financing for the BESDA Operation).

²⁶ Ministry of Education, 2017.



Poverty Reduction and Shared Prosperity

68. The project's achievements towards improved access to basic education are likely to contribute towards the two larger objectives of the World Bank— reducing poverty and boosting shared prosperity. By improving access to education, NIPEP contributed towards improved education which is a key component of human capital formation. Human capital formation is, in turn, a necessary condition for poverty eradication and the promotion of equitable and sustainable economic development. The project also targeted states in the North West zone of Nigeria, many of which were significantly lagging in key human capital outcomes; and the low levels of enrollment and poor learning outcomes were important contributors to the human capital deficit. Within these states, selected interventions under NIPEP targeted girls from the poorest households, arguably one of the most disadvantaged groups in the country. In doing so, NIPEP is likely to have contributed towards shared prosperity in the long-run by helping close the North-South divide as well as by reducing disparities between genders and across income groups.

Other Unintended Outcomes and Impacts

69. Not applicable.

III. KEY FACTORS THAT AFFECTED IMPLEMENTATION AND OUTCOME

A. KEY FACTORS DURING PREPARATION

70. Prolonged preparation process: The project was prepared over a period of two years. Although the PCN review took place in March 2013, the Regional Vice President (RVP) approved the project in May 2015. This long preparation process was a result of the submission of the application package to the GPE Board twice since the first application was not approved by the GPE Board. Following the first submission of Nigeria's application to GPE, the Financial Advisory Committee (FAC) did not recommend the project for consideration at the GPE Board meeting in September 2013, given the concerns raised by the Local Education Group (LEG) and FAC, which included the large allocation of funding to school grants and scholarships, the lack of details on the project design, education data gaps for some states, and the lack of alignment with State ESPs, which were still under preparation at the time of the first application. Adjustments to the project design were made to address these issues in the second application, leading to the GPE's approval of the revised project package. The team leading the project preparation from the World Bank side also consolidated and streamlined some processes to expedite preparation during the revision process (e.g., quality assurance, in general, followed the GPE process not to duplicate effort and the first Phase II Quality Assurance Report (QAR II) fed into the second QAR II).

71. Several other exogenous factors also affected the preparation process including a lack of familiarity with the GPE process among NIPEP states (this was the first GPE application for Nigeria) and the need to coordinate not only among the five states and the Federal Government, but also the many DPs that formed the LEG. In addition, a key requirement for the GPE grant application was to have an approved ESP. In the case of NIPEP, this further complicated the application process since this required the preparation and approval of five different ESPs for each of the five participating states. The ESP preparation process was completed only in November 2013 after the first application submission.

72. Opportunities and challenges related to decentralization: In the Nigerian context, states operate with a high degree of autonomy, which was also the case at project preparation. During project preparation, this presented an opportunity to tailor the project to the states' specific context with state governments taking a leading role in improving the delivery of basic education. On the other hand, this configuration also posed a challenge to project



preparation as it added to the complexity of coordination and design of implementation arrangements, a key risk identified in various aspects of the project design. While many of the challenges the five states faced in basic education were similar, there was variation in the severity of the issues. One of the key recommendations of the QAR II completed in July 2013 was that the PAD/project design should: (i) show clearly each state's needs under each component and link these needs with the proposed interventions; and (ii) disaggregate key outcomes by state. To a large extent, however, the project interventions and targets were not tailored to each state, with a greater focus being on keep the project design and RF simple.

73. Learning from and building on ongoing initiatives: Lessons learned from projects implemented by the Government and DPs up until the time of appraisal informed the project design and there was a strong emphasis on leveraging resources and tools developed through ongoing initiatives. During project preparation, there were many ongoing initiatives supported by the Government and DPs that were closely aligned with interventions that would be supported under NIPEP. The design of NIPEP incorporated these lessons and used tools and materials developed through these ongoing programs, as much as possible. For example, with support from DPs, participating states had piloted school grant programs that NIPEP aimed to scale up. Close collaboration between the World Bank and DPs, to supervise the project implementation and provide implementation support was also emphasized at preparation. For example, different DP planned to provide increased supervision support in the states where they have significant presence (e.g. where they have ongoing projects).

74. Robust technical design with some shortcomings: The technical design of the project was robust and drew from local and global evidence. In general, the design was simple, components were clearly structured, and the results chain was logical and in line with research on effective approaches to improve access and quality. However, the following gaps in the project design, particularly under Objective 2 (improving quality) are apparent:

- A key intervention supported by the project to improve quality was in-service teacher training though the project did not develop new in-service TPD programs. Instead, the projects funded the cost of training and material to scale-up state-led TPD programs (based on the UBEC program) or programs developed by DP-supported projects. A strong implicit assumption of this approach was that the existing TPD programs were of high quality and states had the capacity to roll-out the training at scale with fidelity. While at project closing the number of teachers trained exceeded the end-of-project target, the lack of impact on learning outcomes suggests that the situation on the ground maybe different from what was assumed early on.
- As discussed earlier under the efficacy section, the project design did not address student absenteeism, teacher accountability issues (e.g., teachers' presence in the school and classroom) and teacher motivation, even though these issues had been highlighted as critical constraints in the education systems of NIPEP states.

75. Leveraging existing systems for financial management (FM): There were existing State Project Financial Management Units (SPFMUs) in all states as well as a Federal Project Financial Management Unit (FPFMU), which the project could leverage for FM. The SPFMUs and FPFMU are multi-donor and multi-project FM platforms established in all states and at federal level through the joint efforts of the World Bank and the government, offering robust FM systems and controls. At the time of project preparation, the SPFMUs and FPFMU were already supporting several Bank-assisted projects, which NIPEP built upon.

76. Appropriate risk assessment and planning: Assessment of risks and planning of mitigation measures was adequate. Factors such as the relatively short implementation timeline, the need to coordinate and ensure effective implementation of project activities in five states, the decentralized flow of funds for school grants and scholarships, and the particular logistical risks associated with working in the Northern States, as well as potential security risks all contributed to the overall risk rating of the project as high. During preparation, a detailed assessment of these risks and the limitations that they could pose to effective implementation was undertaken and described in the PAD. For all



of the key project areas for which risks were assessed – implementation arrangements, M&E design, fiduciary management and safeguards – mitigation measures were identified that were likely to have helped prevent many of the potential risks from materializing.

B. KEY FACTORS DURING IMPLEMENTATION

77. The project implementation was off to a slow start, but greatly improved over the project life, especially after the mid-term review (MTR) in October 2017. Several factors helped and, in some cases, negatively affected implementation, some of which are discussed below.

Factors subject to the control government and/or implementing entities:

78. Strong commitment: Project implementation greatly benefited from the Federal and State Governments' commitment and DPs' support to improving basic education in Northern Nigeria. Discussions with the government revealed that in participating states, the Governors' provided strong high-level oversight of project implementation while there was active engagement from the leadership of the State Ministry of Education (SMOE) and SUBEB in the day-to-day operation and management of the project. Initially, the turnover of project staff, including the national project coordinator, affected implementation progress. Over time, however, such issues were resolved, and project implementation accelerated.

79. Delay in disbursement of funds to states: In the first year of implementation, there was a delay in the disbursement of funding to states due to the Treasury Single Account policy²⁷, which stalled the establishment of the designated accounts and the release of NIPEP funds. This delay affected the timely disbursement of the SIGs and scholarships in the first year.

80. Investment in building capacity: Early on during project implementation, a strong emphasis was put on raising awareness about the project intervention among implementers and building the capacity of technical staff at federal and state levels. Starting with the project launch at the federal and state levels, several workshops and training were conducted to ensure there was a full understanding of the project among leaders (e.g., FMOE and SMOE leadership including directors and department heads) as well as technical staff. Capacity-building training for staff was provided on procurement, financial management (FM), safeguards, and other World Bank processes and procedures. These initial investments in capacity building are likely to have contributed to the relatively smooth implementation progress of the project.

81. Gaps in schools' and communities' awareness of the project interventions: While activities aimed at raising awareness among actors at the federal and state levels were implemented, there were gaps in raising schools' and communities' awareness about the project interventions. This was particularly an issue for interventions that required transfer of funds to local levels (SIGs and scholarships). For the scholarship program, early on, there were some gaps in communities' awareness of the selection processes. Some households did not have bank accounts delaying the transfer of funds. For SIGs, third-party monitoring reports showed that there was some lack of awareness among schools on the eligibility criteria for inclusion in the SIG intervention. There was also a lack of clarity on the requirements that had to be met before receiving funding (e.g., having a SIP in place and SBMC members trained before receiving SIGs). This created confusion early on and led to schools receiving funding without fully meeting the requirements. At MTR, a sample-based audit found that between 23 percent to 85 percent of surveyed schools in the five states received the SIGs without meeting all the criteria, mainly related to the requirement on SBMCs being trained prior to receiving SIGs. At the time, two rounds of SIGs, reaching 5,581 schools were disbursed. This issue was rectified

²⁷ The Treasury Single Account policy is a financial policy that consolidates all inflows from all agencies of government into a single account at the Central Bank of Nigeria.



later with an increased number of SBMCs being trained.

82. Gaps in design and capacity leading to delays in the TPD intervention: In the first two years of implementation, progress under the TPD sub-component (Support to Teachers Professional Development) was slower than expected. To some extent, this was a result of the strong implicit assumptions in the project design about the availability of high quality TPD program that can be easily scaled up (see discussion under the *Key Factors During Preparation* section). The MTR found that in many states, TPD programs were not readily available to be scaled up quickly, leading to implementation delays. To address this issue, the main recommendation at the MTR was that states should consider a wide range of options that can be scaled up. Post MTR, implementation of the sub-component improved, with the number of teachers trained exceeding the target by project closing.

83. However, there are concerns about the targeting, intensity and quality of the training provided to teachers. For example, in the 2019 EGRA (conducted in June 2019), only about 39 percent of teachers in the NIPEP-supported study sample schools reported having received in-service training from NIPEP, with 13 percent having received training in Hausa literacy instruction and 26 percent having received training in English literacy instruction. Of those who received training, only about 40 percent reported that the training helped them improve their teaching “very much” (FMOE, 2019).²⁸ Many of these issues were not addressed during project restructuring, representing a missed opportunity to change the course of the project under Objective 2. It should be noted that in the last year of the project, significant progress was made in increasing the number of trained teachers.²⁹

Factors subject to World Bank control

84. Strong World Bank support: Project implementation greatly benefitted from the strong supervision and support provided by the World Bank team. The continuity in the task team leadership from concept to completion as well as the depth of contextual knowledge brought by the task team enhanced the quality of support and supervision. Joint implementation support missions, involving DPs through the LEG were regularly conducted with a formal MTR taking place in October 2017. The MTR, as documented in the MTR aide memoire, clearly identified the key implementation challenges and made recommendations for addressing them; there is evidence suggesting that implementation improved in many areas following the MTR as the proposed actions were implemented.

85. Effective coordination with DPs: The World Bank team also facilitated close collaboration with DPs that were active in the NIPEP states in providing support and supervision. As mentioned earlier, the project was closely supported by the LEG, with some DPs providing increased supervision support in states where they are active (e.g., DFID in Kaduna, Kano, Jigawa; USAID in Sokoto; and UNICEF in Katsina). This allowed the team to leverage capacity from other DPs to enhance the operational support for project implementation.

Exogenous factors

86. There were also several external factors that were beyond the control of the Government or the World Bank that affected implementation. The delay in project effectiveness hampered timely implementation in the initial phase. This delay was mainly from the 2015 election and the appointment of a new Minister and Permanent Secretary for education. Security concerns in almost all NIPEP states hindered school-level supervision and limited the support states could provide. This limited the states’ capacity to support schools and to monitor SMBC activities, the utilization of SIGs and the proper delivery of scholarships. As discussed earlier under the Outcome section, the ongoing COVID-19 pandemic affected implementation in the last few months of the project due to the lockdown as well as reporting on results due to disruptions to data collection.

²⁸ The EGRA findings are based on a sample of 200 schools from the five NIPEP states.

²⁹ Between May 2019 and June 2020, the number of trained teachers increased from 73,808 to 132,477, a 44 percent increase.



IV. BANK PERFORMANCE, COMPLIANCE ISSUES, AND RISK TO DEVELOPMENT OUTCOME

A. QUALITY OF MONITORING AND EVALUATION (M&E)

M&E design rating – Modest

87. **The results chain through which the project interventions were expected to lead to the achievement of the PDO was clearly described in the PAD³⁰ and the RF reflected this logic to a large part.** The PDO statement was clear and articulated the two objectives related to access and quality. Moreover the 8 PDIs (including sub-indicators), appropriately captured the two objectives of the PDO (see detailed discussion on the validity of the PDIs under Efficacy section). The RF included 9 IRIs³¹, which to a large extent covered key aspects of project interventions under the project components. The PDIs and IRIs were also relevant, clearly defined, and measurable. To track progress on each of the indicators in the RF, the project used a combination of data sources including project reports, annual school census data, and student learning assessments through EGRA surveys.

88. The M&E design also included the use of third-party monitoring, mainly by CSOs or consultancy firms to monitor some of the high-risk interventions and validate results (e.g., SIGs and scholarships for girls) and integrated IEs, including on the impact of SIPs and school grants. This approach had the potential to enable triangulation of evidence on reported results and to allow for study of the mechanism through which interventions were impacting outcomes. The involvement of CSOs also had the potential to help capture the voice of beneficiaries.

89. The M&E design clearly defined roles and responsibilities of the different implementing agencies at the federal, state and local levels, which were discussed in detail in the PAD and Project Implementation Manual (PIM). In addition, the roles of the World Bank and the LEG in supervision and monitoring, including frequency of supervision missions and progress review meetings, were described in the PAD, setting clear expectation on how M&E will work for NIPEP.

90. However, the M&E design had some shortcomings, especially under Objective 2, including:

- Limited focus on measuring quality: Many of the IRIs under Objective 2 focused on measuring quantity of outputs – rather than the quality of what was provided or produced. For example, the teacher training indicators focused on the number of teachers that were trained and did not capture any information on the intensity or the quality of training. The impact of the training on teachers' content knowledge or pedagogical practice was also not captured in the RF or other M&E reports. Because of this gap, the RF does not provide information on why learning outcomes did not improve significantly, despite the large number of teachers that were trained under the project. Similarly, the indicators on SIPs and SIG focused on the share of schools that were implementing 80 percent of their SIPs. This indicator did not measure whether schools were preparing high quality SIPs that prioritized student retention, girls' access to schooling and improved learning.
- No disaggregation of results and targets by project states: Data analysis shows that at entry there was significant difference among states in the key outcome indicators (e.g., early grade reading under objective 2), which suggests that disaggregation and tailoring of endline targets by state would have been appropriate. This was also one of the key recommendations made in the QAR II completed in July 2013, during project preparation, but was not reflected in the final M&E design.
- Minor discrepancies in the RF: As part of the project restructuring, several changes to the RF were proposed

³⁰ While a Theory of Change diagram was not included in the PAD, the project decision clearly laid out the logic of the project on how the PDO will be achieved.

³¹ In the results framework entered in the Operations Portal and reported in ISRs there are duplicate indicators, which are not double counted.



and approved. However, some of these changes were not reflected properly in the Operations Portal. These errors (e.g., duplicate indicators) were mostly minor and had no significant impact on the project monitoring. For consistency and accuracy, a new ISR was created during the ICR preparation, correcting some of the errors (e.g., dropping duplicates), while all the results remained the same as what was reported at project closing in the ISR RF or write-up (see Annex 1 for details).

M&E Implementation – Substantial

91. Overall, the project’s planned M&E activities were implemented, to a large extent, though with some challenges that were unforeseen and were not in direct control of the states. Data on project indicators (both PDIs and IRIs) was collected and reported regularly in the ISRs and aide memoires. Unfortunately, because of the COVID-19 pandemic, the endline EGRA assessment could not be undertaken, limiting the final reporting on project achievements and our understanding of the project’s overall impact under Objective 2. The planned impact evaluation on SIGs and SIPs was also conducted, albeit with some delay.

92. Third party monitoring was also conducted by the Civil Society Action Coalition on Education for All (CSACEFA) in order to provide independent and local level monitoring of the project implementation status of key project interventions. The CSACEFA reported mobilized its network of over 100 Civil Society Organizations (CSOs) from the five implementing states, providing training to stakeholders and enumerators in order to undertake a massive monitoring and verification exercise. Through its extensive network, the CSACEFA visited a reported 10,699 beneficiary schools in June 2019 and assessed several project outcomes and outputs including enrollment, gender parity, provision of SIGs, implementation of SIPs as well as training of teachers and SBMC members. Earlier in the project, another third-party monitoring was conducted by a consultancy firm based on a sample of schools across the five states.

93. Through the project support, NIPEP states also strengthened their M&E systems as evidenced by their achievements on several system-level indicators of the project. For example, all project states established learning assessment systems and undertook learning assessments. They generated EMIS reports on a regular basis which enabled timely reporting on the access related outcomes of the project. There were some challenges in implementing school-level monitoring, however, largely due to security concerns limiting the level of school visits that can be conducted by states. The use of third-party monitoring has partly mitigated this gap (e.g., using local CSOs).

M&E Utilization – Modest

94. A review of project documents including aide memoires and ISRs provides evidence that findings of the M&E activities based on the formal processes informed recommendations by the World Bank team to some extent and actions by implementing states, leading to improvements in the implementation of project activities. For example, several issues that were flagged at MTR (e.g., on the delays of teacher and SBMC trainings), including by drawing from the findings of the first third-party monitoring report, were addressed with implementation improving significantly following the MTR.

95. The M&E system-strengthening interventions support by Component 3 of the project also contributed towards increased utilization of M&E processes and dissemination of data and information, including through the release of annual EMIS reports and Annual Sector Review reports. In this area, an important result is the release of the 2019 EGRA report, which provides learning assessment results which are critically needed in the basic education system. These achievements could increase the utilization of data and evidence for decision making in the basic education system and inform ongoing and future operations supported by the World Bank and other DPs in Northern Nigeria.

96. However, there were also gaps in the utilization of the information generated through the M&E process for



decision-making under NIPEP. Some of the key gaps were:

- Delays in M&E processes limiting utilization: While many of the studies and impact evaluations included in the M&E strategy of the project were implemented, most were significantly delayed limiting the utilization of the findings for decision making. For example, the final report on the SIG and SBMC impact evaluation conducted in Sokoto was completed in 2020 and, as such, the findings could not inform decisions during project implementation. Moreover, the 2019 EGRA survey took place in June 2019 (year 4) with the draft report being finalized in August 2019. This survey was initially planned for year 3 of the project. The delay in its implementation prevented the use of assessment findings for decision making during the project restructuring in June 2019.
- Limited triangulation of results: Another issue in the utilization of M&E system relates to limited follow-up on issues that were flagged through the different M&E tools, due to heavy reliance on data reported by states. There are some instances where results reported in the RF, which are mainly based on data provided by states, differed from findings in the project-supported studies, impact evaluations and the third-party monitoring conducted by CSOs. For example, in the RF, significant progress was reported in the training of teachers; by May 2019, it was reported that close to 73,808 teachers were trained (76 percent of the final target). However, in the 2019 EGRA (conducted from June 17-30, 2019) only 40 percent of teachers in sampled NIPEP schools reported receiving training. The third-party monitoring conducted by CSACEFA found that significantly fewer teachers reported being trained by NIPEP (8,899 teachers from the 10,699 schools) and 168,837 scholarship beneficiaries compared to 299,629 girls that was reported in the May 2019 ISR (approved on June 28, 2019). However, despite these discrepancies, there was limited follow-up to triangulate results reported by states using the alternative sources of data. Similar limitations were observed in the utilization of data and information produced through the IE of SIGs and SIPs.

Justification of Overall Rating of Quality of M&E

97. **The overall quality of M&E is rated Modest.** There are some observed strengths in the M&E design, implementation and utilization. In terms of design– the RF is aligned with the theory of change, the PDIs were shown to be valid measures of the PDO and the IRIs covered almost all aspects of the project-supported interventions under the two objectives. Data collection and monitoring plans and processes were developed, and indicators were clearly defined. The M&E design also incorporated different tools including institutional data (e.g., EMIS data reported by states), survey-based data, IE and third-party monitoring. The planned M&E activities were, to a large part, implemented and results on the project’s achievements were reported regularly and the findings were to some extent used to make some decisions that have improved implementation over the project years.

98. However, there were also shortcomings in the three aspects of M&E, that have had implications on the project’s outcomes, especially under Objective 2. For example, in terms of design, information on the quality of outputs from project interventions including teacher training, SIPs and SIGs was not collected. The implementation of M&E activities was satisfactory overall. With regards to utilization, findings of the formal M&E tools and to some extent the third-party monitoring exercises were used to review progress and make some adjustments, resulting in improved implementation post MTR. However, some gaps are also noted due to the limited use of findings from the IE supported under the project at pivotal decision points, including project restructuring. In examining the quality of M&E under the project, an important consideration is also the implication of the aforementioned gaps on the availability of data and information to undertake the efficacy and efficiency analysis. Overall, the data reported through the RF on project outcomes, corroborated with external evidence (e.g. household surveys) provides sufficient information for the efficacy and efficiency analysis. Considering ratings under M&E design (Modest), implementation (Substantial) and



utilization (Modest) the project is rated **Modest** on the overall quality of M&E.

Table 5: Monitoring and Evaluation Rating

M&E Design	M&E Implementation	M&E Utilization	Overall rating
Modest	Substantial	Modest	Modest

B. ENVIRONMENTAL, SOCIAL, AND FIDUCIARY COMPLIANCE

99. **Environment and social safeguards.** The project’s safeguards performance was rated Moderately Satisfactory for most of the project implementation period. The project was rated as Category B, Partial Assessment, as supported interventions were not expected to have any major adverse environmental or social impacts. The Environmental Policy (OP/BP/4.01) was triggered due to SIG-related interventions supported by the project, which could finance minor renovations and civil works. Early on, due to delays in the training of SBMC members, concerns arose that implementation of SIPs including through the use of SIGs could have some negative impact on the environment. It was recommended that training and awareness-raising among SMBCs, teachers and head-teachers on a range of environmental issues such as the screening of all SIP activities for potential environmental and social impacts be strengthened; there were some gaps in the implementation of this recommendation partly due to inadequate funds. During most of the project implementation period, no major environmental and social safeguards issues emerged. All states established a grievance redress mechanism (GRM) and developed action plans in response to feedback received from the communities in their states.

100. In the last few months of implementation, additional risks related to the COVID-19 pandemic emerged. The availability of adequate water, sanitation and hygiene (WASH) facilities for teachers and students in school as well as compliance with COVID-19 response protocols were emphasized as important measures to keep the whole school community safe. Starting in mid-March 2020, however, schools were closed across the country and data is not yet available on the implementation of these recommendations.

101. **Financial management (FM).** FM under the project was rated Satisfactory early on during implementation; it was downgraded to Moderately Satisfactory around the project mid-point and upgraded again to Satisfactory status before project closing. There were several areas of strong performance by the project in key aspects of FM. First, as discussed earlier, existing FPFMU and SPFMU structures were used for the FM of NIPEP, which enabled the leveraging of existing capacity and experience within the Government. To strengthen the SPFMUs, states deployed additional FM staff and resources, enabling adequate monitoring and supervision of NIPEP on fiduciary-related issues. Second, annual work plans were prepared by states and the FMOE consistently, which were then reviewed and approved by the task team; the work plans were the basis for project implementation. Third, flow of funds to states was smooth for the most part, while some occurred in terms of the flow of funds to the Federal Project Implementation Unit (FPIU). Initially, there also some delays in states establishing designated accounts, which led to some delays. There were also some challenges that limited the effectiveness of the FM processes. For example, at the state level, manual accounting processes were used during project implementation, which led to delays in financial reporting. In most states the interim financial reports (IFRs) were often delayed, in part due to the cumbersome manual accounting process.

102. External and internal audits were conducted on regular basis with some delay early on, and they provided invaluable information for FM under the project. Early on, in states such as Kano and Katsina, for example, external audits were not conducted (e.g., in the year ending December 31, 2015) due to delays in the establishment of the SPIU, which was supposed to coordinate the process. Regular external audits were produced later on in the project life in each state. The main issues identified by external audits included unretired advances, inadequate documentation for



incurred expenditures, and some expenditures being made prior to receiving a no-objection from the World Bank. These issues were to a large extent rectified, and FM under the project was rated Satisfactory at project closing.

103. **Procurement.** Throughout the implementation period, the project was rated Satisfactory in terms of its procurement performance. Overall performance of the procurement system in terms of processing steps, internal controls, record keeping, and implementation was in accordance with the PAD and the grant agreement. All participating states in the course of implementation always uploaded their procurement plan in the Systematic Tracking of Exchanges in Procurement (STEP) system for review and clearance. No major issues on procurement activities arose, however early on during project implementation some minor challenges and gaps were observed. These included lack of experience in the use of the World Bank's procurement process, some delays in preparing procurement documents and uploading procurement plans in STEP, and inefficiencies in the management of some planned activities. These issues were raised with the government and they were sufficiently addressed with the situation improving quickly. Another unforeseen challenge arose due to the unexpected passing of an experienced lead procurement officer, who was key in building the momentum in the project procurement processes. It took some time before a competent procurement officer was assigned to fill the vacancy, creating some delays in procurement activities during the transition. To mitigate some of these risks, the World Bank team also provided capacity building training for all key project staff, which brought positive impact on the project implementation.

C. BANK PERFORMANCE

Quality at Entry

104. **The World Bank's performance at entry is rated Moderately Satisfactory.** The World Bank team supported the preparation of a project that was relevant to national priorities and to the World Bank's priorities in Nigeria as captured in the CPS (FY14-19) by providing technical and coordination support to the Government. As discussed earlier, there were many challenging factors at preparation that led to a longer than usual process. Many of these challenges were factors outside of the World Bank team's control (e.g., limited familiarity with the GPE application process for the client states, and the need to coordinate among a large number of stakeholders involved in the LEG). Some of the challenges were related to design issues that were apparent in the first version of the project. The World Bank team successfully responded to many of these challenges by increasing technical support during the project design revision process and by improving coordination with DPs, facilitating a successful reapplication to GPE which enabled the NIPEP states to acquire critically needed grant funding. The final appraisal of the project was, in general, comprehensive, providing detailed analysis and assessment of technical, economic, fiduciary, environmental and social-related issues and risks. The various assessments conducted by the World Bank at entry informed the project design, risk mitigation measures and M&E arrangements. However, as noted earlier there were some gaps in the technical design of the project's interventions and M&E arrangements, especially under the "improving quality" objective of the project.

Quality of Supervision

105. **The quality of supervision of the project by the World Bank is also rated Moderately Satisfactory.** Throughout the five years of implementation, the project benefitted from high quality supervision and technical support which enabled early resolution of bottlenecks and successful implementation of almost all project activities. There are several factors that enabled high quality supervision. The task team was composed of team members with the appropriate skills to support project implementation, including education specialists, procurement specialists, FM specialists, environmental and social safeguards specialists, and economists. The team was strengthened through the hiring of an International Senior Education Specialist and a local consultant in the country office. In addition, one of the TTLs oversaw the project from concept to completion ensuring continuity and consistent supervision. Progress and challenges with project implementation were reported in a timely manner in various project documents including aide



memoires and ISRs, with any issues being escalated through the appropriate channels. Implementation support missions were carried out regularly and the main challenges were recorded in the appropriate documents. The strong partnership with the LEG and DPs during project design and implementation also ensured collaboration in project supervision. An important gap in the Bank's support during implementation relates to the scope and timing of project restructuring. At the time of restructuring, which was completed in the fourth year of the project, no changes were made to project components. However, a more comprehensive review and revision of interventions under Objective 2 could have potentially improved the project's impact.

Justification of Overall Rating of Bank Performance

106. Based on the ratings for quality at entry and supervision (both rated Moderately Satisfactory) the overall Bank performance is rated ***Moderately Satisfactory***.

D. RISK TO DEVELOPMENT OUTCOME

107. The risk the project outcomes that have been achieved will not be maintained post-completion is Substantial.

108. **The key risk to the PDO is the impact of the ongoing COVID-19 pandemic on the basic education system.** As mentioned earlier, to prevent the spread of the virus, the Government of Nigeria closed all schools in March 2020 and most schools remained closed until November 2020, with only partial reopening currently. While some distance learning options have been made available to some students/in some areas, it is unlikely these will fully compensate for the loss of learning due to the absence of classroom interactions. Even more concerning is the potential inequitable impact of the pandemic, which is likely to have exacerbated existing inequalities in the education system both across states, and by income level and gender. Children from marginalized communities and poor households, many who are served by NIPEP-supported schools, are at a greater risk of falling behind as they may have had limited access to distance learning. The impact on girls' schooling is also likely to be significant, particularly in NIPEP states, where social and gender norms are likely to affect intra-household allocation of resources for home schooling and where girls are more likely to bear the burden of care-related tasks in the household (e.g., childcare or care of elderly or sick relatives) than boys. This will likely negatively affect their engagement in distance learning. In addition, girls face an increased risk of adolescent pregnancy, which may permanently disrupt their education. The pandemic is also likely to result in a significant reduction of resources allocated to the basic education sector by the federal and state governments.

109. **There is a strong recognition of the unprecedented challenge the pandemic poses for the education sector.** As an immediate response, the FMOE has developed "A Coordinated Response to COVID-19" plan. There is also increased dialogue with DPs, not only on mitigating the impact of the pandemic but also on using the opportunity to build back a better basic education system. The use of technology to improve basic education service delivery, which has gained renewed interest and momentum, offers another opportunity to improve access to and the quality of education. However, without concerted effort by the Government and coordinated support by DPs, and engagement of all stakeholders, the risk that achievements in access and quality realized under the project can deteriorate remains significant.

110. **The Government of Nigeria remains committed to human capital development, with a strong focus on improving access and quality in basic education.** As discussed earlier under, the recently launched HCDV with the stated vision of "health, educated, and productive Nigerians for a globally competitive nation by 2030", contains several objectives specifically linked to the PDO of the project. These include: (i) doubling primary school enrollment including for girls; (ii) reducing the number of OOS children and (iii) improving learning outcomes including in reading and mathematics. Actual implementation of this ambitious plan and achievement of results, however, will require increased and long-term commitment from states and the allocation of adequate resources. The World Bank, GPE and



DPs have also bolstered their support to the basic education system, including in some of the NIPEP states (e.g., the IDA-funded Adolescent Girls Initiative for Learning and Empowerment (AGILE) Project and the proposed GPE-funded AF to BESDA which is currently being prepared).

V. LESSONS AND RECOMMENDATIONS

111. Several lessons emerge from the experience of NIPEP, considering both areas of success and challenges, which are described below.

112. **Lesson 1: Demand-side interventions such as financial support to families, advocacy, and community mobilization are essential to address entrenched and complex economic and social constraints to girls' education.** Emerging global evidence shows that supply-side interventions (e.g., teacher training and provision of TLMs) that benefit both boys and girls are essential to increasing access to quality education for all. However, in contexts where girls face binding, economic, social and cultural barriers, additional interventions such as scholarships or conditional cash transfers, advocacy, and community campaigns are critical to ensure that girls enroll and stay in school. The experience from NIPEP states, where at project closing the GPI in primary enrollment was 90 percent compared to 76 percent at baseline, illustrates the impact of the aforementioned demand-side interventions on girls' schooling. In Northern Nigeria, gender gaps in schooling continue to persist even if improvement has been made under the project. Moreover, in many Northern states, gender gaps widen in post-primary grades. Therefore, expanding and sustaining these demand-side interventions could be an important strategy for the country to achieve gender parity in basic and secondary education.³²

113. **Lesson 2: Increasing teachers' motivation and accountability is critical to improving student learning outcomes.** Interventions such as the provision of SIGs and TLMs and training of teachers are unlikely to be effective if teachers are absent, lack motivation, and are unaccountable for student learning. In the case of NIPEP, data from the 2019 EGRA showed that even after years of project implementation, teacher absenteeism remained a major unaddressed challenge in NIPEP states. Extensive literature shows that there are numerous factors that may enhance or reduce teachers' motivation including teacher management policies and practices on selection, salary, and career growth as well as school-level factors such as working conditions, availability and quality of support for teachers, and accountability systems. Understanding and addressing these factors is important to improving the quality of teaching in the classroom and, ultimately, student learning outcomes. Addressing these factors requires more comprehensive and coordinated policy action at the federal and state levels to address different aspects of teacher management and their working and living conditions, which were not supported under NIPEP. It also requires strengthening accountability at the system- and school-levels (e.g., by linking teachers' career growth with their performance and enhancing the role of SBMCs in monitoring teachers' attendance).

114. **Lesson 3: Raising schools' and communities' awareness about project interventions, including on eligibility requirements and selection processes is critical to ensuring inclusivity and building trust.** Under NIPEP, communities and schools lack of awareness about the SIGs and the scholarship selection processes and the actions that must be taken to meet the requirements (e.g., for schools, the requirement of establishing SBMC and for SBMC members to be trained and for households to have a bank account, etc.) led to delays and confusion in the early years of implementation. Investing in awareness-raising and community engagement activities early on, even during preparation, can help prevent delays and build strong trust and partnership with beneficiary communities.

³² In part drawing from NIPEP, similar interventions are currently being supported under the AGILE project, which focuses on improving girls access to secondary education and empower them; 3 of the 5 NIPEP states are included in AGILE.



115. **Lesson 4: Involving CSOs and other stakeholders in project monitoring can be an effective strategy to mitigate for M&E capacity gaps of the Government as well as increase transparency and accountability.** As mentioned earlier, under NIPEP, the CSACEFA reported mobilizing its network of CSO to visit over 10,000 schools, a massive undertaking given that many schools in NIPEP states are hard to reach and face security risk. The CSACEFA produced a comprehensive report on the project implementation progress that could be used to triangulate results, even though there were gaps in completeness of the information produced and in the utilization of the findings. The experience from NIPEP shows that strengthening stakeholder and third-party monitoring can be an important strategy that complements investments in formal M&E processes. To ensure the quality of such M&E processes, providing capacity building support for CSOs and other stakeholders can be impactful.

116. **Lesson 5: Building systematic feedback loops between M&E, implementation and decision-making processes is critical to enhance impact.** Using M&E activities (e.g., IEs and studies) more as summative accountability tools, which was often the case under NIPEP, misses an opportunity to track implementation progress comprehensively and adjust project design or implementation arrangements, as needed. Pushing M&E activities such as evaluations and studies to the later stages of the project cycle can also mean that the information gleaned through these tools is less likely to inform decision-making within the project, including during a restructuring. Creating an effective feedback loop requires designing M&E mechanisms that: focus on learning; collect quantitative and qualitative data; and clearly establish and define the process as to how M&E findings will be utilized to inform and improve project implementation.

117. **Lesson 6: Effective implementation of large-scale projects in complex education systems, such as NIPEP states, and in the face of conflict/ security threats can benefit from tailoring of interventions and disaggregation of outcome targets.** This requires understanding each state's particular needs and challenges and designing projects that clearly articulate interventions that respond to these challenges, taking into account local capacity. Involving LGAs and other local stakeholders early on, starting from project identification and preparation, could help ensure that project design and implementation arrangements take into account challenges that are particularly acute in hard-to-reach areas such as Northern Nigeria that are often affected by insecurity threats.



ANNEX 1. RESULTS FRAMEWORK AND KEY OUTPUTS

A. RESULTS INDICATORS

A.1 PDO Indicators

Objective/Outcome: To improve access to basic education in selected states, with particular attention to girls

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Primary School Net enrollment rate (NER) disaggregated by gender	Percentage	48.00	52.00	52.00	57.00
		30-Apr-2015	29-Jun-2019	29-Jul-2020	20-Dec-2019

Comments (achievements against targets):

The final target was exceeded by a significant margin.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Gender parity index (primary enrolment)	Percentage	72.00	76.00	76.00	90.00
		02-Mar-2015	29-Jun-2019	29-Jul-2020	20-Dec-2019

Comments (achievements against targets):

The final target was exceeded by a significant margin.



Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Direct project beneficiaries	Number	0.00	5,700,000.00	6,000,000.00	6,348,829.00
		02-Mar-2015	29-Jun-2019	29-Jul-2020	20-Dec-2019
Female beneficiaries	Percentage	0.00	50.00	50.00	51.00
<p>Comments (achievements against targets): The final target was exceeded by a significant margin.</p>					

Objective/Outcome: To improve quality of basic education

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Hausa reading rate of students enrolled in the Primary 2 and 3 grades.	Percentage	4.00	10.00	10.00	5.00
		02-Mar-2015	29-Jun-2019	29-Jun-2020	20-Dec-2019
English reading rate of Primary 3 pupils as measured by EGRA survey.	Percentage	3.00	10.00	10.00	3.60
		02-Mar-2015	29-Jun-2019	29-Jun-2020	20-Dec-2019
<p>Comments (achievements against targets): The achievement at project closing, based on the 2019 EGRA results was significantly below target.</p>					



Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
System for learning assessment at the primary level	Yes/No	N 02-Mar-2015	Y 29-Jun-2019	Y 29-Jun-2020	Y 20-Dec-2019
Utility of System for Learning Assessment	Number	0.00	3.00	4.00	5.00
Comments (achievements against targets): The final target for the main indicator was achieved and for the sub-indicator, exceeded.					

A.2 Intermediate Results Indicators

Component: Promoting School Effectiveness and Improved Learning Outcomes

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Percentage of Beneficiary schools (including pre-primary and primary) implementing 80% or more of its SIPs activities.	Percentage	0.00 30-Apr-2015	100.00 29-Jun-2019	100.00 29-Jul-2020	100.00 20-Dec-2019
Comments (achievements against targets): The final target was achieved.					



Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number of NIPEP school grants awarded to pre-primary schools.	Number	0.00 30-Apr-2015	11,000.00 29-Jun-2019	11,500.00 29-Jun-2020	18,317.00 09-Jun-2020
Comments (achievements against targets): The final target was revised upwards and exceeded.					

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number of early grade teachers who successfully completed training with NIPEP funds.	Number	0.00 30-Apr-2015	96,000.00 29-Jun-2019	96,000.00 29-Jun-2020	132,477.00 09-Jun-2020
Comments (achievements against targets): The final target was exceeded.					

Component: Increasing Access to Basic Education for Out-of-School Girls

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
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Number of Girls receiving NIPEP scholarship.	Number	0.00 30-Apr-2015	84,000.00 29-Jun-2019	360,000.00 29-Jun-2020	417,302.00 09-Jun-2020
<p>Comments (achievements against targets): The final target was revised upwards and exceeded.</p>					

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Percentage of NIPEP-supported female teachers receiving NCE scholarship.	Percentage	0.00 30-Apr-2015	50.00 29-Jun-2019	50.00 29-Jun-2020	38.54 20-Dec-2019
<p>Comments (achievements against targets): The final target was partially achieved.</p>					

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number of School Based Management Committees trained.	Number	0.00 30-Apr-2015	12,000.00 29-Jun-2019	12,130.00 29-Jun-2020	14,357.00 20-Dec-2019
<p>Comments (achievements against targets): The final target was revised upwards and exceeded.</p>					

**Component:** Strengthening Planning and Management Systems including Learning Assessment and Capacity Development

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number of State Annual Education Sector reviews.	Number	3.00	5.00	5.00	5.00
		30-Apr-2015	29-Jun-2019	29-Jun-2020	20-Dec-2019

Comments (achievements against targets):

The final target was achieved.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number of State EMIS in place producing timely data.	Number	3.00	5.00	5.00	5.00
		30-Apr-2015	29-Jun-2019	29-Jun-2020	20-Dec-2019

Comments (achievements against targets):

The final target was achieved.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number of State that	Number	0.00	3.00	3.00	3.00



developed and administered standardized test.		30-Apr-2015	29-Jun-2019		20-Dec-2019
Comments (achievements against targets): The final target was achieved.					

Note: During project restructuring, several changes to the results framework were proposed and approved. However, some of these changes were not reflected properly in the results framework in the Operations Portal. These errors were, in general, minor and did not materially impact the M&E of the project or reporting on results. Some of the errors included duplicated entry of indicators, minor discrepancies in indicator targets included in the Restructuring Paper (RP) and the post-restructuring ISRs, and some gaps in the updating of achievements. In order to have a consistent RF to be used as the basis for the ICR’s analysis, a new ISR was submitted with corrections and approved in December 2020. The RF included in this ICR is based on the latest ISR.

The changes made in the December 2020 ISR include:

- Duplicate indicators were dropped.
- Some indicator targets were updated to be aligned with the targets in the RP; this in general resulted in upward revision of targets.
- For one indicator, the ‘Actual Achieved at Completion’ value was updated in the new ISR. This was done in line with results reported in the write-up of the ISR submitted at project closing (i.e., July 2020 ISR), which was not reflected in the RF of the ISR at project closing.



B. KEY OUTPUTS BY COMPONENT

Table A1	
Objective 1: To improve access to basic education in selected States, with particular attention to girls	
Outcome Indicators	<ol style="list-style-type: none"> 1. Primary School Net enrollment rate (NER) disaggregated by gender (Percentage) 2. Gender parity index (primary enrolment) (Percentage) 3. Direct project beneficiaries (Number) 4. Female beneficiaries (Percentage)
Intermediate Results Indicators	<p>Component 2: Increasing Access to Basic Education for Out-of-School Girls</p> <p>IR 4. Number of Girls receiving NIPEP scholarship. (Number)</p> <p>IR 5. Percentage of NIPEP-supported female teachers receiving NCE scholarship. (Number)</p> <p>IR 6. Number of School Based Management Committees (SBMCs) trained (Number)</p> <p>Component 3: Strengthening Planning and Management Systems Including Learning Assessment and Capacity Development</p> <p>IR 8. Number of states EMIS in place and producing timely data (Number)</p>
Key Outputs by Component (linked to the achievement of the Objective/Outcome 1)	<p>IR 4. Exceeded target with 417,302 girls receiving scholarships compared to the revised target of 360,000. Original target was 87,000</p> <p>IR 5. Partially (76%) achieved with 38% compared to a revised target of 50% female teachers receiving the NCE scholarship either continuing into the next year or complete the course. Original target was 60%</p> <p>IR 6. Exceeded target with 14,357 SBMCs trained compared to a revised target of 12,130. Original target was 12,000.</p> <p>IR 8. Achieved with 5 states having EMIS in place and producing timely data against a target of 5</p>
Objective 2: To improve quality of basic education	
Outcome Indicators	<ol style="list-style-type: none"> 1. Hausa reading rate of students enrolled in the Primary 2 and 3 grades. (Percentage) 2. English reading rate of Primary 3 pupils as measured by EGRA survey. (Percentage) 3. System for learning assessment at the primary level (Yes/No) 4. Utility of the learning assessment system
Intermediate Results Indicators	Component 1: Promoting School Effectiveness and Improved Learning Outcomes*



	<p>IR 1. Percentage of Beneficiary schools (including pre-primary and primary) implementing 80% or more of its SIPs activities. (Percentage)</p> <p>IR 2. Number of NIPEP school grants awarded to pre-primary schools. (Number)</p> <p>IR 3. Number of early grade teachers who completed any training using NIPEP funds. (Number)</p> <p>Component 3 Strengthening Planning and Management Systems Including Learning Assessment and Capacity Development</p> <p>IR 7. Number of State Annual Education Sector reviews. (Number)</p> <p>IR 9. Number of State that administered standardized test (Number)</p>
<p>Key Outputs by Component (linked to the achievement of the Objective/Outcome 2)</p>	<p>IR 1. Achieved with 100% schools receiving SIGs having implemented 80% or more of their SIPs.</p> <p>IR 2. Exceeded target with 18,317 compared to the revised target of 11,500. The original target was 11,000.</p> <p>IR 3. Exceeded target with 132,477 teachers trained against the target of 96,000.</p> <p>IR 7. Achieved with 5 states meeting target against a target of 5.</p> <p>IR 9. Achieved with 3 states against a target of 3.</p>
<p>* Indicators on SIG disbursement and SIP implementation are relevant for both objectives as illustrated in the Theory of Change.</p>	



ANNEX 2. BANK LENDING AND IMPLEMENTATION SUPPORT/SUPERVISION

A. TASK TEAM MEMBERS

Name	Role
Preparation	
Olatunde Adetoyese Adekola	Task Team Leader(s)
Daniel Rikichi Kajang	Procurement Specialist(s)
Adewunmi Cosmas Adekoya	Financial Management Specialist
Irajen Appasamy	Team Member
Luis M. Schwarz	Team Member
Alexandra C. Bezeredi	Social Specialist
Deborah Newitter Mikesell	Team Member
Evarist F. Baimu	Counsel
Joseph Ese Akpokodje	Social Specialist
Janet Omobolanle Adebo	Team Member
Hadiza Nyelong Eneche	Team Member
Supervision/ICR	
Olatunde Adetoyese Adekola, Aisha Garba Mohammed	Task Team Leader(s)
Daniel Rikichi Kajang, Oyewole Oluyemi Afuye, Anas Abba Kyari	Procurement Specialist(s)
Arigu Yusufu Kudu	Financial Management Specialist
Adewunmi Cosmas Adekoya	Financial Management Specialist
Janet Omobolanle Adebo	Team Member
Ruth Adetola Adeleru	Team Member
Gloria Aitalohi Joseph-Raji	Team Member
Joseph Ese Akpokodje	Environmental Specialist
Laura S. McDonald	Team Member



Alexandra C. Bezeredi	Social Specialist
Luis M. Schwarz	Team Member
Joyce Chukwuma-Nwachukwu	Procurement Team

B. STAFF TIME AND COST

Stage of Project Cycle	Staff Time and Cost	
	No. of staff weeks	US\$ (including travel and consultant costs)
Preparation		
FY13	26.360	325,155.10
FY14	22.075	350,663.92
FY15	5.145	39,475.16
Total	53.58	715,294.18
Supervision/ICR		
FY16	13.250	103,128.49
FY17	53.514	238,524.05
FY18	75.807	371,303.87
FY19	40.100	410,505.70
FY20	26.460	177,710.82
Total	209.13	1,301,172.93



ANNEX 3. PROJECT COST BY COMPONENT

Components	Amount at Approval (US\$M)	Actual at Project Closing (US\$M)	Percentage of Approval (US\$M)
Promoting School Effectiveness and Improved Learning Outcomes	42.0	48.26	114.9%
Increasing Access to Basic Education for Out-of-School Girls	40.0	32.23	80.6%
Strengthening Planning and Management Systems including Learning Assessment and Capacity Development	18.0	19.48	108.2%
Total	100.0	99.97³³	99.97%

³³ The actual final expenditure figures were shared by the Government in US dollar converted from Naira. Due to changes in the US dollar to Naira exchange rate throughout project implementation, the figures shared by the Government at closing add-up to US\$100.49 million (US\$48.51 million for Component 1, US\$32.4 million for Component 2 and US\$19.58 million for Component 3), while on the disbursement side, US\$99.97 million was documented as disbursed. The share of each component out of the final expenditure figure shared by the Government is used to estimate what portion of disbursed funds was spent on each component. This approach reconciles the expenditure and final disbursed amounts, while also giving a picture of changes in the amount spent on each component compared to the initial plan.



ANNEX 4. EFFICIENCY ANALYSIS

1. To assess the project efficiency in achieving its objectives, two types of analysis are conducted: (i) an economic analysis; and (ii) an implementation efficiency analysis. Taking into account the findings from these analyses, efficiency under the project is rated **Modest**.

(i) Economic analysis:

2. The original economic analysis conducted during appraisal, which was not updated during project restructuring, did not include a formal cost-benefit or return on investment analysis. Instead, drawing from international literature, the PAD highlighted evidence on the positive impact of educational attainment on labor market outcomes (Psacharopoulos, 1985 and 1994; Duflo, 2001), health and fertility outcomes (Schultz, 1997 and 2002; Strauss and Thomas, 1995) as well as a country's economic growth (Lucas 1988; Barro, 1991, Mankiw, Romer and Weil, 1992). In addition, using data from the NEDS 2010, the original economic analysis presented basic regression analyses assessing the main factors correlated with school attendance and literacy. The analysis found that wealth and parental education were positively correlated with school attendance, while being a girl, coming from a Muslim and traditional or religious family and being an orphan are negatively correlated with school attendance. Literacy is strongly linked with the mother's education, access to textbooks, extra lessons, whether a child does homework outside of school and school characteristics, including the presence of a parent teacher association (PTA). The original economic analysis stated that the project interventions could be expected to directly or indirectly address some of these factors.

3. The economic analysis in this ICR focuses on assessing the economic gains that can arise from the project achievements in the long-run and undertakes a CBA of the project investments. In addition, the analysis discusses externalities that could arise due to the project achievements. Looking at the PDO statement– “to improve access and quality of basic education in selected States, with particular attention to girls’ participation”, there are at least three channels through which economic gains can arise in the long-run due to the project investments and achievement under its PDO:

- First, economic gains might arise as project beneficiaries, who had access to basic education, reach working age, through the well-documented linkage between educational attainment (years of schooling) and improved labor market outcomes. This linkage is examined CBA is presented.
- Economic gains could arise from improvements in the quality of basic education, which has been shown to be linked with improved cognitive skills for beneficiaries. Research shows that improvements in cognitive skills can lead to improvements in labor market outcomes. However, since the project results under the “improved quality of basic education” objective are below target, this channel is not included in the CBA.
- There are potentially long-term positive externalities due to improved schooling, especially for girls. Some of these externalities are discussed as part of the economic analysis.

4. Increased earnings due to improved schooling: An important channel through which economic benefits may arise relates to the higher future earnings of beneficiaries as a result of increased schooling due to the project. To quantify this benefit, an earnings function is first estimated, which is then used to predict what a child will earn in the future with more schooling due to the project. Since the “improved access” objective is measured by improvements in primary enrollment rates, the CBA focuses on gains that arise from completing primary education. As a comparison, projections for a child's earning in the absence of the project (i.e., his/her earnings with no



education) is also estimated.³⁴ In reality, many project beneficiaries are likely to continue to secondary level or beyond and reap higher returns to their education. However, as the project did not directly target these higher levels of education, these additional benefits are not included. Hence, the estimates can be considered conservative (or lower-bound) estimates for the economic returns of the project.

5. Data from the latest Nigeria General Household Survey (GHS) 2018-19 was used to estimate a basic Mincerian earnings function and the results are presented in table A4.1.³⁵ In the GHS, earnings information was readily available only for workers with wage income. This restriction excludes farm and business owners as well as those who are self-employed and do not report wage/salary income.³⁶ Given this limitation with the data, an assumption is made that the estimated earnings function will hold for all, including for those who may enter the informal labor market or the agricultural sector.

Table A4.1 Estimates of Mincerian Earnings Functions

	Dependent Variable: ln (Wage)	Standard errors
Years of schooling	0.092***	0.010
Female	0.116***	0.026
Experience	-0.003***	0.001
Experience square	-0.001	0.001
Experience cube	0.000	0.000
Constant	4.842***	0.187
Observations	792	
R squared	0.186	

Source: Authors' estimation using GHS, 2018-19

6. Next, the number of project beneficiaries who would not have enrolled in primary schools in the absence of the project implementation was estimated. It should be noted that this set of beneficiaries is a subset of the full number of project beneficiaries. Prior to project implementation, the primary NER was estimated at 48 percent (i.e., among primary school-aged children (ages 6-11), 48 percent are enrolled in primary school); this is assumed to be the counterfactual in the absence of the project. Post-project, the primary NER increased to 57 percent, hence the difference is assumed to be the share of children who are attending school due to the project intervention. Population projection data shows that in NIPEP states the population of children ages 6-11 in 2019 was about 6.57 million. If the primary NER remained at 48 percent (i.e., in the counterfactual situation), 3.15 million children would be attending primary school. Instead, under the NER of 57 percent, over 3.74 million primary school-age children are attending school. The difference between these two scenarios gives us an estimate for the number of children that would have not attended school in the absence of the project (i.e., 590,000).

³⁴ Even though some of the schooling related benefits of the project have already been realized (e.g. as indicated by improvements in primary NER), most beneficiaries are probably in school. Hence, labor market returns are forward looking.

³⁵ $\ln(Y_i) = \beta_0 + \beta_1 S_i + \beta_2 Female_i + \beta_3 Exp_i + \beta_4 Exp_i^2 + \beta_5 Exp_i^3 + \delta_i$, where for individual i , Y_i is earnings proxied by wage converted to annual amounts, S_i is years of schooling, $Female_i$ is a dummy indicating female gender, and Exp_i is experience. This estimation doesn't establish a causal link between schooling and other covariates and wage, instead it captures only correlations. The function is estimated using a sample containing only wage earners and hence has a limitation as it doesn't capture those who are self-employed or work in the agricultural sector. Another approach to measure the additional benefit of completing JS and SS compared to primary is to estimate earnings function for the different educational groups separately and look at the difference. Unfortunately, the small sample size of wage earners in the data doesn't allow such separate estimation. Therefore, a single earnings function is estimated using the full sample. This approach assumes experience affects the earning profile of different education groups the same way.

³⁶ Wage information in the 2018-19 GHS is expressed in Naira. To facilitate comparability with the project cost, these figures are converted to 2020 USD. Inflation figures for the 2018-2020 period for Nigeria is obtained from IMF. Following the common practice in the literature, experience is measured as $Age - Years\ of\ schooling - 5$, assuming in the first five years of life children are neither in school nor working.



7. The analysis shows that, assessed at age 18, primary school completers could earn US\$1,334 over their lifetime compared to those who never attended school. In this analysis, it was assumed that all individuals will start working at age 18. On the cost side, the full project cost, the project management cost to states and cost incurred by households to send their child to primary school are considered. Based on the analysis described above, table A4.2 presents the key results of the CBA. The NPV of the project is estimated at US\$65.4 million, while the IRR is estimated at 16.7 percent.

Table A4.2: Cost-benefit Analysis Findings

Key estimated variables	Values
Estimated population of children ages 6-11 in project states	6,572,120
Estimated number of beneficiaries who might not have attended primary school in the absence of the project	591,490
Present value	
Present value of benefits (US\$, millions)	249.3
Present value of costs (US\$, millions)	184.0
NPV (US\$, millions)	65.4
IRR	16.7%
Assumptions:	
<ul style="list-style-type: none"> All individuals start work at age 18 and work until age 60. The highest level of education for beneficiaries is 6 years of primary schooling. Households cost is estimated using data from NEDS, 2015 on households annual per-student expenditure on primary school education, multiplied by 6 years. All costs and benefits are discounted at 13 percent.³⁷ 	

8. Positive externalities of girls' education: There is an established body of research showing that education not only rewards the individual (e.g., through improved labor market outcomes) but also creates a wide set of positive externalities for society (e.g., benefits related to better fertility outcomes, improvements in the health of the individuals, their offspring and families, increased social engagement and cohesion, etc.) While secondary education seems to have the biggest impact in improving health outcomes, there are gains even at the primary level. In Nigeria, women with a primary education or higher are less likely to start childbearing in adolescence and they are likely to have fewer children compared to those with no education. They are also more likely to have their children vaccinated and their children have significantly better health outcomes. Table A4.3 shows some of the correlations between schooling and improved health and fertility outcomes, which provides some evidence that the project's achievement in improving gender parity in primary enrollment can result in improved health outcomes for the girls and their potential offspring in the long-run.

Table A4.3: Fertility and Child Health Outcomes by Mother's Education

Mothers education group	% of 15-19 years olds who have started childbearing	Total fertility rate (number of children per woman)	Under 5 mortality rates by mothers' education	Under 5 sever stunting by mothers' education	Full vaccination by mothers' education
None	45.0	7.22	145	31.2	23.9
Non-formal	44.3	7.58	164	34.3	33.4
Primary	26.4	6.24	110	18.7	60.7
Secondary	7.1	4.77	73	11.4	82.2
Higher	0.4	3.67	55	5.6	93.9

Source: MICS, 2017

³⁷ The discount rate is selected using the Central Banks benchmark interest rate in 2019.



(ii) Implementation efficiency analysis:

9. The implementation efficiency analysis focuses on efficiency in design aspects as well as implementation processes. The project design consisted of demand and supply-side interventions that are complementary to each other in order to achieve the project objectives. Activities supported under the project were to a large part clearly described in project documents. As a part of the project design, the implementation processes that would be followed to achieve outputs and outcomes were also aptly detailed.

10. The project implementation arrangements clearly recognized and reflected the decentralized management structure of the basic education system in Nigeria. The roles and responsibilities of the many implementing agencies including organizing bodies (federal and state level project steering committees), FMOE, SMOE, local governments and schools were also clearly defined. The emphasis of the project on strengthening SBMCs and enhancing their role in school management including in the utilization of SIGs was a critical aspect of the project design and implementation arrangements that enabled decentralized decision making at the school level and ownership by communities.

11. During implementation, there were significant efficiency gains due to reduction in the unit cost of almost all project interventions. Table A4.4 presents unit costs estimate at appraisal, as presented in the PAD, and estimates at project closing using the final expenditure by subcomponent and the final results under each sub-component, as reported in the last ISR. A comparison of columns 5 and 8 shows that significant reductions in unit costs were attained for all intervention areas, except the pre-primary SIGs, which saw a marginal increase.

Table A4.4: Comparison of Unit Costs at Appraisal and At Project Closing

No	Sub-component	Allocation at appraisal (US\$)	Unit	Unit cost at appraisal (US\$)	Actual total expenditure of (US\$)	Total beneficiaries at project closing	Unit cost (US\$) at closing
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
1a	SIG for primary	22,000,000	Grant per school	1,450	26,300,000	28,049*	937.6
1b	SIG for pre-primary	7,000,000	Grant per school	720	13,370,000	18,317.00	729.9
1c	TPD	13,000,000	Cost per teacher	150	8,840,000	132,477.00	66.7
2a	Girls' access to Basic education	30,000,000	Cost per girl benefiting from scholarship	180	29,240,000	417,302.00	70.1
2b	Female teacher scholarships	4,000,000	Cost per teacher trained	180	2,260,000	15,514*	145.7
2c	Community mobilization & SBMC Training	6,000,000	Cost per SBMC member trained	570	88,000	14,357	6.1

Source: *These indicators are not included in the RF. Data is obtained from the write-up of the last ISR.

12. However, there were some unforeseen challenges as well as aspects of the project design and implementation arrangements that affected implementation efficiency:

- Initial delays: There was an initial delay in project effectiveness, which hampered implementation progress. This delay was due to the general election, which took place in March 2015, and the time gap until a new Minister and Permanent Secretary were appointed. In the first year of implementation, there was also delay in the disbursement of funding to states due to the Treasury Single Account policy, which stalled the release of NIPPEP funds. This delay affected the timely disbursement of the SIGs and scholarships in the first year.



- Lack of awareness on eligibility criteria for SIGs and issues in sequencing of activities: To receive SIGs, schools were required to fulfill the following eligibility criteria: a) have a functioning SBMC; b) have received SBMC training in the administration of SIGs; c) have a SIP; and d) have established a functioning bank account. However, at mid-term, it was found that 23 percent to 84 percent of schools across NIPEP states received SIGs before meeting the eligibility criteria. This shows a potential lack of awareness among states as well as an inadequate sequencing of the support being provided to schools. Gradually this issue was addressed with the number of SBMCs trained by the project exceeding the project target.
- Strong assumptions regarding the existence of TPD programs that could be scaled up: NIPEP did not support the development of TPD programs, instead it supported states to scale-up their own programs or other programs developed by DPs. In the first few years of project implementation, delays in this area stemmed from the lack of teacher training programs that the states can build up on. Overtime, this improved, with the number of teachers trained exceeding the end-of-project target. However, the assumption on the availability of effective TPD programs to be leveraged affected implementation efficiency.

13. Overall, the project efficiency assessed at project closing is rated to be **Modest** based on the following reasons. Significant economic returns and positive externalities are expected due to the project's achievements in improving access to basic education, especially for girls. The project also attained significant cost savings across several sub-components, allowing the project to reach a large number of beneficiaries. While limited achievements in learning outcomes were documented at project closing, household survey data shows promising improvements in basic literacy skills, which suggests that additional economic gains might arise under Objective 2. Delays in key project activities (e.g., teacher and SBMC training) and the project closing date extension are found to be sources of inefficiency and might have limited states' ability to translate the substantial achievements at the output-level under Objective 2 into large improvements in learning outcomes at the time of the 2019 EGRA. Potentially positive results might be observed in future learning assessments, even though the disruption due to COVID-19 raises the risk of learning loss. On balance, based on the available evidence, the project's efficiency is rated as **Modest**.



ANNEX 5. BORROWER, CO-FINANCIER AND OTHER PARTNER/STAKEHOLDER COMMENTS

1. The draft ICR was shared with the Government; however, comments have not been received at the time of submission of the final report. The Government has also provided their project completion report to the Bank which has been filed in WBDocs³⁸ for information and reference.

³⁸ <https://wbdocs.worldbank.org/wbdocs/dri/objectId/090224b088226f26>



ANNEX 6. SUPPORTING DOCUMENTS

A. Key project documents

- Project concept note
- Project Appraisal Document
- Grant Agreement
- Restructuring paper

B. Other project documents

- Global Partnership for Education Fund, Phase I and II Quality Review Reports
- PCN internal review comments and decision note
- Decision review comments and decision note
- Various procurement, financial management and audit reports
- Government ICR (Draft shared in October 2020)
- Impact Evaluation of the NIPEP Project Endline Report, 2020

C. Aide Memoires (Mission Dates)

- Aide Memoire World Bank Identification Mission (April 8-19, 2013)
- Aide Memoire for Implementation Support Mission (June 6-13, 2016)
- Aide Memoire for Implementation Support Mission (May 30- June 9, 2017)
- Aide Memoire for Mid-term Review Mission (October 3-13, 2017)
- Aide Memoire for Implementation Support Mission (November 19-23, 2018)
- Aide Memoire for Implementation Support Mission (April 22-May 3, 2019)
- Aide Memoire for Implementation Support Mission (November 11-22, 2019)
- Aide Memoire for Implementation Support Mission (May 25- June 6, 2020)

D. Implementation Status Report (Archived Date)

- Implementation status report #1 (December 03, 2015)
- Implementation status report #2 (June 28, 2016)
- Implementation status report #3 (December 30, 2016)
- Implementation status report #4 (June 23, 2017)
- Implementation status report #5 (December 30, 2017)
- Implementation status report #6 (June 25, 2018)
- Implementation status report #7 (January 7, 2019)
- Implementation status report #8 (June 28, 2019)
- Implementation status report #9 (December 19, 2019)
- Implementation status report #10 (July 20, 2020)
- Implementation status report #11 (Dec 20, 2020)

E. Other World Bank Documents

- Nigeria Systematic Country Diagnostic– Nigeria on the Move: A Journey to Inclusive Growth; Moving Toward a Middle-Class Society] dated June 2019
- Nigeria - Country Partnership Strategy for the period FY2014 - FY2017
- Second Performance and Learning Review of the Country Partnership Strategy for the Federal Republic of Nigeria for the Period FY14 - FY17



ANNEX 7. DETAILED ANALYSIS OF EFFICACY

1. The PDO is “to improve access and quality of basic education in selected States, with particular attention to girls’ participation”. To undertake an in-depth assessment of the project’s efficacy in achieving this development objective, the PDO is divided into two objectives as described below.

Objective 1: To improve access to basic education in selected states, with attention to girls’ participation, measured through the following PDIs:

- Primary Net Enrollment Rate (NER) (disaggregated by gender);
- Gender Parity Index (primary enrollment);
- Number of Direct Project beneficiaries (disaggregated by gender, CSI)

Objective 2: To improve the quality of basic education in selected states, measured using:

- Hausa reading rate of students enrolled in the Primary 2 and 3 grades;
- English reading rate of Primary 3 pupils as measured by an EGRA;
- Establishment of a System for Learning Assessment at the primary level (CSI); and
- Utility of the Learning Assessment System (CSI).

2. The efficacy assessment is conducted taking into consideration (i) the validity of indicators, (ii) the impact on the project outcomes, and (iii) the attributability of the results. Based on these three criteria, the project is given an efficacy rating of Substantial. This annex provides additional evidence for the efficacy assessment and rating, which is presented in the main text.

Validity of Indicators

3. Overall, the PDIs used to measure progress under the two objectives are found to be appropriate and valid.

4. **Objective 1:** For Objective 1, NER, and GPI in net enrollment are arguably the best indicators that are widely used to measure access to basic education. In addition, the indicator on the number of project beneficiaries, which is a core indicator, effectively captures the reach of the project and its contribution towards expanded access to basic education.

5. **Objective 2:** Under Objective 2, Hausa and English reading rates, which are measured as Oral Reading Fluency (i.e. the number of correct words read per minute) are used to assess the quality of basic education. The focus on reading is appropriate since literacy is an important outcome of improved quality and a skill that is critical for all future learning. In NIPEP states, Hausa is the widely spoken language and serves as mother tongue for majority of students. English is the lingua franca and medium of instruction for most grades in basic education. While the ORF is an important and frequently used measure in early grade reading assessment, measuring comprehension would have been a more complete measure as it directly captures reading for meaning. The last two indicators under Objective 2 focus on the establishment and utilization of a learning assessment system, which were CSIs. Learning assessment is a critical component of improving the quality of education as it forms the evidence for designing and targeting quality interventions and measuring progress. Therefore, these two indicators are appropriate and valid.

Assessment of impact and attribution

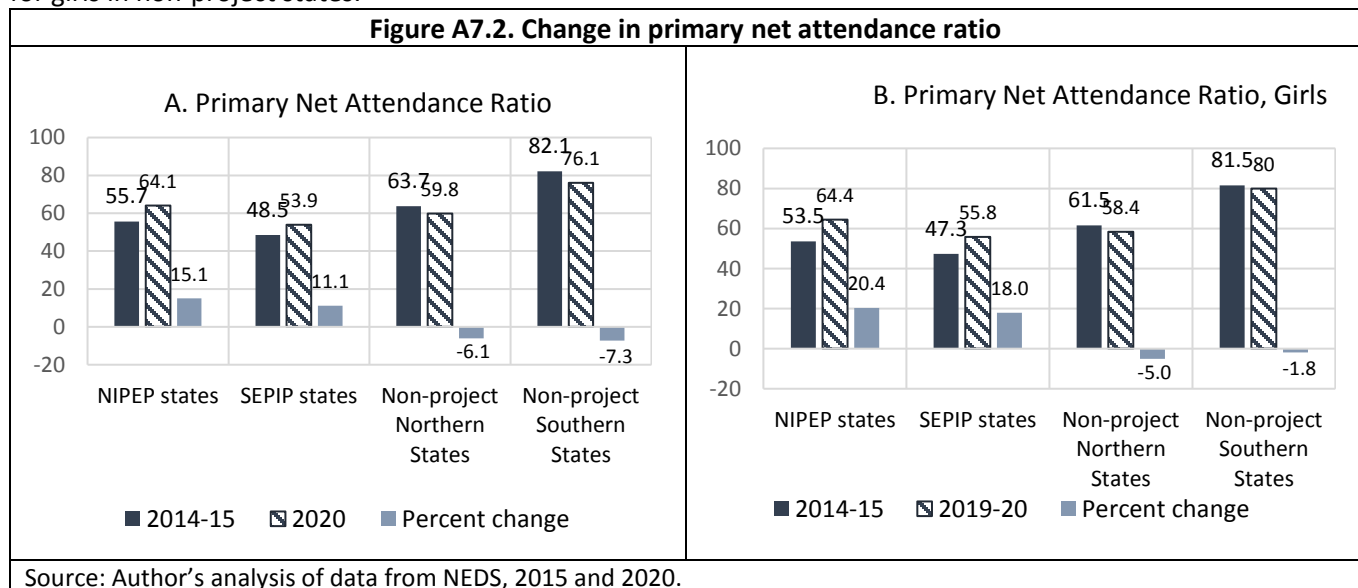
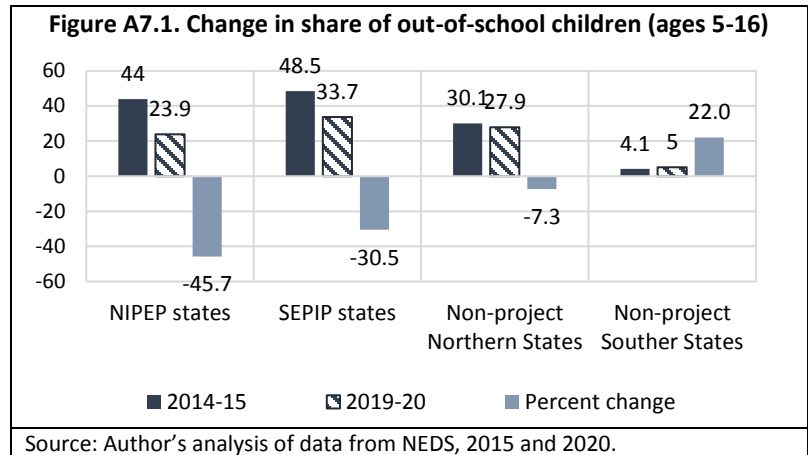
6. The project RF forms the primary basis for assessing impact of the project. The project’s efficacy under Objective 1 is rated High, while it is rated Modest under Objective 2. Drawing from different sources, this annex provides additional evidence on the impact of the project on outcomes that are directly linked to the project



objectives and presents some evidence on the attributability of the results.

7. **Objective 1:** As presented in detail in the main part of the ICR, targets for PDIs under Objective 1 were fully achieved and in many cases surpassed, while targets of almost all of the IRIs were achieved. Looking beyond the results documented in the RF, there is additional evidence that support the impact of the project on access related outcomes in the NIPEP states.

8. For example, data from the 2015 and 2020 rounds of the NEDS, a household survey that is representative at the state level, shows that NIPEP states experienced a significant reduction in the share of OOS children (ages 5 to 16) and an increase in primary school net attendance rate. Specifically, comparison of data from 2014-15 (pre-project) and 2019-20 (post-project) shows that the share of OOS children declined from 44 percent to 23.9 percent in NIPEP states, a reduction of 45.7 percent. In contrast, in other Northern states that were not included in NIPEP or SEPIP³⁹ (i.e., non-project states), the decline was much smaller at about 7 percent, while an increase was observed in Southern non-project states. These results are presented in Figure A7.1. Similarly, in terms of primary attendance rate measured as the NAR, there was a substantial increase in the NAR in NIPEP states between 2014-15 and 2019-20, while the improvement was smaller, or some decline was observed in non-project states. The improvement in NAR for girls was even higher in NIPEP states compared to what was observed for girls in non-project states.



³⁹ States where SEPIP is implemented are not used as a comparison group as the SEPIP project was implemented in the same timeline as NIPEP; hence they do not provide a good counterfactual. However, for completeness, results on SEPIP states is included in the figures above.



9. The pre- and post-project data provide some evidence that NIPEP indeed contributed towards a reduction in the number of OOS children and an increase in school attendance, while the contrast with non-project states suggest that it is likely that the results can, at least in part, be attributed to the project interventions. However, it should be noted that this analysis does not establish a definitive causal link between project interventions and outcomes, as the project interventions are not randomized across states or schools.

10. **Objective 2:** As discussed in the main part of the ICR, achievement on the first two PDIs under Objective 2, which focus on early grade reading was significantly below target. However, the aggregated figure masks some variation across states, with Kaduna and Katsina performing slightly better than other states. Table A7.1 shows disaggregated results by subject and grade to illustrate the variation in progress across states between 2013/14 and 2019. The results show that even in states that were doing slightly better, the achieved results are significantly below target, suggesting that the targets might have been unrealistic, and the project interventions were not adequate to produce the results.

Table A7.1: Disaggregated EGRA Results

State	Primary 2 Hausa ORF		Primary 3 Hausa ORF		Primary 3 English ORF	
	2014	2019	2014	2019	2014	2019
Jigawa	3.4	3	3	3	1.7	2
Kaduna	0.5	3	2.4	8	3.3	6
Kano	2.8	2	3.2	3	4.7	3
Katsina	2.6	3	5.1	6	3.3	5
Sokoto ⁴⁰	2.1	1	3.1	3	2.2	2
Source: RTI, 2013 & 2014; FMOE, 2019.						

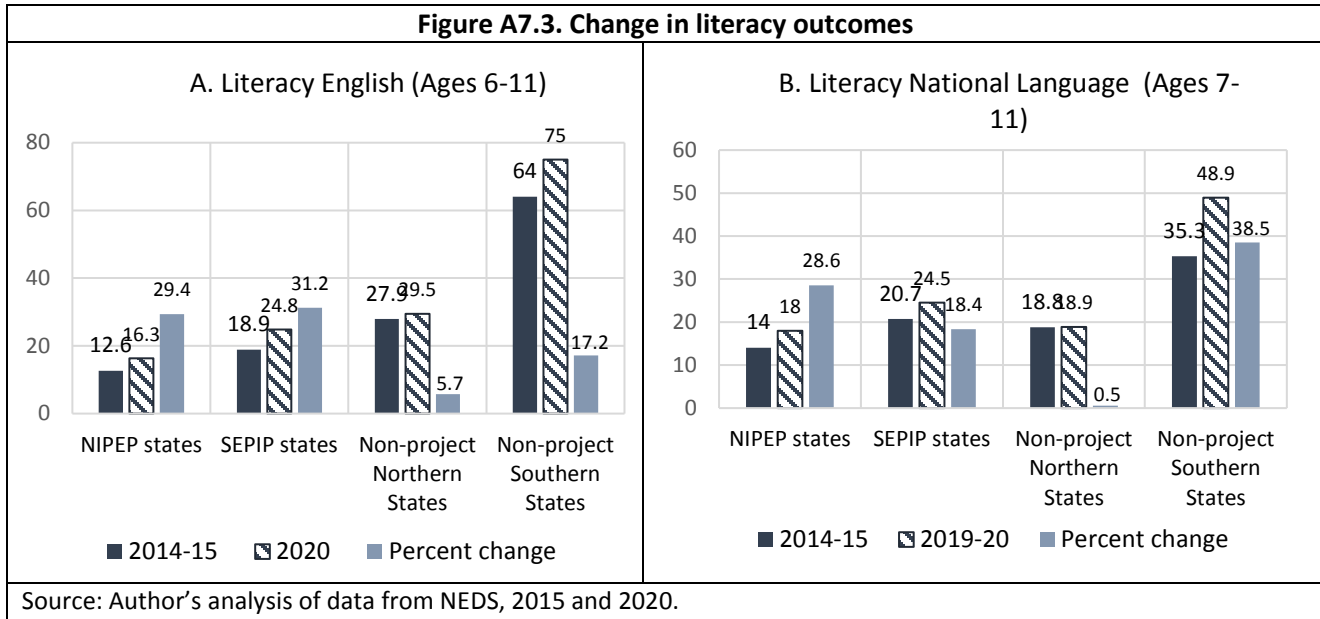
11. As noted earlier, the latest available data used to report on these two indicators comes from an EGRA undertaken in 2019. An end-line EGRA was planned to be conducted in the last few months of the project, however this was put on hold due to the COVID-19 pandemic. NIPEP states are planning to undertake this assessment once the situation on the ground improves. While post-COVID-19 data on reading-related outcomes is not available, the 2020 NEDS, which was conducted between January - March 2020 provides more recent information on reading outcomes. However, it should be noted that, while NEDS provides some information on basic literacy measures, it does not provide a nuanced assessment of reading skills. For example, the NEDS does not measure ORF, which is the measure used in the PDIs.

12. Similar to the analysis under Objective 1, two types of comparisons are made using the NEDS data. First, using data from 2014/15 and 2020 NEDS (i.e. pre- and post-project), change in literacy rates is assessed in NIPEP states. Second, a similar comparison is made in non-project states to determine whether the change in NIPEP states is more than other states that are not supported by the project. The analysis focused on primary school-age children ages 6-11. Literacy is defined as a child being able to read at least some of the three words, which provides a very basic measure of reading skills. Three national languages are included (Hausa, Yoruba, Igbo, with Hausa being the main language in NIPEP states). The results presented in figure A7.3 show that NIPEP states experienced positive changes in terms of literacy, both in English and national language (which is mainly Hausa in NIPEP states) over the project implementation period in NIPEP states. The results show that non-project states, including those in the Northern part of the country also experienced improvements. However, the improvement in the Hausa literacy outcome was substantially higher in NIPEP states compared to non-project states in the North and South, while improvement of NIPEP states in English literacy was higher than Northern non-project states. This evidence suggests that NIPEP states

⁴⁰ Baseline data for Sokoto comes from 2013.



did experience a positive trend in learning outcomes, at least in terms of very basic literacy skills.



13. In assessing both the impact and attribution of results, another important factor to be considered is the role of contemporaneously implemented interventions supported by the Government and other DPs. During the project implementation period, there were several World Bank and DP-funded projects with similar objective that were being implemented in the target states (see table A7.2.). The largest project that has significant overlap with NIPEP was the World Bank supported BESDA operation, which covers 17 states across Nigeria include the five NIPEP states. During the NIPEP implementation period, however, BESDA's implementation was significantly delayed. Therefore, it is unlikely that the results observed under NIPEP were significantly influenced by the BESDA Operation. Significant overlaps are also observed with DFID-funded projects including ESSPIN (in three of the states benefitting from NIPEP), TDP (in four of the states benefitting from NIPEP), and Girls Education Program Phase 3 (GEP III) (in two of the states benefitting from NIPEP), while there is an overlap with USAID-funded Northern Education Initiative Plus (NEIP) project in Sokoto. The funding under these projects (e.g. per annum for each state) is much smaller than that provided by NIPEP considering the time period they covered, and the total number of states reached. However, the overlap still makes it difficult to fully attribute the observed improvements solely to NIPEP. In fact, NIPEP by design aimed to take advantage of the overlap by building on these interventions. As such, the synergy that was actively built with these projects can be viewed as an important channel for NIPEP's overall impact.

Table A7.1. World Bank and Development Partner Supported Projects Overlapping with NIPEP

States	BESDA	ESSPIN	TDP	GEP III	NEIP
Date	2018-2022	2008-2017	2013-2019	2012-2020	2015-2020
Amount	\$600	£124m	£34 million	£88 million	NA
Jigawa	Yes	Yes	Yes		
Kaduna	Yes	Yes	Yes		
Kano	Yes	Yes	Yes		
Katsina	Yes		Yes	Yes	
Sokoto	Yes			Yes	Yes
Funding Agency	World Bank	DFID	DFID	DFID	USAID

Source: Prepared by author based on review project documents.

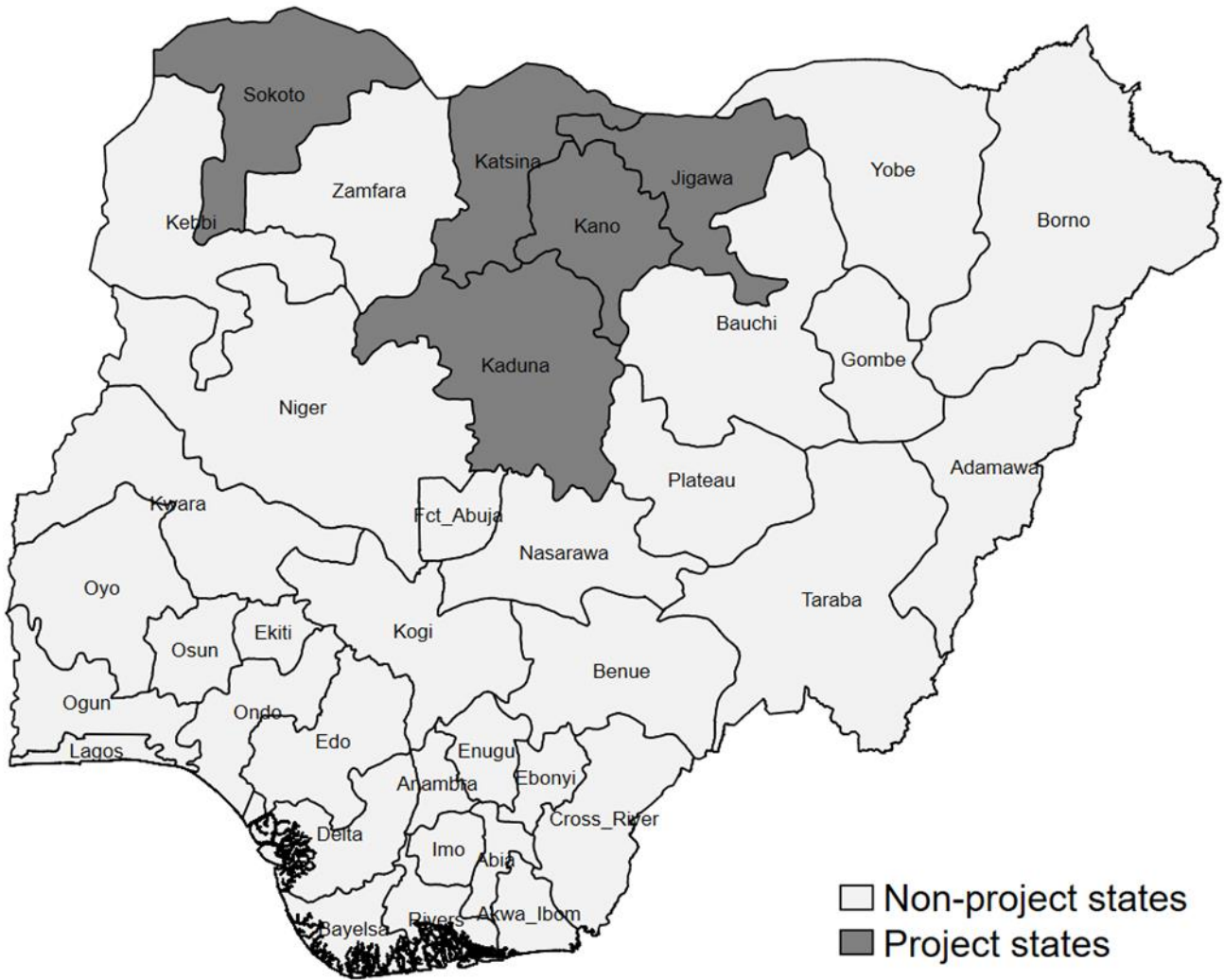


ANNEX 8. SUMMARY OF IMPACT EVALUATION OF THE SCHOOL IMPROVEMENT GRANTS

1. **Objective:** As part of the NIPEP M&E arrangements, an impact evaluation was conducted. Among the many interventions supported by NIPEP, the evaluation focused on examining the impact of the SIG and SBMC training interventions. Specifically, the study aimed to evaluate the impact of the SIGs and SBMC training intervention on enrollment, retention and transition, student attendance, teacher attendance, quality of the learning environment and student learning outcomes.
2. **Methodology:** To the extent possible the evaluation followed a randomized controlled trial design. Unfortunately, the study did not start prior to the effectiveness and implementation of NIPEP (i.e. November 2015), which posed limitation in terms of getting a proper study sample and collecting baseline data. To overcome this challenge, the study focused on schools that were not included in NIPEP as of August 2018 in Sokoto state. Out of the eligible schools, about 128 schools were selected to be included in the study. Half of the study schools were randomly assigned to a treatment group to receive SIGs and training for their SBMCs while the other half were assigned to a control group that would receive no intervention. Furthermore, to examine the impact of the grant amount, half of the treatment schools were selected to receive the standard SIG amount of 250,000 Naira (approx. PPP-adjusted int- US\$ 2,272) while the other half were selected to receive twice the amount, 500,000 Naira (approx. PPP-adjusted int-US\$ 4,544). The baseline data were collected in July and August 2018 and treatment started in September 2018. The end-line data were collected in November and December 2019, more than a year after the implementation of the intervention in the treatment group.
3. **Findings:** To a large extent, the study did not find that the SIG and SBMC interventions had significant impact on the key outcome indicators in the study sample schools. The study also found a large share of SBMCs in the treatment schools reported having no knowledge of the SIGs and SBMC training interventions, which indicated problems either with the administration of the intervention from the state government's side or the lack of information provided to SBMC members.
4. **Implications for the efficacy analysis and caveats:** The findings of the impact evaluation raise concern about some of the results reported under the project. However, there are several aspects of the study design that limits the generalizability of the results to other states and the overall NIPEP schools. These caveats include:
 - Short timeline of the study: The SIG and SBMC intervention under the regular NIPEP were implemented over five years, while the study covered a time period of just over a year. It is possible that the SIGs and SBMC interventions take longer than a year to have an impact on the key outcomes of the project.
 - Unrepresentativeness of the study sample: The selection of the 128 study schools was not conducted using random selection method. Due to the focus of the study on only Sokoto state and on schools that were not initially covered by NIPEP intervention, it is unlikely that the sample is representative of NIPEP-supported schools.
 - Late timing of the final report: The final report of the impact evaluation was submitted in April 2020, which was a few months prior to project closing. While the findings will be extremely informative to future operations, the timing made it impossible to have any feedback loop within NIPEP implementation.



ANNEX 9. MAP OF PROJECT STATES



Source: Created by author using data from <https://datacatalog.worldbank.org/dataset/world-subnational-boundaries>.



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