ASSESSMENT OF EDUCATION RELATED MILLENNIUM DEVELOPMENT GOALS (MDGS): A STUDY OF PRIMARY EDUCATION IN NIGERIA

BY

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DECLARATION

I declare that the work in this thesis titled ASSESSMENT OF EDUCATION-RELATED MILLENNIUM DEVELOPMENT GOALS (MDGS): A STUDY OF PRIMARY EDUCATION IN NIGERIA has been carried out by me in the Department of Public Administration. The information derived from the literature has been duly acknowledged in the text and a list of references provided. No part of this thesis was previously presented for another degree or diploma at this or any other institution.

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CERTIFICATION

This project thesis entitled ASSESSMENT OF EDUCATION-RELATED MILLENNIUM DEVELOPMENT GOALS (MDGS): A STUDY OF PRIMARY EDUCATION IN NIGERIA by Abraham Ateko YAHAYA meets the regulations governing the award of the degree of Masters of Science in Public Administration of the Ahmadu Bello University, and is approved for its contribution to knowledge and Literary Presentation.

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ABSTRACT

The MDG 2 if achieved in Nigeria is expected to provide an increase in the number of primary school enrolment, completion and literacy rates comparable to other developed societies, yet current report by UNICEF indicated that Nigeria has 10.5 million out of school children – the highest in the world. This considerable gap in primary school enrolment, completion and literacy level, could mean complex social problems for Nigeria both now and in the future. Ensuring that the MDG 2 is achieved becomes important. The objectives of the study therefore, was to ascertain the extent to which primary school enrolment, completion and literacy rates has been impacted with the pursuit of MDGs in Nigeria; How MDGs' funding has impacted the realization of UPE and to find out the strategies in place to achieve UPE in Nigeria. In undertaking the study, we used the longitudinal structure; hence information was collected that covers a twelve year period. Data was sourced from both primary and secondary sources. Major Findings reveal that, that the pursuit of MDG 2 has not significantly impacted primary school enrolment, completion and literacy levels in Nigeria; that there are some discrepancies with MDGs funding in Nigeria, as appropriation of funds isn't correlated to the actual release of fund. The study also revealed the strategies in place to pursue MDG 2 through the MDGs funded programmes being implemented under the coordination of the Federal Ministry of Education (FME) and its parastatal. Some of the recommendations made were that the OSSAP-MDGs should promote incentives such as free lunch, uniforms, free text books and transportation to encourage school enrolment and adopt strategies that will continue to ensure that children enroll and stay in schools, especially in conflict prone areas; with the considerable gap noticed with the appropriation and disbursements of funds for the pursuit of Goal 2, the OSSAP-MDGs should develop viable measures to generate more funds as well as get states and local governments to be more financially committed to the cause of achieving success in the pursuit of Goal 2 and also the OSSAP-MDGs should improve upon the existing strategies by scaling-up educational programmes and projects under the existing MDGs interventions.

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ABBREVIATIONS

MDGs	-	Millennium Development Goals
MDG 2	-	Millennium Development Goal 2
UN	-	United Nations
UPE	-	Universal Primary Education
UBE	-	Universal Basic Education
WCEFA	-	World Conference on Education for All
UNICEF	-	United Nations Children's Fund
FDI	-	Foreign Direct Investment
CGS	-	Conditional Grant Scheme
ETF	-	Education Trust Fund
UNESS	-	United Nations Education Support Strategy
NPE	-	National Policy on Education
OECD	-	Organization for Economic Co-operation and Development
NEEDS	-	National Economic Empowerment and Development Strategy
SEEDS	-	State Economic Empowerment and Development Strategy
LEEDS	-	Local Economic Empowerment and Development Strategy

OSSAP	-	Office of the Senior Special Assistant to the President
OSSAP-MDGS	-	Office of the Senior Special Assistant to the President on Millennium Development Goals
NCNE	-	National Commission for Nomadic Education
NERDC	-	National Educational Research and Development Council
NEIPA	-	National Institute for Education Planning and Administration
DRGs	-	Debt-Relief Gains
UBEC	-	Universal Basic Education Commission
GER	-	Gross Enrolment Ratio
OPEN	-	Overview of Public Expenditure in Nigeria
VPF	-	Virtual Poverty Fund
CCT	-	Conditional Cash Transfer
EFA	-	Education for All
NGOs	-	Non Governmental Organizations

CHAPTER ONE

GENERAL INTRODUCTION

1.1 Background to the Study

The Millennium Development Goals are the world's time-bound and quantified targets for addressing extreme poverty in its many dimensions (poverty, hunger, disease, lack of adequate shelter and exclusion) while promoting gender equality, education, and environmental sustainability. They are also basic human rights—the rights of each person on the planet to health, education, shelter, and security as pledged in the Universal Declaration of Human Rights and the UN Millennium Declaration (UN Millennium Project, 2005)

The Millennium Development Goals (MDGs) are eight international development goals that were officially established after the Millennium summit of the United Nations in 2000, based on the adoption of the United Nations Millennium Declaration. All 193 United Nations member states and at least 23 international organizations agreed to achieve the goals by the year 2015. The goals include;

i. Eradicating extreme poverty and hunger
ii. Achieving universal primary education
iii. Promoting gender equality and empowering women
iv. Reducing child mortality
v. Improving maternal health
vi. Combating HIV/AIDS, malaria and other diseases
vii. Ensuring environmental sustainability
viii. Developing a global partnership for development (United Nations, 2009)

The aim of the millennium development goals is to encourage development by improving social and economic conditions in the world's poorest countries. Each of the goals has specific stated targets and a series of measurable indicators for each target.

The UN Millennium Project (2005) interprets the Millennium Development Goals as country goals, since this is the spirit in which they are pursued the world over. While progress in China and India is to be lauded as a global-scale triumph, it would be a mistake to declare "victory" in cutting extreme poverty on the basis of progress mainly in two countries while dozens of other countries with hundreds of millions of the world's poorest people are not meeting the Goals. It is the poorest countries making the least progress that the Millennium Declaration and the Millennium Development Goals are meant to support, not the ones making the most progress even without the Goals. This is an important reason for continuing to pursue the Goals at the country level.

There are two other important reasons. First, the Goals need to be operational, and most key economic policy decisions and development assistance activities take place at the level of individual sovereign states. Virtually the entire development assistance process— including Poverty Reduction Strategy Papers, donor-country negotiations, and debt relief— is designed at country level. The UN Millennium Project stresses the need for stronger regional and international programs, to meet cross-country and global needs. But the core of development practice is likely to remain at the country level in the period to 2015.

Second, the Goals need to be applied at the country level so governments can be held accountable for signing on to them. Global or regional interpretation of the Goals

diffuses responsibility and lessens the accountability of individual leaders to make every effort for poverty reduction (UN Millennium project, 2005)

Millennium Development Goal (MDG) 2 which is "To achieve universal primary education" is the concern of this work and the specific target is to ensure that by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling. The indicators for measuring progress are:

i. Net enrolment ratio in primary education
ii. Proportion of pupils starting grade one (1) who reach last grade of primary (completion rate)
iii. Literacy rate of 15-24 years old, women and men.

Education according to Aluede (2006:97) means the act of bringing up or training of a child, through instruction and in the process brings about the strengthening of his/her powers of body and mind to be able to understand his culture. Education in its general sense is a form of learning in which knowledge, skills, and habits of a group of people are transferred from one generation to the next through teaching, training, and other means. It occurs through any experience that has a formative effect on the way one thinks, feels or acts.

Primary education is the first stage of compulsory education. It is preceded by pre-school or nursery education and is followed by secondary education. Typically, primary education is provided in schools, where the child will stay in steadily advancing classes until he/she completes it and move on to high school/secondary school. In Nigeria however, Primary education refers to the education which children receive from the age of 6 years to 11 years plus. It is the foundation level of the educational system which runs for six years and it is aimed at developing basic

literacy, numeracy, communication skills and transmission of the culture of the people to younger generations (Durosaro, 2005).

Obviously, the enrolment pattern in the educational system follows the pyramidal structure of the nation's population distribution. The primary level has the largest enrolment, followed by the secondary level and then the tertiary level. This enrolment structure depicts the structure of our social demand for the various levels of education. The primary education level, being the bedrock of the child's basic education, is a very vital aspect of the nation's educational system that deserves to be handled with great care and caution (Durosaro, 2005).

Overtime, there have been various efforts by government directed at achieving universal primary education in Nigeria. The process began in the Western region with the introduction of free, universal and compulsory education (UPE) in 1955 by Chief ObafemiAwolowo the then premier of the region. The Eastern Regional House also introduced the Universal primary education scheme under the leadership of Dr. NnamdiAzikiwe in 1957 and also the then Federal capital territory (Lagos) introduced the universal primary education scheme in 1957. The Northern region lagged behind what was being experienced in Lagos and other regions and so, the federal government of Nigeria became conscious of the dangers of disparity in educational development in a nation state and therefore introduced the Universal Primary Education (UPE) scheme throughout the federation in 1976. Thereafter, there was regularization of primary education system throughout Nigeria (Itedjere, 1997).

Denga (2000) noted that universal access to education has been the prime target for Nigeria, since the middle of the 1970s when the Universal Primary Education (U.P.E.) scheme kicked off. This led to sharp increase in enrolment from 6.2 million in the

1975/76 session to 14.8 million in 1992. This sharp increase in enrolment without adequate planning created problems.

However, the Universal Basic Education (UBE) which is broader than UPE was launched in 1999 considering the failure of the UPE scheme. The publication of the National Policy on Education in 1977 which was unequivocal in its insistence on functional, universal and qualitative education and its subsequent revisions to accommodate newer challenges were also other efforts directed at achieving universal primary education.

It is a policy reform measure of the Federal Government of Nigeria, that is in line with the state objectives of the 1999 constitution which states in section 18 that "Government shall eradicate illiteracy; to this end, government shall as and when practicable provide a free and compulsory Universal Primary Education, free secondary education, and free adult literacy programmes".

However, until the year 2000, Nigeria had not achieved much in the pursuit of universal primary education and this necessitated the pursuit of the education-related Millennium development goal among others to achieve the target by 2015.Therefore the objectives of MDG interventions in the education sector as captured in the Conditional Grants Scheme to Local Governments Training Manual, 2013 are to:

i. Enhance Policy coordination on education between the three tiers of government;
ii. Boost access to, equity in and quality of education delivery at state and local government levels;
iii. Enhance enrolment, retention and completion; and
iv. Provide teaching and learning materials to schools.

1.2 Statement of the Research Problem

There is no gainsaying the fact that education is very vital to the pace of social, political and economic development of any country. Universal access has been a prime target for Nigeria for over four decades and Nigeria is a signatory of World Declarations on education for all (Adepoju and Fabiyi, 2007). In 1948, the universal Declaration of Human Rights asserted that everyone has the right to education and over 40 years later, it appeared that many people were still being denied this basic human right. It was at that point that a World Conference on Education for All (WCEFA) was held in Jomtien, Thailand for the purpose of forging a global consensus and commitment to provide basic education for all. The universal Basic Education (UBE) was a programme that grew out of that conference (Dike, 2000 in Amanze, 2007).

Universal Primary Education (UPE) was replaced with Universal Basic Education (UBE) in 1999 because UPE was considered to be too narrow with its focus only on providing educational opportunities to primary school age children while UBE stresses on the inclusion of girls and women and a number of underserved groups: the poor, street and working children, rural and remote populations, nomads, migrant workers, indigenous peoples, minorities, refugees and the disabled (Nigeria, 2000).

In 1998, only 40% of all heads of households in Nigeria had any education at all, 21% had only primary education, 14% had up to secondary education, while only 5% had post-secondary education (UNDP, 1998). Information gathered by Durosaro (2005) through the education data bank, showed that as at 1998, there were 41,814 primary schools with an enrolment of 16,348,324 (13.75% of these were females) and 468,770 teachers (26.45%) of these were non-qualified teachers). The teacher/pupil ratio at the

level was 1:38 while the completion rate was 64.1% and the transition rate of products to junior secondary level was 39.1%. In 2000, Nigeria's literacy rate was 52% (Babalola, 2000).The pursuit of the Universal Basic education programme and the Millennium Development Goal was propelled by these startling statistics (Amanze, 2007).

As at 2005, UNICEF Nigeria reported that 40% of Nigerian children aged 6-11 did not attend any primary school, with the Northern region of the country recording the lowest school attendance rate particularly for girls. It was estimated that about 4.7 million children of primary school age were not still in school. They posited that 30% of pupils dropped out of primary school and only 54% transited to junior secondary schools. Reasons provided for this low completion rates were child labour, economic hardship and early marriage for girls.

Current report by UNICEF (2012) as captured by OSSAP-MDGs in its Interview Questions and Answers report 2014 on out of school childrenindicated that Nigeriahas 10.5 million out of school children – the highest in the world, of which the Almajiri children are over 9 million. Also with the growing rate of insecurity in the North especially in the North-East region, schools have been targeted and destroyed consequently increasing the drop out levels of childrenin such regions.

With the pursuit of the MDG 2as measured in this study from 2000-2013 in relation to the year of completion (2015), it is expected that a sufficient level of success should have been attained in primary school enrolment, completion and literacy rates taking into consideration appreciable measures in place, yet currentreport by UNICEF (2012) indicated that Nigeria has 10.5 million out of school children – the highest in the world.It becomes pertinent to find out why the trend is so. Therefore,with the

current pursuit of MDG 2, what level of success has been attained already, and will the goal be achieved by 2015 with the current pace and level of success?

1.3 Research Questions

The following research questions were considered appropriate to guide the study:

i. To what extent has Primary school enrolment, completion and literacy rates been impacted with the pursuit of the Millennium Development Goals in Nigeria?
ii. How has MDGs funding impacted the realization of Universal Primary Education in Nigeria?
iii. What are the strategies in place to achieveUniversal Primary Education in Nigeria?

1.4 Objectives of the Study

The major objective of this study was to assess the education-related Millennium Development Goal which is to achieve Universal Primary Education. The specific objectives of this study are:

i. To examine the extent to which Primary school enrolment, completion and literacy rates have been impactedwith the pursuit of Millennium Development Goals in Nigeria.
ii. To find out how MDGs funding has impacted the realization of Universal Primary Education in Nigeria.
iii. To find out the strategies in place to achieve Universal Primary Education in Nigeria.

1.5 Hypotheses

H_1: The pursuit of Millennium Development Goals has not sufficiently impacted Primary school enrolment, completion and literacy rates in Nigeria.

H_2: Appropriation of MDGs Funds is not associated to the actual release of funds in Nigeria.

1.6 Significance of the Study

This study is of great importance because it has brought to the fore the reality of the pursuit of the Millennium Development Goal 2, providing information which reveals the gap between the Goal intention and the success achieved so far, ultimately serving as the platform for predicting the possible outcome of the goal.

We have filled the information gap on primary school enrolment, completion and literacy rates showing what the rates are and the factors that influences the rates. We have also demonstrated the great advantage the strategy of partnership affords in terms of shared costs, risks and benefits in just little time prescribing it therefore as a strategy that can be adopted anywhere for undertaking governmental programs and projects. We have also provided a premise upon which future studies will be built.

1.7 Scope of the Study

This study on the assessment of education-related Millennium Development Goal covered Goal 2 of the eight Millennium Development Goals which is the achievement of Universal Primary Education focusing attention on the three core areas of enrolment, completion and literacy.

The period of coverage of the study was from the year 2000 to 2013. The rationale for this time frame was that the year 2000 was the year of inception of Millennium Development Goals in Nigeria and 2013 is the last year ended.

1.8 Limitations of the Study

In undertaking the study, certain challenges were encountered. First there was unavailable data on primary school enrolment, and completion and literacy rate, for the year 2013. The availability of these data would have helped to further our analysis of the impact of the MDG 2 on primary school attendance improvement. To overcome this challenge, we adopted an analytical tool that enabled us predict future outcomes, based on available data.

Secondly, we were unable to administer questionnaires, largely due to the nature of the research. That is, the research could best be made using data that are not opinion based, hence avoiding bias. Consequently, we used data that covers longer periods of time, which helped us to see the level of consistency of the impact of the MDG 2.

These limitations therefore do not affect the validity of this research.

1.9 Operational Definition of Terms

i. Education-Related Millennium Development Goal
   - Millennium Development Goal 2 which is, to achieve universal primary education.

ii. Enrolment rate
   - The Percentage of pupils properly registered and/or attending classes at a school measured against total school age children.

iii. Completion rate

- The Percentage of Pupils completing the last year of primary school in a given yeardivided by the total number of children of official graduation age in the population.

iv. Literacy Rate

- The Percentage of the population age 15 and above who can, with understanding, read and write
- The Percentage of the population age 15 and above who can make simple arithmetic calculation

v. Access

- The opportunity or right to undertake primary education by children of primary school age

vi. Matching Grants

- Funds supplied in an amount matching the funds available from other sources

CHAPTER TWO

LITERATURE REVIEW AND THEORETICAL FRAMEWORK

2.1 Introduction

The MillenniumDevelopment Goals (MDGs), though has almost been concluded, is still within the period for implementation. Consequently, quite a number of literature which have been written that talks about this subject are largely inconclusive. By inconclusive, we mean that these works have done little in providing empirical data upon which a valid conclusion can be made as to the success rate of the MDGs, particularly for Goal 2.

However, from the literaturefound four broad categorizations wherein, the literature found were placed. These categorizations are:MDGs and its importance to third world countries,Education and the importance of primary education,Strategies for achieving MDGs,and factors that limit the implementation of the MDGs.

2.2 Literature Review

2.2.1 MDGs and its Importance to Third World Countries

The Millennium Development Goals (MDGs) are the world biggest promises to mankind. It is a bundle of developmental goals and targets committing about 189 independent states and virtually all of the world's main multilateral organizations to an unprecedented effort to reduce multi-dimensional poverty through global partnership. MDGs emerged as a result of outcomes of series of meeting and conferences held at various international forum (Lawal, Obasaju and Rotimi 2012:74). Lawal, Obasaju and Rotimi (2012:75) while analyzing a paper written by David Hulme (2007): "The Making of the Millennium Development Goals: Human

Development meets Result-based management in an imperfect world," observed that two ideas – human development and result based management- have been particularly significant in shaping the Millennium Development Goals (MDGs). Though they seem unlikely intellectual, they significantly influence and shape the pattern of direction of MDGs. They posited that, the ideas of human development and result based management were pursued as crucial to survival of MDGs, when these ideas challenge the interests of powerful groups or nations, their principles are compromised or assiduously avoided.

They further noted from a study by Hulme (2008:75) in which he studied the process that led to the formulation and implementation of MDGs and observed that it is an incremental and ongoing process of negotiation and bargaining with no clear cut phases or precise end. Noting also that while the key actors present policy as an outcome of a linear rational process based on scientific analysis and weighing up evidence, the real process that they are engaged in are quite different.

Gafar, Raji, Sidikat and Mukaila (2008) drawing from the views of Vandemoortele (2004) posited that MDGs are morally and legally binding as they are embedded in the human rights treaties and also that they are technically feasible and financially affordable.

Lawal, Obasaju and Rotimi (2012:76) observing from Ndulu, Kritzinger-Van and Reinikka in Teunissen (2005) put that they were of the opinion that MDGs are the finest set of goals or promises to the third world especially African countries; however there is need to blend MDGs with economic growth. They identified four major reasons for Africa's slow growth: low capital accumulation; high price of investment goods for African investors; low productivity of investment; and geographical disadvantages. They advocated for aggressive investment in

infrastructure as key to economic growth that will complement MDGs achievements and improved social outcomes. Furthermore, they identified the importance of regional cooperation and integration. According to them, regional integration helps growth and infrastructure and vice versa, which will have a lasting effect on MDGs beyond 2015.

They further presented the observation of Woo, McCord and Sachs (2005) that MDGs offer Africa a way of escape out of poverty trap - poverty trap being too poor to grow – they plead with the Western policymakers to fully support the MDGs and encourage increase in public investments so as to produce a large step increase in Africa's underlying productivity, both rural and urban. They noted that foreign donors will be critical to achieving this substantial step increase.

Mistry (2005) observed that MDGs are laudable projects aimed at poverty reduction. He established a divergence between MDGs and Developmental goals. He pointed out that ever since independence, most African states have been faced with developmental failure, and he also observed that aid to Africa has not worked because human, social and institutional capital – not financial capital – poses as binding constraints. He advocated for a shift in foreign Direct Investment (FDI) on concentration of funding to a blend of funding and know-how so as to maximize the benefits of MDGs.

2.2.2 Strategies for achieving MDGs

Culpeper (2005) appreciates the global commitment to move about 50 percent poor of the world out of extreme poverty by 2015 through MDGs projects. However, he advocated for a more thorough approach on the ground that not just 50 percent, but 100 percent of the people living in poverty should be elevated.

Lawal, Obasaju and Rotimi (2012:75) also observed from Olayode (2006) that for MDGs objectives to be realized there is need for establishment of an appropriate

political and institutional framework to guide state intervention, market reform and poverty alleviation, observing that MDGs being benefits accrued from globalisation requires Africa repositioning through appropriate policy measure and that with appropriate policy measure, Africa in general and Nigeria in particular can, attract more capital flows and benefit immensely from full integration into the world economy, which will culminate into speedy realization of the MDGs objectives.

Culpeper (2005) observed that MDGs pay little or no significant attention to poverty in the urban economy. He is of the opinion that the MDGs should focus as well on provision of decent employment in the productive sector for urban dwellers. He advocated for restructuring of the tax system which he described as being regressive at current based on the extreme reliance on sales and consumption tax system. He argued that most developing economies, elites hardly pay tax (a very regressive distributional tax system).

Ogunmola and Badmus (2010:13) made certain recommendations to include the establishment of credible and efficient institutions for proper public resource management as well as the strengthening of existing ones. They also advocate for transparency and accountability of these institutions and the entrenchment of good governance and rule of law and also that Nigeria should invest its energy to meet the MDGs targets to reinforce collaboration (partnership) with development partners.

Lawal, Obasaju and Rotimi (2012:75) presented the observation of Arif, Shela and David (2005) that MDGs represent a new attempt to increase the effectiveness of development assistance in reducing poverty with a time bound targets and strong commitment to monitor progress. They pointed out that in order to achieve these laudable MDGs objectives, it is imperative to address the need for water sanitation,

health care, schools, employment and poverty crisis especially among the less developed economies.

In recognizing the challenges of attaining MDGs, Odekunle and Okuwa (2012)posit that one of the strategies adopted by the country in her multipronged approach towards attaining these goals is the empowerment of people through education. It is on the basis of this, that they recommended that to ensure quality basic education in order to achieve MDGs in Nigeria, government at all levels must increase financial provisions to the basic schools, improve teachers' quality and quantity, provide adequate infrastructural materials, moderate Teacher-Learners Ratio per classroom, and review upward teachers' remuneration.

Looking at the Nigerian Perspective also, Ogunmola and Badmus (2010:2) in their paper "Meeting the Challenges of the Millennium Development Goals in Nigeria: Problems, Possibilities and Prospects" emphasized on the roles of the multilateral agencies in assisting Nigeria to meet the MDGs. They also argue that for Nigeria to meet those goals, the panaceas lie in the effective policy coordination and the political will to match rhetoric with actions; implying that there is the need to formulate and implement policies that will promote transparency/accountability; overcome institutional constraint, promote pro-poor growth; bring about structural change; enhance distributive equity; promote human development etc.

Lawal, Obasaju and Rotimi (2012:75) from Agbu (2006) observed that for Nigeria to partake of the benefits of MDGs, it is imperative for the country to adopt a practical approach by collaborating with the other countries of the South, and other south multilateral groups in negotiating for better terms of engagement with the developed world. Noting that the membership of Nigeria in the Developing Eight (D -8), consisting of Nigeria, Iran, Indonesia, Turkey, Egypt, Bangladesh, Pakistan and

Malaysia who unanimously agreed to promote trade among themselves through reforming their custom services and other policies that hinders the free flow of goods and services across their borders. This they believe is crucial to the fulfillment of MDGs objectives and targets.

The Mid-Point Assessment of the MillenniumDevelopment Goals in Nigeria 2000-2007 as captured by the MDGs Count-down Strategy (2010-2015) report,proposed specificstrategies for reaching targets in each of the eightMDGs. A discussion of four strategic imperatives – criticalissues that demand attention and action – toaccelerate Nigeria's progress towards achievingMDG targets by 2015 precedes the discussion ofspecific strategies. The four strategic imperativesare:

i. Improving the governance and accountability environment: - Assessed against many governance indicators published during the last decade, Nigeria's governance environment is weak and needs improvement in terms of corruption, administrative incompetence and ineffectiveness of public service delivery, weak democracy reflected in the areas of political freedom, civil liberties and electoral democracy. Each of these weaknesses has significant negative consequences on the capacity of governments and public sector institutions to effectively implement programmes to achieve the MDG targets. Corruption negatively affects the management of public expenditure; where there is no electoral democracy, citizens cannot call governments to account; and administrative incompetence results in poor performance in the public sector.

ii. Strengthening coordination and cooperation among the three tiers and arms of government: - The Conditional Grants Scheme (CGS) is a model for intergovernmental coordination and collaboration. Successful features of the

CGS could be applied to the less successful Universal Basic Education (UBE) Counterpart Grants Scheme by incorporating the participatory features of the CGS. Although for the most part the executive and the legislative arms of government at federal and state levels work well together on issues related to the MDGs (the Quick Wins partnership between federal legislators and OSSAP-MDGs is a good example), occasional disagreements over budget allocations for MDG-related activities need to be avoided. Timely and adequate budget allocations are critical for accelerating progress to achieve MDG targets by 2015. The private sector contributes a percentage of its annual profits to the Education Trust Fund (ETF).

iii. Mobilizing and securing the commitment of all communities and key stakeholders to achieving the MDGs targets: - Citizens' contributions at personal, household and community levels are critical to Nigeria's pursuit of the MDG targets, and indeed to the attainment of Nigeria Vision 20:2020. Federal, state and local governments will use appropriate channels to communicate this message. In order to ensure sustainability, it will be essential to engage the communities to the extent that they take ownership of, and then maintain, the assets that the government invests in.

iv. Ensuring effective mainstreaming of the MDGs into overall national and sub-national development visions and plans: - The federal government plan for the first four years of Nigeria Vision 20:2020 fully incorporates the MDGs, especially with respect to education, health, agriculture and the environment. State and local government plans are expected to follow the federal example. All three tiers of government will translate their plans into programmes and projects to deliver concrete results and accelerate progress towards achieving

the MDG targets. The sector strategic plans for health and education will help coordinate planning and implementation and are good examples for other sectors to emulate.

Therefore, to achieve MDGs 2 (Achieve Universal Primary Education), three areas where strategic interventions couldaccelerate progress in achieving universal primaryeducation (and in time universal junior secondaryeducation) are finance; teacher training andcurriculum review; and school management andsupervision.

i. Finance

- Urgently reviewing the criteria for states to access UBE Counterpart Grants Scheme funds, to ensure that they can access funds if they need to.
- Institutionalizing regular tracking of budget allocations (including grants) to schools by independent monitoring groups and publishing the results. Tasking the Universal Basic Education Commission with making lessons learned from international good practices in tracking expenditure, available to states.

ii. Teacher training and curriculum review

- Ensuring an adequate supply of trained teachers and regular re-training as a priority. Maintaining and expanding ongoing efforts to supply teachers through the National Teachers'Institute.
- Reviewing school curricula to ensure a balance between acquiring basic knowledge and preparing for the world of work.

iii. Management and supervision of schools

- Empowering and making accountable the institutions responsible for managing and supervising schools (State Primary Education Boards).
- Ensuring that parent-teacher associations are fully involved in managing and supervising schools.

- Focusing the attention of all concerned on operational efficiency and effectiveness.

2.2.3 Factors that Limit the Implementation of the MDGs

Lawal, Obasaju and Rotimi (2012:76) also looked at the opinion of Yonghyup (2005) that MDGs is a combination of enhanced foreign intervention, more external money and top-down approach having a potential of depsriving recipients of the spirit of independence as their eyes are glued to free launch offer by the donor agencies. Another area of concern as they noted is the post MDGs implementation periods, in other words, what become of MDGs after 2015. Noting also that since MDGs focus mainly on building up infrastructure to produce more public goods, chances are that poor funding may set in after 2015, the terminal year of MDGs.

Ogunmola and Badmus (2010:12) also isolated one real challenge that militates against the realization of the MDGs as those of policy implementation because adequate budgetary allocations have been made by the government. They further stated that the implementation of MDGs have been characterized by deeply entrenched corruption and gross inefficiency, and wastefulness.

Challenges specific to achieving universal basic education as captured by the MDGs Count-down Strategy (2010-2015) report are the failure of some states to contribute counterpart funds for the Universal Basic Education Counterpart Grants Scheme; scaling up the Universal Basic Education Programme without compromising quality; a quarter of children aged between 5 and 15 are engaged in work such as street hawking; data on school enrolment, children out-of school and school inputs are not consistent across agencies and tiers of government; inadequate nutrition causing poor outcomes in learning; unsafe water and lack of sanitation as children (mostly girls)

lose millions of school days each year because of diseases related to poor water and sanitation; and the poor quality of teacher training.

2.2.4 Education and the Importance of Primary Education

With the focus of this research been on the Goal 2 of the MDGs (education component), we tried to identify existing literature that speaks specifically on this point. While none were cited, we however saw some literature that discussed education as a concept, and the importance of primary education.

Education is one of the most powerful instruments known for reducing poverty and inequality and for laying the basis for sustained economic growth. It is fundamental for the construction of democratic societies and dynamic, globally competitive economies. For individuals and for nations, education is the key to creating, applying and spreading knowledge (Mingat, Bruns, and Rakotomalala, 2003:26)

Education provides people with what Nobel Laureate Sen (1999) calls "human capabilities" – the essential and individual power to reflect, make better choices, seek a voice in society, and enjoy a better life. Education and particularly primary education, also promotes achievement of all the other MDGs: Poverty reduction, gender equity, child health, maternal health, lower HIV/AIDS and other communicable diseases, and environmental sustainability (Mingat, Bruns, and Rakotomalala, 2003:28).

Yoloye (1980) holds that education is a weapon for combating ignorance, poverty and disease; a bridge between confusion and comprehension, a dam for conserving man's store of civilization and for generating the power to move to greater civilization; a rocket for transporting man from a state of intellectual subservience to a state of intellectual sovereignty. This view on education implies that education is all that

makes society what it is and makes man a whole person, capable of controlling situations in which he finds himself.

Primary education is the first stage of compulsory education. It is preceded by pre-school or nursery education and is followed by secondary education. Primary (or elementary) education consists of the first 5–7 years of formal, structured education. In general, primary education consists of six or eight years of schooling starting at the age of five or six, although this varies between, and sometimes within, countries. Globally, around 89% of primary-age children are enrolled in primary education, and this proportion is rising (UNESCO Report, 2008).

As contained in the United Nations Education support strategy (UNESS) report (2008) Primary education is provided mainly by local governments with substantial private efforts mainly at the urban areas. The administration and management is the responsibility of state governments under the supervision of State Primary Education Boards, although much of its management is devolved to local governments. The federal government is charged with oversight and quality assurance functions. The curriculum is designed to ensure acquisition of general training and basic education. At present, the primary education curriculum focuses on acquisition of knowledge and skills relevant for functional living.

The 1998 National Policy on Education (NPE) document sees primary education as education given in institutions for children aged 6-11 plus. It recognizes primary education as crucial as other education systems is built on it and also that the primary level is the key to the success or failure of the whole system. It highlights the goals of primary education, and they are:

i. Inculcate permanent literacy and numeracy, and ability to communicate effectively
ii. Lay a sound basis for scientific and reflective thinking
iii. Give citizenship education as a basis for effective participation and contribution to the life of the society
iv. Mould the character and develop sound attitude and morals in the child
v. Develop in the child the ability to adapt to his/her changing environment
vi. Give the child opportunities for developing manipulative skills that will enable him to function effectively in the society within the limits of his capacity
vii. Provide the child with basic tools for further educational advancement, including preparation for trades and crafts of the locality.

According to Mingat, Bruns, and Rakotomalala (2003:27) Primary education develops the capacity to learn, to read, and use math, to acquire information, and to think critically about that information. It is also the gateway to all higher levels of education that train the scientists, teachers, doctors, and other highly skilled professionals that every country, no matter how small or poor requires. When a large share of children do not complete primary education, the productivity of the labour force, the potential for knowledge-driven development and the reservoir of human potential from which society and the economy can draw are all fundamentally constrained.

They further expressed opinion that the role of primary education in reducing poverty and income inequality is even more strongly established than its contribution to overall economic growth. Illiteracy is one of the strongest predictors of poverty; unequal access to educational opportunities is one of the strongest correlates of

income inequality. Ultimately, the case for universal primary education goes beyond economic arguments.

Mingat, Bruns, and Rakotomalala, (2003:29) went on to say that Universal primary completion is by no means the only challenge facing education system across the world. It is only the first step toward the ultimate goal of lifelong learning for all citizens, which is relevant for the poorest countries of the Organization for Economic Co-operation and Development (OECD). They also put that to date; efforts to achieve Education for All have focused heavily on getting children enrolled in school, rather than on improving either completion rates or student outcomes. So, formulating the MDG target in terms of universal primary completion, rather than universal primary enrolment, makes strong sense from the stand point of human capital formation.

Olaniyan and Obadara (2008) critiqued the Primary education system in Nigeria and raised five major issues:

i. That while it is obvious that the Nigeria government has good intentions to fulfill primary education purpose, as the National Policy on Education stated its objectives; it has failed in achieving the intended objectives. As good as primary education is in providing the basic skills needed to acquire permanent literacy and numeracy as well as to gain admission into secondary schools, Nigerian primary schools are not fulfilling the central purpose of primary education. Before Nigeria's attainment of independence, primary schools were effectively managed by the Missionaries and voluntary agencies with grant-in-aid from the colonial government. However, the management of primary education system by the Nigerians has experienced serious problems.

ii. That the introduction of Universal Primary Education (UPE) nationwide in 1976 experienced problems of under-estimation of about 30 percent of the

turn-up number of the children enrolment, acute shortage of classroom spaces or over-crowded classrooms, shortage of teachers and equipment. This has indicated that primary school education is under-funding; most of the primary schools controlled and financed by the government are now in shambles. This may not be unconnected with the neglect and lack of maintenance as a result of present economic depression. This inability of the government to effectively run primary schools has made people to agitate for the return of schools to the missionaries and other voluntary agencies. Also, it brought the emergence of many private primary schools presently experienced in Nigeria. Experience has shown that public primary schools tend to perform more poorly than private primary schools in Nigeria. It appears as if the private primary schools usually produce more sound products than public primary schools. In other words, the public primary schools cannot boast of literacy and numeracy competences.

iii. That though the National Policy on Education prescribes that the teacher-pupil ratioshould be 1:40, the classrooms are overcrowded and in some instances schools have operated with teacher-pupil ratios of 1:76. The national teacher-pupil ratio reported in 1995 was 1:41. A programme for classroom building, to support the implementation of a scheme for universal primary education was either never developed or if it was, it was not successfully implemented. The estimated enrollment figures for the 1994/95 school year were estimated to be 16,191 thousand school children, with an annual growth rate of 2.0 percent (FRN, 1995 in Olaniyan and Obadara, 2008). Due to shortages of classroom space, classes are offered in the open air and are subjected to all problems

associated with outdoor teaching such as weather fluctuations leading to class cancellations and lack of quality instruction.

iv. Despite the fact that there is increasing provision of teachers at public primary schools yet there is constant problem of over-crowded classroom. The parents are also with the opinion that the teachers in public primary schools are no longer committed in discharging their duties due to one reason or the other. So, a large number of parents prefer private primary schools for their wards. The public perception is that the quality of education offered is low and that standards have dropped. These perceptions are based on lack of adherence to acceptable educational practice.

v. That it is estimated that about 80% of the primary schools are located in the rural areas whereschools are subsidized through additional funds contributed by communities to their local schools through Parent-Teacher Associations (PTA's), Schools, Councils, and Community based Organizations. These funds are used for infrastructure construction, maintenance, and supply of basic equipment. The infrastructure and facilities remain inadequate for coping with a system that is growing at a rapid pace. The school environment is therefore generally not conducive to learning due to the physical condition of most schools and lack of teaching and learning resources. The annual population growth rate, estimated at 3.3 percent, contributes to the problem of the large numbers of children who have to be accommodated in schools. The financial crisis left existing facilities inadequately maintained and has retarded progress in building new facilities.

The above critique gives a clear picture of the situation of Primary education in Nigeria. Therefore, the MDG 2 is essentially concerned with the achievement of

universal primary education with a target to ensure that by 2015, children everywhere, boys and girls alike will be able to complete a full course of primary schooling having clear indicators of Net enrolment ratio in primary education, Primary school completion rates, and Literacy rate of 15-24 year-olds, women and men for monitoring progress. In this work we went further to show what primary school enrolment, completion and Literacy rateswere before and after the commencement of MDGs in Nigeriaand the factors responsible for their increase or decrease as the case was as well as other issues that bothered on the pursuit of MDG 2 in Nigeria.

The above literatures made their discussions on MDGs from a broader perspective; paying more attention to the philosophy of the MDGs than looking specifically at each component, with the goal of providing empirical evidences to draw valid conclusions for each component, from which to predict if the MDGs as a whole can be achieved. Previous studies did not show what primary school enrolment, completion and literacy rates were before the pursuit of MDG 2 in 2000 as well as what the rates are with the pursuit of the goal. They did not also provide information on the funding and expenditure patterns for MDG 2 as well as the strategies in place to achieve Goal 2. This means the literature has failed to provide data that shows the implementation process of the goal 2 of the MDGs. This therefore explains the drought of literature discussing specifically the MDG 2 of which this study had been able to address.

Further, the literatures have failed to provide evidence on what the government is doing towards achieving the goal 2 of the MDGs. Consequently, this research work attempted to address these gaps.

2.3 Theoretical Framework

The theory adopted for this study was the theory of organizational partnership propounded by Ronald W. McQuaid made public in 2009. The thrust of the theory of organizational partnership was to explain partnerships; the rationale behind partnerships, advantages, disadvantages and success factors of partnerships. The term partnership covers a multi-dimensional continuum of widely differing concepts and practices and is used to describe a variety of types of relationship in a myriad of circumstances and locations (McQuaid, 2009)

The Organisation for Economic Development and Co-operation (OECD) (1990) defined partnerships as "systems of formalized co-operation, grounded in legally binding arrangements or informal understandings, co-operative working relationships, and mutually adopted plans among a number of institutions. They involve agreements on policy and programme objectives and the sharing of responsibility, resources, risks and benefits over a specified period of time".

Snape and Stewart (1996) distinguished between three ideal-typical forms of partnership working in social inclusion policy: Facilitating partnerships, which manage long-standing, strategic policy issues; Co-coordinating partnerships, which are concerned with the management and implementation of policies based on broadly agreed priorities; and implementing partnerships, which are pragmatic, and concerned with specific, mutually beneficial projects.

Partnership offers some benefits such as knowledge, expertise and resource sharing, pooling of resources and synergy, improving efficiency and accountability. A defining feature of any inter-agency partnership is the manner in which skills, knowledge and expertise are shared in order to maximize the appropriateness, quality and efficiency of provision. By engaging with private and third sector providers with expertise in

specific areas of service provision, or with experience in engaging particularly disadvantaged client groups, public agencies can expand their reach, diversity and quality of their services (McQuaid, 2009)

At the most basic level, partnership-based approaches can increase the total level of resources brought to bear on problems by increasing the number of budget-holding organizations involved in delivering solutions. Synergy may also be achieved through combining complementary resources from different organizations and from them operating in more appropriate ways compared to their normal organizational approach.One other key benefit associated with effective inter-agency co-operation is that it can lead to more efficient policy delivery, by eliminating the duplication of effort and improving communications (McQuaid, 2009)

As contained in the MDGs Count-down Strategy (2010-2015) report, there is an institutional framework in place to pursue MDG 2. This is because Progress towards the MDGs in Nigeria was initially slow. Federal, state and local governments funded programmes and projects related to the MDGs from their annual budgets, but there was little or no coordination. However, progress accelerated in 2004 when the Federal Government integrated the MDGs into Nigeria's comprehensive economic development framework, the National Economic Empowerment and Development Strategy (NEEDS). The goals were also integrated into NEEDS inspired development strategies in the states' State Economic Empowerment and Development Strategies (SEEDS). Furthermore, some of the country's 774 local government areas integrated the goals into Local Economic Empowerment and Development Strategies (LEEDS). To further demonstrate commitment to the achievement of the MDGs and give the effort more visibility, the Government established the Millennium Development Goals Office and appointed a Senior Special Assistant to the President (SSAP) to

head the Office. The President also established a Presidential Committee for the Assessment and Monitoring of the MDGs. Therefore, at the governmental level, Primary education is provided mainly by local governments with substantial private efforts mainly at the urban areas. The administration and management is the responsibility of state governments under the supervision of State Primary Education Boards, although much of its management is devolved to local governments. The federal government is charged with oversight and quality assurance functions.

The justification for the choice of the theory of organizational partnership was that it explained the strategy adopted for the pursuit of the MDG 2. In Nigeria, the Millennium Development Goals strategy involves partnerships between agencies of government as well as partnership with other non-governmental organizations. In achieving Millennium Development Goal 2 in Nigeria the government through the OSSAP-MDGs partner directly and indirectly with other agencies of the government.While OSSAP-MDGs provide overall coordination, Universal Basic Education Commission (UBEC)coordinates the supply of text books for primary school, the Federal Ministry of Education (FME) coordinates the Read campaign programme, Nigeria Educational Research and Development Council (NERDC) in their own capacity coordinates the review, harmonization and development of basic education curriculum and teacher's guide, National institute for Education Planning and Administration (NIEPA) handles the training of head teachers of public primary school, while the National Teachers Institute (NTI) coordinates the training of teachers among others and state governments through their primary education boards, Local governments through their education authority, the Private school sector who offer primary education, and donor agencies like UNICEF and other non-governmental organizations alsocontribute one way or the other in the pursuit of the

Millennium Development Goal 2. It is on this basis that we tried to examine the extent to which these institutions are involved in the process of achieving the goal.The applicability of the theory of organizational partnership is therefore evident with each partnering agency or institution handling various activities aimed at achieving the overall MDG 2.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 Introduction

The thrust of this study was to assess the Millennium Development Goal (MDG) 2 probing specifically into the efforts of government aforetime to achieve universal primary education and also to assess how far universal primary education has been achieved with the pursuit of the MDGs and the chances of achieving universal primary education in Nigeria by 2015.

Therefore, the thrust of this section was to demonstrate the source of data, how data was collected, the population of the study and the sampling technique and the method of analysis and testing hypothesis.

3.2 Research Design

The context of this study is primarily the MDGs Office, an institution of the government charged with the responsibility of ensuring that by 2015, children everywhere, boys and girls alike will be able to complete a full course of primary schooling. As observed in our literature, various scholars have provided thoughts on the achievements of MDGs but our work isolated a particular goal (MDG 2) to provide knowledge on the status of performance in relation to what was, what is and the chances of achieving universal primary education by 2015.

To achieve the main objective of this study which was to assess the education-related MDGs, the theory of organizational partnerships was used to guide the study especially with providing explanations about areas of our work in relation to our hypothesis which provided the working instruments for our theory.

We employed qualitative and quantitative research methods for our study, the qualitative being descriptive and the quantitative being numerical.

3.3 Sources of Data

The sources of data for this research were primary and secondary.

Primary Data: The primary data for this research was sourced from our context of study, the Office of the Senior Special Assistant to the President on MDGs (OSSAP-MDGs) and other partnering organizations. Data on enrolment, completion and literacy rates, MDGs funding, and disbursements among other data were collected as primary data. Where interview was conducted, a structured method was adopted with open ended questions thereby regulating interviewer's and interviewee's characteristics as well as ensuring that the interview schedule carefully prepared to obtain information pertinent to the study was duly explored. The instrument of interview was used to verify and reinforce the data provided by the Education Desk Office.

Secondary Data: The secondary data for this research was sourced from different research sites to include the internet, yearly MDGs progress reports, financial and other information records, journals, seminar papers and so on.

3.4 Population and Sample size

The Office of the Senior Special Assistant to the President on MDGs (OSSAP-MDGs) is the primary organization where data for this research was collected. The OSSAP-MDGs has a total number of 43 staff covering the eight MDGs. However, for the MDG 2, which is our main concern, the OSSAP-MDG has a unit responsible for

its implementation, called the Education Desk Office. This desk has five (5) staff working within it. Hence, the population for this study is **5.**

3.5 Sampling Technique

The sampling technique adopted for this study was the purposive or judgmental sampling technique. The rationale for the adoption of this technique was that selection of participants for this study was on the basisof the knowledge of the area of the study.

Odoh (1991) posited that a researcher who handpicks or carefully selects certain elements will get the result of his work as fairly comparable to that derived from a sample selected according to some probability sampling methods. He further posited that the technique gives the researcher the ability to choose the relevant sample for the research purpose. In other words, the researcher exercises judgment to include elements that are presumed to be typical of the given population about which he seeks information.

Considering the nature of the sampling technique, participants were restricted to the MDGs office particularly to the officers of the department or unit charged with the responsibility for goal 2(Education Desk Office) headed by DrIfeanyiwaUkaegbu. We further, extended our data source to the Communications department headed by the Principal Information Officer Mr. Christopher Ugwuebulam to gather more relevant data.

3.5 Method of Data Analysis

The purpose of the inquiry was mainly evaluative and assessment based.Therefore, for the purpose of analysis, we used tables and graphs where necessary to present (describe and summarize) data.

3.6 Method of Testing Hypotheses

To test the hypothesis for this work, we employed the Chi- Square and Spearman Rank Correlation Coefficient.

The Chi-square (X^2) test was introduced by K. Pearson in 1900. A significant modification to the Pearson's X^2 test was introduced by R.A Fisher in 1922 (the degree of freedom was decreased by one unit when applied to contingency tables (Sorana et.al, 2011).

The Chi-Square (X^2) test is defined as

$$X^2 = \sum \frac{(O-E)^2}{E}$$

Where X^2= value of chi-square statistics

O_i= Observed frequency associated to the i^{th} frequency class

E_i= Expected frequency calculated from the theoretical distribution law for the i^{th}frequency class.

The Spearman Rank Correlation Coefficient is a non parametric (distribution-free) rank statistic proposed by Spearman in 1904 as a measure of strength of the association between two variables (Lehmann and D'Abrera, 1998).

It is defined by

$$\rho = 1 - \frac{6 \sum d_i^2}{n(n^2 - 1)}.$$

Where **d** is the difference in statistical rank of corresponding variables, and is an approximation to the exact correlation coefficient.

We further did a test for significance of correlation at 5% level of significance and where calculated value was greater than critical value, we rejected the null hypothesis and otherwise, we accepted.

CHAPTER FOUR

OVERVIEW OF EDUCATION-RELATED MILLENNIUM DEVELOPMENT GOALS IN NIGERIA

4.1 Introduction

The focal point of MDG 2 is the achievement of Universal Primary Education, ensuring that by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling in Nigeria.The indicators for measuring progress are Net enrolment ratio in primary education, Proportion of pupils starting grade one (1) who reach last grade of primary (completion rate) and Literacy rate of 15-24 years old, women and men.

4.2 Achieving Universal Primary Education (MDG 2)

Following the United Nations Millennium Declaration of 2000, governments around the world have committed to ensuring that all children, regardless of race, class, social status, religious/ethnicity or gender, will have access to a full cycle of primary education by 2015. Universal access to quality basic education is fundamental to the success of poverty reduction through knowledge and skills empowerment (Conditional Grants Scheme to Local Governments Training Manual, 2013).

Therefore, education is the vital transformation tool and a formidable instrument for the realization of MDGs by 2015. Hence, MDG intervention in Nigeria is adopted as a framework for responding to the challenges of access to and quality of education. It is focused on achieving quality, improving access and ensuring equity in the sector. It is in this regard that the MDG interventions in the education sector are targeted at pro-poor, projects to combat the effect of poverty, enhance employment opportunities, improve the quality, limit the incidence of social vices caused by joblessness and

promote a culture of peace, freedom and democracy (Conditional Grants Scheme to Local Governments Training Manual, 2013).

4.2.1 Efforts of Government at Achieving Universal Primary Education in Nigeria before the pursuit of Millennium Development Goals

Nigeria has made efforts in the past to achieve universal primary education before the pursuit of Millennium Development Goals (MDGs) in 2000.

Patrick (2000) as quoted by Yusuf and Ajere, (2011) highlighted those efforts to include;

i. Introduction of Universal Primary Education (UPE) in Western region on 17th January 1955.
ii. Introduction of Universal Primary Education in the eastern Region in February 1957.
iii. Introduction of Universal Primary Education in Lagos (then federal capital territory) in January 1957.
iv. Launching of Universal Free Primary Education on 6th September 1976.
v. The publication of the National policy on Education in 1977, which is unequivocal in its insistence on functional, universal and qualitative education. The policy declared government's intention to use a variety of strategy for the provision of universal basic education for all citizens.
vi. The launching of Universal Basic Education (UBE) on 30th September, 1999.

4.2.2 Institutional Structures for Achieving MDG 2 in Nigeria

The Office of the Senior Special Assistant to the President on Millennium Development Goals (OSSAP-MDGs) was the primary focus of this study taking into consideration their mandate in ensuring the realization of MDGs in Nigeria. This office was created to provide the necessary level of policy coordination and oversight

on all activities relating to the achievement of the MDGs in Nigeria. The Federal Government established the presidential committee on the Assessment and Monitoring of the MDGs in 2005. The committee members include the Ministers of Key sectors, and Coordinating Ministries, One State Governor from each geo-political zone, International development partners, the civil society and the private sector. The Office of the Senior Special Assistant to the President on Millennium Development Goals (OSSAP-MDGs) acts as the secretariat to the Presidential Committee on the Assessment and Monitoring of the MDGs. In this role, it provides guidance, coordination and oversight of the debt-relief gains.

The mandate of the OSSAP-MDGs includes, among others:

i. Establishing a consultative process to identify key strategic areas that are likely to have the greatest impact on achieving the MDGs;
ii. Designing a coherent approach to achieving the MDGs particularly using the debt-relief gains;
iii. Integrating the MDGs into planning;
iv. Providing quarterly reports to the presidential Committee in MDGs;
v. Developing a matching grant mechanism to support states in achieving the MDGs;
vi. Assessing and monitoring the progress of MDG implementation in the country. (Conditional Grants Scheme to Local Governments Training Manual, 2013).

Other agencies of government across all levels are also involved in the pursuit of MDG 2. At the federal level, the Federal Ministry of Education (FME), Universal Basic Education Commission (UBEC) among other agencies play very crucial role in ensuring universal primary education and at the state and Local government levels,

the State Ministry of Education (SMOE), State Universal Basic Education Boards (SUBEB), Local Education Authorities (LGEAs) and representatives of Private Schools among other agencies are also involved.(Conditional Grants Scheme to Local Governments Training Manual, 2013)

4.3 Policy Framework for Achieving Universal Primary Education in Nigeria

Constitutionally, education in Nigeria is on the concurrent Legislative List. This makes education a shared responsibility of the three tiers of government. To underscore its determination to achieve the education-related MDGs, the government is a signatory to numerous international conventions and agreements on the provision of quality education for all. Among these are Education For All (EFA); the Millennium Development Goals (MDGs) 2000; UN Convention on the Rights of the Child, 1989 and so on (Conditional Grants Scheme to Local Governments Training Manual, 2013). These conventions are largely reflected in the national development goals and policies of the nation including:

- National Economic Empowerment and Development Strategy (NEEDS I & II);
- Nigeria Vision 20:2020;
- Nigeria's Transformation Agenda, 2011-2015 (Conditional Grants Scheme to Local Governments Training Manual, 2013).

The principal policy documents that guide educational development in Nigeria with a view to achieving MDG 2 are:

- The Education Decree No. 16 of 1985;
- National Policy on Education (fourth edition) 2004;
- Universal Basic Education (UBE) Act of 2004;
- National Policy on Gender in Basic Education, 2007;

- National Teacher Education Policy, 2007 (Conditional Grants Scheme to Local Governments Training Manual, 2013).

4.4 Strategies for Achieving MDG 2 in Nigeria

With the commencement of disbursement of DRGs in the 2006 Federal Budgetary Appropriation, a number of programmes and projects were executed with the DRGs to facilitate the achievement of the MDG 2. Thus, the following MDGs funded programmes contained in the Implementation of MDGs in the Education Sector Draft (2014) are being implemented under the coordination of Federal Ministry of Education (FME) and its parastatal, such as;

i. Support for the National Almajiri Education Programme: The implementation of this programme is coordinated by UBEC and it is aimed at integrating the Quranic schools into the basic education sector.

ii. Gender Education Programme: This is to address issues on gender parity and equality till completion of a cycle of basic education. The programme initially involved 15 states in the Northern part of Nigeria with gender disparity to the advantage of girls and those in south with high boy-dropout rates.

iii. Support for Nomadic Education Programmes: This is to support inclusive education through outreach strategies to the nomadic/migrant communities across Nigeria. Under the coordination of the National Commission for Nomadic Education (NCNE).

iv. Review, harmonization and development of the New Basic Education Curriculum: Production and distribution of reviewed and revised UBE curriculum to basic schools and Teachers Guide and training of teachers in the use of the curriculum.

v. Capacity Building for Mathematics and Science Primary School Teachers and Supply of Mathematics kits to schools: Supply and distribution of Mathematics kits to schools and training of mathematics and science teachers on the use of the mathematics modules.

vi. Federal Teachers Scheme: The Federal Teachers' scheme was designed to bridge the gap in public primary schools across the nation and to enhance availability of qualified Teachers in public primary and Junior Secondary Schools.

vii. Annual Capacity Development of serving Public primary and Junior Secondary school teachers nationwide: Capacity Development workshop for serving Public Primary school teachers are carried out on an average of 120,000 teachers annually to improve skills in pedagogy, subject content delivery and contemporary skills for teaching of the New Basic Education Curriculum.

viii. Training of Head Teachers of Public Primary Schools: Under the coordination of the National institute for Education Planning and Administration (NIEPA), the DRGs are used for the retraining of Public Primary School Head Teachers. This is aimed at improving the leadership qualities of Head Teachers and thereby, enhances their skills in Administration and School management.

ix. Quick Wins Programmes and MDGs Special Projects: This is a programme whereby projects are located in the 109 Senatorial Districts and Federal Constituencies across Nigeria irrespective of party affiliation. MDG-Special interventions are proposed by members of the National Assembly and these projects are implemented by the OSSAP-MDGs. The education component

under these programmes include: Construction and Furnishing of Classrooms, Construction and equipping of Libraries, VIP toilets etc.

x. Conditional Grant Scheme: The conditional Grants Scheme is the flagship programme of OSSAP-MDGs. It deploys funds to sub national governments through a unique funding arrangement which leverages extra funding from states and Local Government Areas. Also the Conditional Cash Transfer programme to ensure increase in the school enrolment, retention and completion rate and ensure gender equality in schools under the Social Safety Net Programme.

xi. Special Needs Education Project: Equipping and furnishing of the National Education Diagnostic Centres for children with disabilities.

xii. Read Campaign: The aim of the programme is to build the capacity of teachers, to inculcate good reading habits/culture and improve the academic performance of Nigerian pupils/students.

4.5 Funding Patterns for Achieving MDG 2

The major source of Funds for MDGs is the Debt-Relief Gains which in 2005, Nigeria successfully negotiated the debt relief from the Paris club after paying roughly US$18bn to buy back much of its debt. A burden of US$19bn was cleared for Nigeria's debts, freeing approximately US$750m in annual savings for the Federal Government and US$250m for state governments. As part of its commitment to invest in the Nigerian people, the Federal Government uses these savings to scale-up pro-poor investments in the MDGs, and provide as opportunity to reinforce public sector reforms that can improve the transparency and accountability of government.

The debt-relief gains are appropriated in the annual federal budget through a 'Virtual Poverty Fund' which allows funds to be tagged and tracked. The VPF is a coding

system within an existing budget classification structure that enables the "tagging" and "tracking" of poverty-reducing spending. The scheme does not involve the setting up of separate institutional arrangements, but rather creates a set of budget codes that labels a portion of government expenditures as poverty-reducing, funded by Debt Relief, or both (Conditional Grants Scheme to Local Governments Implementation Manual, 2013).

To ensure that debt-relief gains expenditures are effective and impact on the MDGs, all projects are subject to comprehensive and independent monitoring under the 'OPEN' monitoring and evaluation framework. With NEEDS as the background, The Office of the Senior Special Assistant to the President on Millennium Development Goals (OSSAP-MDGs) came up with a monitoring and evaluation mechanism called OPEN or Overview of Public Expenditure in NEEDS (now Overview of Public Expenditure in Nigeria). OPEN is an enhanced version of the Virtual Poverty Fund (VPF). While VPF concentrated on activities and outputs, OPEN has added three additional aspects to enhance the effectiveness of the utilization of the debt relief in the federation. OPEN seeks to start with the resources at the planning stage (Inputs), what the programme does (Activities), goods or services provided by the programme(Output), effect of outputs on beneficiaries (Outcome) and finally long term generalized effects on beneficiaries (Impacts). (Conditional Grants Scheme to Local Governments Implementation Manual, 2013)

The debt-relief gains which the OSSAP-MDGs oversee are expended through three main mechanisms:

i. Direct appropriation by Federal Ministries, Departments and Agencies in relevant MDGs sectors;
ii. Conditional Grants to States and Local Governments;

iii. The Quick Wins and special projects, which invest in MDG projects located in every constituency (Conditional Grants Scheme to Local Governments Training Manual, 2013)

CHAPTER FIVE

DATA PRESENTATION AND ANALYSIS

5.1 Introduction

The thrust of this part of the study is to present data on the primary school enrolment, completion and literacy rates before and after the intervention in 2000, funding patterns and arrangements for the realization of MDG 2, achievements of the implementation of MDG 2 in Nigeria so far, and factors militating against the achievement of MDG 2 in Nigeria.

5.2 Primary School Enrolment, Completion and Literacy Rates in Nigeria

Table5.1: MDG 2 Target and Indicators

MDG 2	Target	Indicators
Achieve Universal Primary Education	Ensure that by 2015,children everywhere, boys and girls alike, will be able to complete a full course of primary schooling	Net Enrolment in Primary Education
		Proportion of Pupils starting grade 1 who reach last grade of primary
		Literacy rate of 15-24 year-olds, both men and women.

Source: MDGs Survey, 2012

5.2.1 The level of Achievement of Universal Primary Education in Nigeria before the Pursuit of Millennium Development Goals (MDGs)

As afore mentioned government in time past have put in efforts to achieve Universal Primary Education of which can be said have produced measurable results. There are statistical evidences that show such progress made in the areas of primary school enrolment, primary school completion and literacy rates of 15-24 years old.

Table 5.2: Primary School Gross Enrolment Ratio (GER) (National)

Year	Male (%)	Female (%)	M/F (%)
1991	87	77	79
1992	91	75	83
1993	95	77	86
1994	94	77	86
1995	88	74	81
1996	75	65	70
1997	77	65	71
1998	85	66	76
1999	98	85	92

Source: Nigeria MDGs Report, 2004

The trend in Gross Enrolment Rate (GER) witnessed considerable fluctuation from 1991-1999. It grew steadily from 79% in 1991 to 86% in 1994. Progress made from 1991 to 1994 was attributed to the introduction of the nine-year schooling programme, as well as the resuscitation of the National Primary Education Commission (NPEC) in 1993. It declined therefore to 81% in 1995 and further to 70% in 1996. The total public funds allocated to primary education were halved in the period between 1994 and 1996. State allocations in the same period decreased. In 1996 there was no allocation by the Federal government. It later rose as high as 92% in 1999, the increase of which was attributed to launch of UBE scheme in 1999.

As captured in the report, the decline in GER between 1995 and 1996 was blamed on the economic downturn, unfavorable political climate and poor financing of education as revealed by the reduction of public funds allocation from both state and federal

government to primary education as well as the zero allocation by federal government in 1996.

Table 5.3: Primary School Completion Rates

Year	M/F (%)
1991	60
1994	75
1995	69
1996	64
1997	67
1999	73

Source: Nigeria MDGs Report, 2004

Primary school completion rate stood at 60% in 1991 and increased steadily, reaching an all time high of 75% in 1994. It declined thereafter to 69% in 1995 and 64% in 1996, and rose to 67% in 1997 and thereafter increased to 73% in 1999. There were however, imbalances in completion rates between boys and girls in favor of boys in 1990, 1991, 1992, 1994 and 1997 to 1999, while the girls are slightly favored in 1993, 1995 and 1996.

The report presented the reason for fluctuations during these periods which was partly due to the rising incidence of poverty in the country resulting in modest dropout rates, incessant strikes by teachers in the public schools on account of non-payment of salaries and general poor condition of service. Such strikes were sometimes prolonged by official insensitivity leading to the withdrawal of pupils from school and dampening the morale of a number of them even when the crises were formally resolved.

Table 5.4: Literacy Rates of 15-24 years old

Year	Male (%)	Female (%)	M/F (%)
1991	81.4	62.5	71.9
1999	69.8	59.3	64.1

Source: Nigeria MDGs Report, 2004

The trend in literacy showed considerable deterioration with the rate as 71.19% in 1991, declining as low as 64.1% in 1999. The trend was in the same direction for male and female members of the 15-24 years age group. Among the males, the rate declined from 81.35% in 1991 to 69.8% in 1999, while in females it was from 62.49% to 59.3% during the same period.

The report held that the declining rate was not unconnected with the high rate of unemployment, rising income poverty and the discouraging working conditions of teachers in Nigeria, which constituted great disincentive for acquiring formal education.

5.2.2 The level of Achievement of Universal Primary Education in Nigeria with the Pursuit of Millennium Development Goals (MDGs)

With the pursuit of the Millennium Development Goals (MDGs), there has been relatively steady progress in the achievement of universal primary education measured by primary school enrolment, primary school completion and literacy rates of 15-24 year olds.

Table 5.5: Net Enrolment in Primary Education

Year	Male/Female (%)	2015 Target
2000	95.0	100%
2001	95.0	100%
2004	81.1	100%

2005	84.6	100%
2006	87.9	100%
2007	89.6	100%
2008	88.8	100%
2012	71.0	100%

Source: Nigeria MDGs Report, 2010; MDGs Survey, 2012

The Net enrolment was 95% in 2000 and declined to 81.1% in 2004 and later rose back to 84.6% in 2005 and grew steadily to 89.6% in 2007. It later declined to 88.8% in 2008 and further decline to 71.0% in 2012.The record for 2012 which is in fact the most current record showed that Primary school attendance rate was 71.0%. The MDGs 2012 Household survey conducted by the National Bureau of Statistics (NBS) used Net attendance ratio, in place of the traditional net enrolment ratio. The Net attendance ratio was estimated as a proxy since net enrolment could not be estimated from household level (FRN 2012b; NBS 2013c).

Table 5.6: Primary Completion Rates

Year	**Male/Female (%)**	**2015 Target**
2000	76.7	100%
2001	76.7	100%
2003	82.0	100%
2004	82.0	100%
2005	69.2	100%
2006	67.5	100%
2007	67.5	100%
2008	80.0	100%

2012	87.7%	100%

Source: Nigeria MDGs Report, 2010; MDGs Survey, 2012

The completion rate stood at 76.7% in 2000 and later increased to 82% in 2004. It later declined drastically to 69.2% in 2005 and further to 67.5% in 2006 and remained same in 2007.

The reason for the decline in the grade six completion in 2006 was that some primary five pupils gained admission to junior secondary schools.The fluctuation in the completion rate during the period of 2005 to 2007 was partly due to rising poverty in the country which resulted in modest dropout rates. There were also incessant strikes by teachers in public schools. Such strikes were prolonged by official insensitivity leading to withdrawal of pupils from schools and dampening the moral of a number of them even when the crises were finally resolved.Primary school completion rates later rose to 80.0 in 2008and further to 87.7% in 2012. The reason for this progress was the demonstration of a strong commitment to address the decline in primary school completion.

Table 5.7: Literacy Rates of 15-24 Year Olds

Year	**Male/Female (%)**	**2015 Target**
2000	64.1	100%
2003	60.4	100%
2004	60.4	100%
2005	76.2	100%
2006	80.2	100%
2007	81.4	100%
2008	80.0	100%
2012	66.0%	100%

Source: Nigeria MDGs Report, 2010; MDGs Survey, 2012

The Literacy rate was 64.1% in 2000, declining to 60.4% in 2003 before rising to 76.2% in 2005 and 81.4% in 2007 before it declined drastically to 66.0% in 2012.

Table 5.8: Gap Analysis

MDG 2	**Target**	**Indicators**	**2015 Target**	**Progress**	**Gap**
Achieve Universal Primary Education	Ensure that by 2015,children everywhere, boys and girls alike, will be able to complete a full course of primary schooling	Net Enrolment in Primary Education	100%	2008:61.0% 2012:71.0%	29.0%
		Proportion of Pupils starting grade 1 who reach last grade of primary	100%	1990:58.0% 2008:80.0% 2012:87.7%	12.3%
		Literacy rate of 15-24 year-olds, both men and women.	100%	2000:60.4% 2008:80.0% 2011:65.6% 2012:66.0%	34%

Source: (MDGs Survey, 2012)

The only educational data on the net enrolment ratio was 2008 with 88.80%. The current MDGs 2012 Household survey conducted by National Bureau of Statistics (NBS) used Net attendance ratio in the place of the net enrolment ratio. Thus, the result of the survey indicated that the net attendance ratio increased to 71.0% in 2012 from 61.0% in 2008 with gap of 29.0%.

The gap analysis and trend has shown an undulating progress in the primary school completion rate. From 58.0% in 1990, the primary school completion rate rose to 80.0% in 2008. The rate increased again to 87.70% in 2012 with 12.3% gap.

The literacy rate which is an indicator that measures the proportion of youths aged 15-24 who can both read and write with understanding in any language, showed that in 2000, this age group had a literacy rate of 64.10%. The literacy rate rose rather sluggishly to about 80.0% in 2008. It later fell to 65.60% in 2011 and 66.0% in 2012 with 34.0% gap.

Table 5.9: Funding trend of MDGs-DRGs Appropriation to Education Sector from 2006 to 2013

Year	**Total DRGs Appropriation**	**Total DRGs Released**	**% Released out of Total Appropriation**	**Remarks**
2006	18,221,707,736.00	15,000,000,000.00	82.32%	3.2bn mopped up
2007	15,353,043,361.00	5,734,086,672.00	37.35%	9.6bn mopped up
2008	13,631,400,260.00	8,681,400,260.00	63.69%	4.9bn mopped up
2009	9,650,479,814.00	9.300,000,000.00	96.37%	350.5m mopped up
2010	14,500,371,130.00	11,502,892,000.00	79.33%	3bn mopped up
2011	13,892,149,483.00	8,519,364,737.75	61.33%	5.4bn mopped up
2012	16,147,759,184.40	8,616,553,463.83	53.36%	7.5bn mopped up
2013	11,984,236,490.00	6.785,778,989.00	56.62%	5.2bn mopped up
Grand Total	**113,381,147,728.40**	**74,140,076,122.58**	**65.40%**	**39,241,071,606**

Source: MDGs-DRGs Annual Budgetary Appropriation

The disbursement of the DRGs funds commenced with the 2006 Federal Budgetary Appropriation. Since then, a number of programmes and projects were executed with the DRGs to facilitate the achievement of the MDG 2.

A critical look at the funding trend in Education sector from the inception of MDGs-DRGs funds from 2006 to 2013 revealed that the Federal Government through the OSSAP-MDGs has invested a huge sum of the DRGs funds (₦113,381,147,728.40) for the various MDGs interventions in that sector.

The table revealed that the appropriation in 2007 was ₦15, 353,043,361.00 out of which only ₦5, 734,086,672.00 (37.35%) was released and ₦ 9.6 billion was returned to treasury. Also in 2013, ₦ 11,984,236,490.00 was appropriated and ₦ 6, 785,778,989.00 (56.62%) was released. A good trend was witnessed in 2009 with highest release of 96.37%.

The major bottleneck as shown in the table that seems to create a gap in funding for MDG-2 are the issues of Poor/Non releases and mopping up of the funds at the end of every fiscal year.

Conditional Grants Scheme (CGS)

The Conditional Grants Scheme (CGS) was introduced in 2006 to channel funds, technical assistance and best practice from the Federal Government to State and Local Governments. The Grants help overcome the fiscal constraints that these tiers of government face, while improving their capacity and encouraging demand for effective service delivery.

Table 5.10: Cost of CGS Interventions from Inception

Year	Federal Contribution	State / LG Contribution	Total
2007	18,414,780,000.00	-	18,414,780,000.00
2008	24,398,921,284.00	24,398,921,284.00	48,797,842,568.00
2009	27,043,320,584.00	26,602,710,089.00	53,646,030,673.00
2010	-	-	-

2011 LG	11,300,000,000.00	11,300,000,000.00	22,600,000,000.00
2011 State	20,290,705,775.10	20,290,705,775.10	40,581,411,550.10
2011 CCT	1,383,609,570.00	1,383,609,570.00	2,767,219,140.00
2012 LG	14,800,000,000.00	14,800,000,000.00	29,600,000,000.00
2012 State	6,439,057,994.79	6,439,057,994.79	12,878,115,989.58
2012 CCT	4,500,000,000.00	4,500,000,000.00	9,000,000,000.00
2013 LG	21,000,000,000.00	21,000,000,000.00	42,000,000,000.00
2013 State	5,704,000,000.00	5,704,000,000.00	14,116,400,000.00
2013 CCT	1,200,000,000.00	1,200,000,000.00	2,400,000,000.00

Source: MDGs Assessment and Monitoring 1st Quarter Report, 2014

The CGS to State and local governments is meant to fund projects and programmes at the local government level through a co-financing arrangement. Under this co-financing arrangement, the Federal Government shall contribute 50% of the value of the projects to be implemented, followed by the State Government 30% and the benefiting Local Government 20%. Funds for the CGS were first allocated under the 2007 budget. From 2007 to date, the focus has been on Primary Health care, water

and sanitation, as well as agriculture and sanitation (Conditional Grants Scheme to Local Governments Training Manual, 2013)

Relevant to this study therefore was the significant contribution of CGS to MDG 2 which is the achievement of Universal Primary Education. From 2007 to 2009, the CGS area of Focus has been Health, Water and Sanitation and Economic. Education came into the picture from 2011 to date covering the provision of basic education infrastructure and promotion of gender equality in basic educational learning, and the provision of teaching and instructional materials.

Table 5.11: CGS Education Deliverables (2011-2013)

Deliverables	**2011**		**2012**		**2013**		**Total**
	State	**LGA**	**State**	**LGA**	**State**	**LGA**	
Classroom blocks (Built and Renovated)	-	742	-	972	-	1,422	3,136
School Exercise books, textbooks and Instructional materials	-	1,214,271	-	1,590,373	-	2,564	2,807,208
School Desks, Benches, Chairs for Pupils and Teachers	-	34,232	-	44,835	-	2,536	81,603
Teacher's Quarters constructed	44	7	16	11	-	14	92
Schools Fenced	-	-	-	-	-	16	16
First Aid Boxes	-	-	-	-	-	463	463
Engagement and Training for New	-	1,130	-	-	-	-	1,130

Education Extension Workers							

Source: MDGs Assessment and Monitoring 1st Quarter Report, 2014

Conditional Cash Transfer Scheme

CCT was first introduced in Nigeria by OSSAP-MDGs in 2007. This was first introduced through National Poverty Eradication Programme (NAPEP) and was then deployed at the state level through CGS.

The conditions for benefitting from this scheme are;

i. Households with children 0-5 years must attend routine health check-ups at Primary Health Centre for immunization;
ii. Children aged 6-15 must be enrolled in school and attain 80% attendance records;
iii. Pregnant women must attend antenatal examinations at primary Healthcare Centre

Table 5.12: Households Receiving Conditional Cash Transfer

	Households Receiving Conditional Cash Transfer		
Year	**State Track**	**LGA Track**	**Total**
2011	20,000	19,567	39,567
2012	56,500	-	56,500
2013	7,000	-	7,000
	Grand Total		**103,067**

Source: MDGs Assessment and Monitoring 1st Quarter Report, 2014

The table above shows that in 2011, Households receiving CCT under State track were 20,000 and 19,567 under the LGA track. 56,500 Households in 2012 and 7,000

Households in 2013 received CCT under State track alone. A total of 103,067 households have received CCT so far.

Quick Wins and Special Projects

Table 5.13: Completion of Quick Wins 2008/2009 Projects

Sector	Year	No. of Projects	Appropriation (Naira)	Amount Released (Naira)
Health	2008	541	5,000,000,000	2,500,000,000
	2009	171		
Education	2008	2,897		
	2009	3,307		
Water	2008	3.066		
	2009	2,280		

Sector	Utilization (Naira)	Utilization Performance (against Released)	Year	% Completion
Health	2,185,015,338.00	87.40%	2008	96.34%
Education				
Health			2009	92.67%

Source: MDGs Assessment and Monitoring Report, 2012

It is revealed from the table that N5, 000,000,000 was appropriated for the projects and actual release was N2, 500,000,000. A total of N2, 185, 015,338.00 was utilized for the projects representing an 87.40% utilization performance against actual released. The level of completion of projects as at 2008 was 96.34% and 92.67% in 2009.

This Programme covers projects located in the 109 Senatorial Districts and Federal Constituencies across Nigeria. These projects were to be pursued between 2008 and 2009 and as at 2013, the Quick Wins projects are been winded down.

The challenges encountered from the execution of these projects included very wide scope of project target areas, varying topographical constraints, security issues in certain locations among others (MDGs Assessment and Monitoring Report, 2012)

5.3 Achievements of the MDG 2

As contained in the OSSAP-MDGs interview Questions and Answers report 2014, Nigeria has made significant progress in the drive to attain the MDG 2:

i. Under the National Almajiriprogramme, 27 Model 1, 2, and 3 Almajiri schools constructed and equipped in 25 States of the Federation.

ii. Under the Federal Teachers Scheme, a total of 125,000 qualified unemployed Nigeria Certificate in Education (NCE) graduates were recruited into basic education level between 2006 and 2013. The FTS was designed to bridge the gap in public primary schools across the nation and to enhance the availability of qualified teachers. The scheme, which is a two year programme for unemployed qualified NCE graduates, serves as a period of internship preparatory to formal absorption of the participants into the teaching service.

iii. OSSAP-MDGs procured and distributed Mathematics, English, and Basic Science and Technology textbooks to Primary 1 (6,851,002), Primary 2 (6,861,003) and Primary 6 (7,801,986) to all children in Public Primary Schools nationwide coordinated by UBEC in collaboration with the SUBEBs.

iv. Under the MDGs Annual Capacity Development of serving Public Primary School Teachers nationwide, a total of 679,180 teachers were trained between 2006 and 2013 (141,144 in 2006, 156,592 in 2008, 115,415 in 2009, 136,029

in 2010, 80,000 in 2011, 40,000 in 2012 and 5,000 teachers in 2013) in the core subject areas of Mathematics, English, Social Studies and Basic Science and Technology. National Teachers Institute (NTI) Kaduna coordinated this training.

v. Under the MDGs Annual Capacity Building for Head Teachers of Public Primary Schools, about 45,090 Head Teachers benefited out of 50,871 Head Teachers in Nigeria, from 2011 to 2013 coordinated by NIEPA, Ondo.

vi. The UBE curriculum having been reviewed and revised were printed and distributed; 75,600 sets of primary school UBE curricula (Primary 1-3) and 147, 000 copies for JSS 1-3 to schools nationwide; printed and distributed 75,600 sets of Teachers Guides for the revised UBE curriculum (Primary 1-3) and 147,000 copies (JSS 1-3) to schools nationwide. This was coordinated by Nigeria Educational Research and Development Council (NERDC)

vii. Under the Special Needs Education, a National Diagnostic Centre was constructed and equipped in Abuja for special needs children.

viii. OSSAP-MDGs under the Quick Wins Programmes and Special Projects, constructed and equipped Libraries, computer centres and procured and distributed instructional materials like textbooks, writing materials in schools.

ix. OSSAP-MDGs under the CGS constructed classroom blocks; renovated/reconstructed school buildings; VIP toilets; equipped Libraries and Computer Centres and procured and distributed instructional materials like textbooks, writing materials to primary schools.

x. Under the Nomadic Education Programme, Outside Broadcasting Van (OBV) for the Interactive Radio Instruction (IRI) programme for effective outreach was procured as well as the construction and equipping of 5 Model Schools in

Fishing Ports and grazing reserves; 6 Functional Mobile Boat Schools were established and 10 collapsible mobile school structures were constructed and equipped.

xi. Under the Read Campaign, a total of 626 teachers were trained in 2012 and 2013.

xii. Under the Capacity Building for Mathematics and Science Primary School Teachers and supply of Mathematics modules, a total of 145,234 primary school teachers have been trained and 3,300 primary school 1-6 mathematics textbooks, 3,300 Mathematics teaching modules, 2,750 Mathematics games, 1,100 Rubiks cubes and 1,100 Abacuses were supplied to selected schools.

5.4 Factors Militating against the Achievement of MDG2

Certain huge challenges still persist, among these are the following captured in the MDGs CGS to Local Governments training manual and the MDGs Input into the National EFA 2015 Reviews:

i. Unreliable and inaccurate education data which affects information on MDGs targets and have negative implication to national development;

ii. Insecurity in some parts of the country since 2009, notably Borno, Yobe, Adamawa and Kano states which has disrupted academic activities in the affected states. Due to security challenges, numerous children currently have no access to schools in these parts of the country. Schools have been closed for security reasons, and where schools in these affected areas still function, children and teachers are afraid to attend. In comparatively safe areas in the Northeast especially, schools are often overcrowded, understaffed and have insufficient teaching materials. Because of this violence, many parents are

unwilling to enroll their children especially their daughters and are withdrawing those already in school;

iii. Inadequate coordination and synergy between the three tiers of governments in the provision and management of education, which has tended to distort service delivery;

iv. Inadequate engagement of the private sector;

v. Inadequate strategies for dealing with inequalities; the persistence of sub-national (geo-political, zone, state, rural/urban) disparities in the provision of education services affect and slow the progress;

vi. Inadequate monitoring and shortage of good quality tracking data;

vii. Explosion and changes in the country's population composition, which affect school enrolment;

viii. Inadequate budgetary appropriation to meet the scope and coverage of MDGs in the education sector;

ix. Late release of the appropriated funds and inability to access it promptly due to bureaucratic bottlenecks;

x. Inadequate funds for monitoring and evaluation of MDGs projects and programmes;

xi. Inconsistency in funding certain MDG projects/programmes, leading to lack of continuity and sustainability; and

xii. Lack of transparency and accountability, corruption and inadequate school infrastructure particularly in rural areas;

xiii. Low access and use of Federal Government/UBE matching grants by states;

xiv. Lack of quality education sector plans which identify challenges and solutions into the public school and;

xv. Partial exclusion of disadvantaged groups (e.g. Almajiris, Nomads etc) in the formal education system

While primary school enrollment did increase following the commencement of MDGsrelatedinterventions, there is a worrying trend of the quality of the education beingreceived by the pupils while attending the primary schools. There is accumulating evidenceto suggest that meeting primary schooling education targets of enrollment or completiondo not equate to children leaving school equipped with the skills and capabilities they needfor the 21st century. Some of the specific challenges facing the implementation of MDG-2related interventions are outlined below:

i. Donor funding is low and unsustainable.
ii. Teachers lack the training and knowledge to organize and manage teaching in multi-grade teaching situations in small schools and to manage children of different abilities in a large class.
iii. The need for clarity as to whether a pupil versed in qu'aranic or Islamic studies can be classified as being literate. This is particularly important in the northern parts of the country where several of these youths, who though cannot read in the English language, can nonetheless read in Arabic.
iv. The non-uniformity in the acquisition of education across the geo-political zones due to socio-cultural factors remains a challenge to meeting the targets of MDG 2. (CDD Report 2013)

5.5 Test of Hypotheses

H_1: The pursuit of Millennium Development Goals has not significantly impacted Primary school enrolment, completion and literacy rates in Nigeria.

Indicator	**Year**									**Total**
	2000	**2001**	**2003**	**2004**	**2005**	**2006**	**2007**	**2008**	**2012**	
Enrolment	95	95	0	81.1	84.6	87.9	89.6	88.8	71	693
Completion	76.7	76.7	82	82	69.2	67.5	67.5	80	87.7	689.3
Literacy	64.1	0	60.4	60.4	76.2	80.2	81.4	80	66.1	568.8
Total	235.8	171.7	142.4	223.5	230	235.6	238.5	248.8	224.8	**1951.1**

O	**E**	**O – E**	**$(O – E)^2$**
95	83.7	11.3	127.69
95	61	34	1156
0	50.6	-50.6	2560
81.1	79.4	1.7	2.89
84.6	81.7	2.9	8.41
87.9	83.7	4.2	17.64
89.6	84.7	4.9	24.01
88.8	88.4	0.4	0.16
71	79.8	-8.8	77.44
76.7	83.3	-6.6	43.56
76.7	60.7	16	256
82	50.3	31.7	1005
82	78.9	3.1	9.61

69.2	81.3	-12.1	146.41
67.5	83.2	-15.7	246.49
67.5	84.3	-16.8	282.24
80	87.9	-7.9	62.41
87.7	79.4	8.3	68.89
64.1	68.7	-4.6	21.16
0	50.1	-50.1	2510
60.4	41.5	18.9	357.21
60.4	65.2	-4.8	23.04
76.2	67.1	9.1	82.81
80.2	68.7	11.5	132.25
81.4	69.5	11.9	141.56
80	72.5	7.5	56.25
66.1	65.5	0.6	0.36
1951.1	**1951.1**		**9419.54**

$$X^2 = \sum \frac{(O-E)^2}{E}$$

$X^2 = \underline{9419.54}$

1951.10

$X^2 = 4.83$

Degree of Freedom = (r-1) (c-1)

= (3-1) (9-1)

= 2 x 8

= 16

At $\alpha = 0.05$, we obtain a tabulated value for 16 degrees of freedom = 26.3

Since the calculated value is less than the tabulated value (4.83 < 26.3), we will accept the null hypothesis (H_o) and conclude that there is sufficient statistical reasons to

believe that the pursuit of MDGs since the year 2000, has not significantly impacted primary school enrolment, completion and literacy rates in Nigeria.

H_2: Appropriation of MDGs Funds is not associated to the actual release of funds

Year	**Total DRGs Appropriation (TDA)**	**(TDA) Rank**	**Total DRGs Released (TDR)**	**(TDR) Rank**	**d**	**d^2**
2006	18,221,707,736.00	1	15,000,000,000.00	1	0	0
2007	15,353,043,361.00	3	5,734,086,672.00	8	-5	25
2008	13,631,400,260.00	6	8,681,400,260.00	4	2	4
2009	9,650,479,814.00	8	9.300,000,000.00	3	5	25
2010	14,500,371,130.00	4	11,502,892,000.00	2	2	4
2011	13,892,149,483.00	5	8,519,364,737.75	6	-1	1
2012	16,147,759,184.40	2	8,616,553,463.83	5	-3	9
2013	11,984,236,490.00	7	6.785,778,989.00	7	0	0
Grand Total	**113,381,147,728.40**		**74,140,076,122.58**			**68**

$$\rho = 1 - \frac{6 \sum d_i^2}{n(n^2 - 1)}.$$

$d^2 = 68$

$n = 8$, $n^2 = 64$

$r = 1-6(68)/8(64-1)$

$r = 1-408/504$

$r = 1-0.8095$

r = 0.1905

Test of significance

$t = r\sqrt{n-2} / \sqrt{1-r^2}$

$t = 0.19\sqrt{8-2} / \sqrt{1-0.1905^2}$

$t = 0.1905 \times 2.449 / \sqrt{1-0.0362}$

$t = 0.466 / \sqrt{0.9638}$

$t = 0.466 / 0.982$

$t = 0.475$

Level of Significance 5% = 0.975

Comparing Calculated value and tabulated value (0.475 and 0.975) tabulated value is greater that calculated value, therefore, we will accept the Null Hypothesis that says that appropriation of MDGs Funds is not associated to the actual release of funds. It therefore implies that poor release of funds has a significant impact on the extent to which MDG 2 is being pursued in Nigeria.

5.6 Major Findings

i. The study revealed what primary school enrolment; completion and literacy rates in Nigeria were before the pursuit of MDGs in 2000 when compared to what statistical evidences show from 2000 to 2012. From the result shown from the test of hypothesis, statistical evidences show that the pursuit of MDG 2 has not significantly impacted primary school enrolment, completion and literacy levels in Nigeria. While Primary school gross enrolment, completion

and literacy rates stood at 92%, 73% and 64.1% as at 1999 (the year before the pursuit of MDGs in 2000), the latest 2012 rates stood at 71%, 87.7% and 66% for primary school enrolment, completion and literacy respectively.

ii. The study revealed some discrepancy with MDGs funding in Nigeria as appropriation of funds isn't correlated to the actual release of funds. For example while Total DRGs Appropriation was N15, 353,043,361 the Total DRGs Released was N5, 734. 086,672 in 2007. A good trend was witnessed in 2009 with DRGs Appropriation as N9, 650,479,814 against DRGs release of N9, 300,000,000 showing the highest release of96.37%. The subsequent DRGs released from 2011 to 2013 were largely far away from the DRGs Appropriation for the same period.Therefore, it is observed that poor release of MDGs funds has had a form of negative effect on the pursuit of MDG 2. This is against what is expected that as appropriation of funds increases or decreases, releases should be commensurate with it.

iii. The study revealed the strategies in place to pursue MDG 2 through the MDGs funded programmes being implemented under the coordination of the Federal Ministry of Education (FME) and its parastatal such as Support for National Almajiri Education programme, Gender Education Programme, Support for Nomadic Education Programme, Capacity Building for Mathematics and Science primary school teachers, Federal Teachers Scheme, Quick Wins Programmes and MDGs Special projects among others. All these projects/programmes are being undertaken to ensure that Universal Primary Education is attained by the year 2015.

CHAPTER SIX

SUMMARY, CONCLUSION AND RECOMMENDATIONS

6.1 Introduction

The study was set out to assess the Millennium Development Goal 2 in Nigeria, the extent to which Primary School enrolment, completion and literacy has been affected with the pursuit of MDGs in Nigeria, and to achieve that, certain key questions were developed to arrive at a sufficient conclusion about the study. The study was embarked upon to answer these questions:

i. To what extent has Primary school enrolment, completion and literacy rates been impacted with the pursuit of the Millennium Development Goals in Nigeria?
ii. How has MDGs funding impacted the realization of Universal Primary Education in Nigeria?
iii. What are the strategies in place to achieve Universal Primary Education in Nigeria?

6.2 Summary

In undertaking the study to answer the questions raised, attention was casted at looking at what Millennium Development Goals (MDGs) are and isolating MDG 2 which formed the main thrust of the study, the rationale for these goals, the efforts of the Nigerian government overtime at achieving MDG 2 before the pursuit of MDGs in 2000. In reviewing available literatures bothering on MDG 2, certain issues were discussed covering MDGs and its importance to Third World countries, Education

and the importance of Primary Education, Strategies for achieving MDGs and the factors that limit the implementation of the MDGs.

Considering the synergy between partners involved in the pursuit of Goal 2, the theory of organizational partnerships was used to explain the relationships between these partners and their level of involvement. Data collected were more of secondary data considering the peculiar nature of this study where knowledge about the subject matter was possessed largely by key personnel of selected agencies considered relevant for this study. Therefore, Chi-Square Test and Spearman Rank Correlation Coefficient were employed to test the hypothesis formulated for the study.

6.3 Conclusion

It is pertinent to note that it is just about two years more to the time target of 2015 for achieving MDG 2. While it is obvious that certain factors have gone a long way in promoting the pursuit of the goal,factors like the UBE Act 2004 which supports compulsory, free, universal basic education for all children of primary and junior secondary schools age in Nigeria, the judicial ruling affirming states and local governments' statutory responsibilities for the delivery of primary education which has ensured that all tiers of government are now major participants in the provision of basic education, the gender bias in education which is been addressed by the Girl Education Programme as well as the Ministry of Women Affairs that advocates girl child enrolments in areas of low female enrolment as contained in the MDGs Report, 2006, one cannot confidently affirm that 100% success will be attained by the year 2015 since the latest 2012 rates stood at 71%, 87.7% and 66% for primary school enrolment, completion and literacy respectively.

A major reason is that even though Nigeria made a commitment in 2000, it was not until 2005 after her debts were cleared by the Paris Club with the agreement to spend $1 billion every year on the attainment of the MDGs that major activities towards attaining the MDGs including MDG 2 started. What that clearly depicts is that Nigeria had a late start when compared to the expected time for achieving the goal (2015). The country's approach therefore, to the pursuit of MDG 2 appears to be more of an intervention than a conscious priority for the government. It reveals among other things that governmental efforts at achieving Universal Primary Education are more of reactionary than proactive.

The pattern of funding which ordinarily should ensure that much is achieved with the partnership strategy in place where different partners directly or indirectly are involved in ensuring that universal primary education is achieved in Nigeria isn't the case. It therefore points to a deviation from what should be from what is especially that not only is it legally binding for all tiers of government to provide financial contributions to primary education, the commitment to this is more or less inadequate. No doubt, finance plays a very crucial role in the pursuit of any developmental goal and that it is why attention has been thrown at it in this study.

Although we must give credit to the Nigerian government who have since been trying to achieve Universal Primary Education for over four decades, yet evidences show that despite these efforts there is still a considerable gap that exist in achieving 100% success in getting children completing a full course of primary education especially as the period for achieving the stated goal is already at hand.

It is on this note that conclusion is made that there is seemingly no possibility to achieve 100% success in realizing Goal 2 in Nigeria by the year 2015.

6.4 Recommendations

On the basis of the findings of this study, the following recommendations are made:

i. The OSSAP-MDGs should promote incentives such as free lunch, uniforms, free text books and transportation to encourage school enrolment and adopt strategies that will continue to ensure that children enroll and stay in schools, especially in conflict prone areas;

ii. With the considerable gap noticed with the appropriation and disbursements of funds for the pursuit of Goal 2, the OSSAP-MDGs should develop viable measures to generate more funds as well as get states and local governments to be more financially committed to the cause of achieving success in the pursuit of Goal 2. The government should on their part ensure faster disbursements and commensurate release of DRGs.

iii. OSSAP-MDGs should improve upon the existing strategies by scaling-up educational programmes and projects under the existing MDGs interventions including the Conditional Grant Scheme and Quick Wins Projects as well as widen the scope of other funded projects/programmes to cover the gaps identified in the course of the implementation process.

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Appendix

Interview Schedule

1. How is Millennium Development Goal 2 being pursued by the MDG office?
2. Is there a unit or department charged mainly with the responsibility of pursuing Goal 2?
3. What are their basic responsibilities?
4. What percentage of the MDGs allocation goes to pursuing Goal 2?
5. What mechanisms are in place to monitor the progress of Goal 2?
6. What is the relationship between the MDG office and other partners in pursuing Goal 2?
7. To what extent are these partners involved in the process?
8. How far can you say MDG 2 has been achieved in Nigeria?
9. What can you say are the challenges faced the MDG office in achieving Goal 2?
10. What more do you think can be done to fast track the process of achieving Goal 2?
11. With the current level of the achievement of Goal 2, do you think MDGs will be achieved especially Goal 2 by 2015?