

**Education Sector Support Programme in Nigeria
(ESSPIN)**

Assignment Report

**Islamiyya, Quranic and Tsangaya Education Board
(IQTEB) Proposal for the approval of Kano State
Government**

Report Number: KN 401

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23 June 2009

Report Distribution and Revision Sheet

Project Name: Education Sector Support Programme in Nigeria

Report Title: Islamiyya, Quranic and Tsangaya Education Board (IQTEB)
Proposal for the approval of Kano State Government

Report No: KN 401

Rev No*	Date of issue	Originators	Checker	Approver	Scope of checking
1	July 2009	Masooda Bano	Richard Dalgarno	Steve Baines	Formatting/Content

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Acronyms and Abbreviations

B.Ed	Bachelor of Education
COE	College of Education
ESOP	Education Sector Operational Plan
ESSPIN	Education Sector Support Programme in Nigeria
ETF	Education Trust Fund
FME	Federal Ministry of Education
IDP	Independent Development Partners
IQTE	Islamiyya Qur'anic and Tsangaya Education
JSS	Junior Secondary School
KSCoE	Kano State College of Education
LGEA	Local Government Education Authority's
MTSS	Medium Sector Support
NCE	Nigerian Certificate in Education
NCCE	National Commission for Colleges of Education
NEMIS	National Education Management and Information System
NTI	National Teachers Institute
PGDE	Post Graduate Diploma in Education
PTTP	Pivotal Teacher training programme
SSC	Senior School Certificate
SESP	State Education Sector Project
SmoE	State Ministry of Education
STUP	Special Teacher Upgrading Programme
SUBEB	State Universal Basic Education Board
TEP	Teacher Education Policy
UBEC	Universal Basic Education Commission

Abstract

1. This document presents the final draft of the IQTEB Board Proposal to be used by the Ministry of Education to prepare the official memo requesting the Kano State Government to establish and IQTEB Board. The present version of this draft has been developed from active consultations among all stakeholders within the government departments linked to IQTE starting from January 2008.

Executive Summary

2. Kano State Government faces severe challenges to meeting the Universal Basic Education (UBE) targets as the state education sector suffers from serious problems of access as well as quality. If Kano state is to make a serious progress towards meeting the UBE targets it has to explore mechanisms to systematically engage with and support the Islamiyya, Quranic and Tsangaya Education (IQTE) schools, which are community owned. The data on state as well as private school provision in Kano is weak. However, there are an estimated 23,135 Islamic schools (Tsangaya, Islamiyya, and Ilimi) with a total of 3016103 students and 79957 teachers. With the total population of 6-21 years old, estimated to be 3.7 million, the data suggests that over 80 percent of this age group attends some kind of IQTE schools. As opposed to this, the 4000 public and private primary and junior secondary schools cater to an estimated 1.5 million students (Kano Education Strategic Plan 2007-2015). This proposal presents the feasibility of establishing an IQTE Board to enable the state to systematically work with the IQTE schools to improve the quality of education provision within these schools and to facilitate the process of integration.
3. The proposal notes five main rationales for establishment of a separate IQTE Board: one, the large scale of the IQTE sector; two, need for consolidation of existing state efforts towards supporting IQTE schools; three, need for introduction of innovative methods to facilitate the integration process drawing on lessons from non-formal schools in other country contexts; four, need for establishing clear channels of communication between the IQTE school proprietors and the state; five, need to centralize the current state efforts to introduce moral education in state schools.
4. In developing the rationale for the Board, the proposal also notes the pros and cons of the other alternatives discussed and ruled out. For instance, SUBEB, which could have arguably played this role, is not found to be feasible agency for taking on the responsibility of IQTE sector, because in the long term the sheer difference in number of state and IQTE schools will force SUBEB to shift away from its core agenda of management of state owned schools. Most importantly, to be successful any IQTE reform effort has to rely on innovative and flexible methods around school management, teaching, and curriculum development. The existing process of integration is too costly as

it requires appointment of SUBEB teachers in IQTE schools, which the state cannot afford at a large scale. The innovative and cost-efficient reforms required to meet the needs of the IQTE schools will have to come from non-formal school models and might not easily fit within SUBEB mandate which is determined at the federal level.

5. The Board will therefore be responsible for four core functions: IQTE Data Gathering & Policy and Planning; Improving Quality of Education in IQTE Schools and Facilitating Integration; Introduction of Innovative Methods to Facilitate Integration Drawing on Experiences of Non-Formal School Models in other parts of the World; and, Networking & Fundraising. There will be many sub-functions within these core functions. The school monitoring and examination system will however remain outside the Board and in the hands of the Ministry and other relevant agencies such as the Inspectorate for Quality Assurance, in order to allow for external monitoring of the Board performance.
6. The Board will have to be provided 12 months period after the legislative approval to develop the core functions and organizational structure based on learning from other countries. A team of international consultants will actively help the Board management during this phase. In addition, an international consultation workshop will be organized to help the Board members learn from similar Boards in other Muslim countries. To be effective, it would be critical that the Board Chairman and the Executive Secretary are Muslims of good standing with knowledge of Islamic Studies but are specialists in modern education and teaching methods. The Board members themselves will be carefully selected to represent the Ministry of Education, SUBEB, the Inspectorate, and the prominent schools of Islam thought in Northern Nigeria.
7. The state will bear the cost of establishment of the Board. This cost will be low as it will mainly require redeployment rather than new appointments. The main financial concerns will be around mobilizing funds required to actually support the education process within the schools. For this the Board will have to request UBEC to channel some funds allocated for primary education towards integration of IQTE schools supported by the Board. If successful, the Board has the potential to be replicated across the northern states with large number of IQTE schools. It has the potential to transform the quality of teaching within IQTE schools and to make these schools central players in meeting the UBE targets.

Introduction

8. Kano state faces serious challenges to attaining the Universal Basic Education (UBE) targets. Approximately 700,000 children of primary school age are not in conventional public/private or Integrated Islamiyya schools. In 2006, there were 1.6 million children of primary school going age and the figure is projected to increase by 330,000 children by 2018. With population growth rate of over 3 per cent and limited financial resources, there is growing recognition that the state needs to draw upon all actors, which can help meet the UBE goals. In such a context, the 24,000 community owned Islamiyya, Quranic and Tsangaya (IQTE) schools, which far out number the 4,000 state schools, have potential to become important players in meeting the UBE targets. Data suggests that 80 per cent of the total population of 6-21 years old attend some kind of IQTE school¹. The growing recognition of the potential of the IQTE schools had led to a series of consultations among representatives of all the four government bodies currently linked to IQTE schools (Ministry of Education, SUBEB, Shariah Commission, and the Office of the Special Advisor to the Governor on IT and Education) during 2008. The consensus evolving among these agencies on the need to integrate the IQTE schools was documented in the IQTE strategy paper developed for the Ministry of Education in 2008. One of the core proposals put forward by representatives of all the four agencies to harness the potential of these IQTE schools and drawing on experience of other countries with high demand for Islamic education was to argue for establishment of a separate Islamiyya, Quranic and Tsangaya Education Board (IQTEB) to supervise the activities of these schools.

Purpose of the Consultancy

9. To help the Kano State Government assess the feasibility of establishing an IQTE Board.

Structure of the report

10. This document is designed to provide the rationale for the Board, explain why other alternatives to coordinate a reform programmes for IQTE schools are not feasible, and list the guidelines and the work plan for establishment of the Board. The document contains six parts: the background, the rationale; the legislative status; the functions; the organizational arrangements; and budgetary commitments.

¹ For detailed documentations and references please consult: Bano, M. 2008. IQTE Integration Strategy Paper, Kano. Kano: CUBE Project.

Methodology and main activities

11. The proposal has been developed based on active consultation among representatives of five government agencies currently involved with IQTE schools: Ministry of Education, SUBEB, Office of the Special Advisor to the Governor on IQTE and Islamic Schools, Sharia Commission, and Agency for Mass Education. These consultations were initiated in January 2008 with the support of technical assistance from CUBE. A study tour designed to make the participants understand the madrasa education system in Bangladesh was also organized as part of this consultative process.

Findings

12. Islam came to Nigeria as a result of trade relationship between North Africa and the West Africa which existed long time before the seventeenth century. Many centers of learning were established as a result of the spread of Islam in the area during this period. Over a stretch of 13th-18th centuries and across the life-spans of successive empires in the Bilad-as-Sudan (i.e. Ghana, Mali, Songhai and Bornu), Islamic scholarship had flourished producing great scholars and saints, great centres of learning and numerous revivalist movements in later centuries, prominent of which was that of Sheikh Usman Bin Fodio in Hausa land. Some of the great Islamic cities and centres of learning in Sudanic state were Gao, Djenne and Timbuktu in the defunct Songhai Empire and Kano, Katsina and Zaria in Hausaland.
13. The Makaranta Allo (Quranic School) was at the heart of the Islamic civilization and to date is considered by many to be critical to survival of Islamic culture and the preservation of a distinctive Muslim identity in Muslim majority states in Northern Nigeria. When the British colonized the area, there were well over 20,000 such schools covering the Sokoto Caliphate. The graduates of these schools were employed not just for religious roles as Imams, malams, and Alarammas (traditional Quranic teachers) but also as judges, scribes and treasurers. Under the British rule this system of Islamic education came under immense pressure as the British government along with the support of missionaries established schools of western education in the region. These schools not only enjoyed state patronage they also became the route to employment in the formal economy and state under the British government. As a consequence, the Quranic schools not only lost state patronage their education also became irrelevant for securing employment in the formal economy. Arabic ceased to be the official language and Roman alphabets were introduced to replace it.
14. However, the continued demand for Islamic education made the colonial government recognize the need for introducing school models which combine secular and religious education. In 1938, the first conference for the design of the acceptable curriculum for

Arabic language and Islamic education in northern part of the country was organized in Kano for Primary and Junior Secondary Schools. But during this period, there were no relevant textbooks for the subject and teachers were not trained. After independence, the government recognized the need for balancing the investment in secular and religious education and took following measures: appointment of Inspectors and Supervisors of Arabic and Islamic Education; giving grants both capital and recurrent costs for schools and working materials; giving financial and technical assistance for Islamiyya and Quranic schools; and developing different methods and patterns of integration in Quranic/Islamiyya schools. The state emphasis on evolving an integrated school model that combines the right balance of religious and secular education is thus quite old and many state governments in the North and other federal institutions like Universal Basic Education (UBE), Education Tax Fund (ETF), Northern Education Research Project (NERP), Arewa House, National Commission for Mass Literacy, Adult and Non-Formal Education, and Kano State Education Sector Project (SESP), etc. are currently supporting some attempts at integration of these schools.

15. In 1981, the Federal Government National Policy on Education acknowledged the responsibilities of some state governments in absorbing Quranic and Islamiyya schools graduates into primary education. Kano State Government, in particular, in its White Paper on the Committee on Almajirai (1998) categorically accepts the integration of Islamic education with the western education. It also established the Office of the Special Advisor to meet this objective. On 23 October 2003, the Executive Governor of Kano state, Malam Ibrahim Shekarau launched an ambitious action plan on Quranic, Islamiyya and Ilimi schools that clearly spelt out his administration's commitment towards assisting the teachers and students of these schools as part of the government's efforts at implementing the Sharia. However, despite state's efforts to introduce an integrated education model and bring the traditional IQTE schools within the mainstream education system, such attempts remain ad hoc. The four different state agencies currently involved in IQTE schools lack clear coordination leading to duplication of efforts and wastage of resources and these divided roles and responsibilities also result in failure to develop the momentum to initiate a major state led effort to integrate the existing IQTE schools. Before presenting a rationale for establishing a separate Board to take on this responsibility, it is therefore important to highlight the problems with the way state agencies are currently engaging with the IQTE schools.

PART 1: Current investment by the state in IQTE system

16. There are four government agencies, which are involved with the Arabic, Qur'anic and Islamic education.

Sharia Commission

17. The Board of Islamic Education and Social Welfare within the Sharia Commission is one of the main government agencies currently dealing with IQTE system. The primary role of the Sharia Commission is to produce the syllabus for Islamic subjects taught within Islamiyya Primary and Tahfeez Primary. It also has a set budget to support IQTE schools. The exact support can vary from giving financial support to purchase land for construction of schools, enabling the schools to obtain land from Ministry of Physical Planning, supporting the construction of school building, and provision of school working material in the schools. The important issue about Sharia Commission is that it does not limit support to Islamiyya Primary or Tahfeez Primary rather it engages with the entire ambit of IQTE schools. Any IQTE school seeking such support is required to register with the Sharia Commission. Currently, the Commission has a total of 10,198 schools registered with it (see table 1). Before registering the Sharia Commission conducts an inspection of the school. It also hosts occasional three-day training sessions for teachers from the IQTE system in subject content and for head masters in school management. It maintains a budget for supply of text books and other support material. During 2007, the Commission was given N9,126,150 to purchase and distribute essential text books and other school working material within Qur'anic and Islamiyya schools. This was half the amount the Commission had requested thus indicating that the budgetary allocations to the Board of Islamic Education within the Sharia Commission are quite ad hoc. Other school working materials included exercise books, chalk, water containers, plastic kettles, and plastic mats. Seventy percent of the books and other school working materials were distributed to local government through Sharia Councils of the 44 LGAs for onwards distribution to Qur'anic and Islamiyya schools in their domains. Thirty percent of the books and other materials were to be distributed through the Commission on request. The state government has also distributed grants to IQTE schools amounting to a total of 25-50 million Nira per annum through the Sharia Commission in the past few years.

Table 1. No. of schools registered with Sharia Commission

Schools Types	No. of Schools
Islamiyya Nursery	1
Islamiyya General	3,396
Islamiyya Primary	446
Qur'anic General	6,070
Qur'anic Primary	187
Model Qur'anic	20
Tahfeezul Quran	11
Arabic Secondary	55
Qur'anic Secondary	13
Total	10,198

Source: Data provided by Board of Islamic Education and Social Affairs, The Sharia Commission.

SUBEB

18. The other government authority responsible for engaging with IQTE schools is SUBEB, which is mainly concerned with the Islamiyya Primary. SUBEB performs some core functions vis-à-vis the Islamiyya Primary schools and the teaching of Islamic subjects within regular primary schools. It recruits Arabic and Islamic school teachers for conventional schools and conducts their monitoring and inspection. It registers the Islamiyya Primary: in order to gain the recognition of Islamiyya Primary a school has to register with the Local Government Education Authority (LGEA). SUBEB is also responsible for appointing the government teachers to Islamiyya Primary schools and for their training and capacity building.

Arabic and Islamic Education Department, Ministry of Education

19. Though the government does not own any Islamiyya Primary schools, it does run Islamic and Arabic Secondary schools and junior and senior Tahfeez Secondary schools. These schools are managed by the Arabic and Islamic Education Department within the Ministry of Education. According to a senior government official within the Department, there are an estimated 95 male Junior and Arabic Secondary Schools, and 83 Female Junior Islamic and Arabic Secondary Schools. The total number of Tahfeez Secondary schools is estimated to be 10. These schools get students from Islamiyya Primary, Islamiyya General as well as secular schools through a common entrance exam, which is different from the regular common entrance exam. The students in these schools get a Senior Islamic Studies Certificate for Education (SISCE) after six years of education. Many of the students become teachers in Islamiyya Primary while some go on to study law.

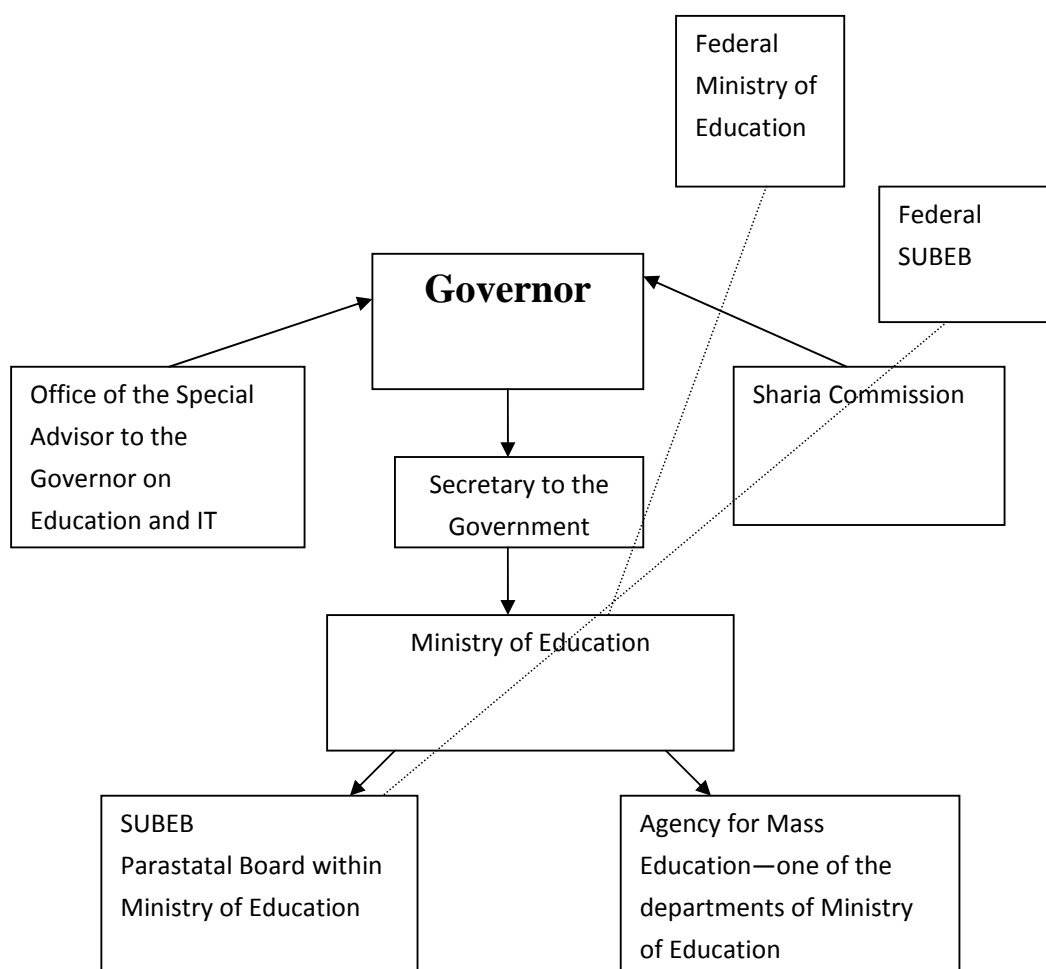
Office of the Special Adviser to the Governor on Education and Information Technology

20. This is a specially designed interventionary office, which is responsible for IT and Islamic and Quranic schools reforms. The Office is established at the discretion of the Governor, who directs the adviser on the intervention measures that he wants executed at various levels. This Office has undertaken much work on reform of IQTE system under the present government and has also focused on Qur'anic and Tsangaya system. Some of its activities, such as occasional teacher training sessions for IQTE teachers, have overlapped with activities of Sharia Commission and SUBEB. It has also helped some Islamiyya schools in construction of school buildings especially in the rural areas. The Office, however, is entirely tied to the tenure of the current Governor as a new Governor can decide not to continue with it. Normally the role of such Offices is advisory but in this case the Governor has chosen this office to be partly an implementation office.

Agency for Mass Education

21. In addition to these four core agencies currently engaging with IQTE system, one other government body that plays some role in Islamic education is the Agency for Mass Education. The Agency establishes adult literacy centers many of which impart Islamic

education among other subjects. The Agency is currently working on a pilot programme to gain entry into Qur’anic schools and teach secular subjects and vocational skills.



Placement of government departments linked to IQTE

22. These state agencies, with the exception of the Office of the Special Advisor, therefore, do not particularly focus on improving the quality of education within IQTE schools nor do they have an active work agenda to integrate these schools. In most cases the agencies simply respond to those schools which approach them rather than making a systematic effort to mobilize all the IQTE schools to adopt the integrated school model. A particular concern is that these agencies do not formally network or coordinate their interventions in IQTE Schools, with the result that there is no standard integrated school model being pursued in Kano or other Northern states. A survey of 50 integrated Islamiyya Primary Schools in Kano metropolis, Kumbotso and Ungogo showed that there are different degrees of Integration and different combinations of subjects taught. Integration is at

times taken to imply teaching secular subjects from Islamic perspective and on other occasions it is interpreted as teaching additional secular subjects alongside the religious subjects.

23. One example of the duplication of efforts and the wasted resources and negative consequences rests in the failure to develop one standard integrated curriculum.

Table 2. Operational Curriculum for Primary Schools

	Course	Curriculum	Issued by	Remarks
1 a	Primary School	National Curriculum on Arabic and Islamic Studies	NERDC	The Islamic Studies Curriculum needs adjustment on Quran and Tajweed Subjects
B	Islamiyya Primary School	Kano state curriculum for Islamiyya Primary Schools	SUBEB Kano & Other Educational Organizations	Has been introduced to NCE for approval
C	Tahfizul Quran Primary School	Kano State Syllabus for Tahfeez Primary Schools	Kano State and Sharia Commission	To be nationalized
2 a	Islamiyya School General	Kano State Syllabus for Islamiyya School General	Kano State and Sharia Commission	Implemented by some Islamiyya schools
B	Quranic School General	National Curriculum for Quranic Schools	NERDC	To be approved by the Federal government

Source: SUBEB Kano 2008.

24. As the above table shows there is duplication in work of different state authorities and confusion within schools on the curriculum to be used. The Educational Agencies for curriculum development on Qur'anic, Islamiyya and Arabic are: The National Education Resource Development Council (NERDC), which is a national body responsible for the national curriculum. And in the state also the State Universal Basic Education Board developed a certain curriculum that does not reflect in the National Curriculum. However, the Sharia Commission, Kano, has the mandate to coordinate and control Islamiyya and Tahfizul Quran schools (General). The Commission registers the schools that fulfill the conditions and issues them with state certificates.
25. The same lack of clarity about role of different authorities is evident in the working of Islamic education at the secondary level. As noted in Table 3 (see below Arabic) Quran and Islamic Education at secondary level is under the Arabic and Islamic Education Department (AIED) in the Ministry of Education while conventional schools that teach Arabic, Quranic and Islamic Studies receive their curriculum from the National Curriculum Board.

Table 3: Operational Curriculum for Junior Secondary Education

	Course	Curriculum	Issued by	Remarks
1 a	Junior Islamic Secondary School	Kano State Syllabus for Islamic junior Secondary Schools	Arabic and Islamic Education Department, Kano State, MoE	Implemented by Schools
B	Junior Arabic Secondary School	Kano State Syllabus for Arabic Junior Secondary Schools	Arabic and Islamic Education Department, Kano State, MoE	Implemented by Schools
C	Junior Secondary Schools and Conventional Science/ Technical Schools	National Curriculum on Arabic and Islamic Studies for Nigerian Secondary Schools	NERDC/ AIED, Kano, MoE	Implemented by Schools
D	Junior Tahfeez Secondary School	National Board for Arabic and Islamic Studies (NBAIS) syllabus for Junior Tahfeez Secondary Schools	National Board for Arabic and Islamic Studies (NBAIS)	New under review

Source: SUBEB Kano 2008.

26. In proposing a state-level Board, it is also important to take note of the other attempts in the past to establish a similar body, which failed because such bodies were either given a very partial mandate or very limited authority. As early as 1980, a Board was established to look into the issue of Arabic and Islamic education. The Board, which was initially under the supervision of Ministry of Education later changed to Islamic Education Department. In 1991, this Department was changed to the Directorate of Religious and Chieftaincy Affairs. The Directorate was responsible for looking into teaching of Arabic and Islamic subjects from primary to tertiary levels. During this time all forms of Islamic schools including Islamiyya General and Islamiyya Primary were brought under this Directorate, which was also made responsible for teachers' recruitment and salaries. In 1995, with military intervention, the Directorate was replaced by Primary and Secondary Board to look into the affairs of Islamiyya Primary schools.
27. The Islamic Education Department within Ministry of Education was left to look after the Arabic and Islamic Schools. In 1999, there was another shift and an Islamic Education and Social Affairs Board (IESAB) was formed to replace the previous system. All issues of Arabic and Islamic education from primary to tertiary level were placed under this Board. Starting from 2003, under the present administration, IESAB was changed to Sharia Commission whereby anything pertaining to Arabic and Islamic Education under IESAB now came under the Sharia Commission. In addition, the Ministry of Education was made responsible for secondary Islamiyya schools and SUBEB for Islamiyya Primary. The problem, thus, all along has not been with lack of recognition of the need to reform

Islamic schooling system but the failure to establish an authority which is given the required legislative cover and the authority and resources to push forward a proper reform agenda.

28. In order to ensure more efficient management of IQTE schools it would be very important to establish a parastatal Board to coordinate all activities around IQTE system— similar models work in other countries such as Bangladesh.

PART II: Rationale for the Board

29. In view of the above discussion, there are six core arguments in support of establishing a separate *Islamic & Quranic Schools Board (IQTEB)*:

The scale

30. The data on state as well as private school provision in Kano is weak. Whatever data is available, however, shows a much larger number of IQTE schools than regular schools. Based on the Census carried out in 2003 by the Office of the Special Adviser to the Kano State Governor on Education and Information Technology, there are 23,135 Islamic schools (Tsangaya, Islamiyya, and Ilimi) with a total of 3,016,103 students and 79,957 teachers. With the total population of 6-21 years old, estimated to be 3.7 million, the data suggests that over 80 percent of this age group attends some kind of IQTE schools (ESA 2008a). As opposed to this, the 4000 public and private primary and secondary schools cater to an estimated 1.5 million students² (Federal Government of Nigeria 2006). The regular private schools are in any case very small in number, with only 1 percent of all regular primary schools estimated to be privately owned in 2005-2006 school year (NEMIS 2007). Therefore, IQTE schools have the potential to play a critical role in provision of basic education if they include some secular subjects³. The sheer number of these schools suggests the need to establish separate body which can focus on integrating these schools within the mainstream education system and improving the quality of education of those which are not fit for formal integration. The state has to take on the responsibility of ensuring better quality of education to the large number of children enrolled in these schools. In the long term, a viable model for education in the state of Kano demands that a separate Board becomes responsible for improving the quality of education within the IQTE schools so that over time SUBEB and Ministry of Education focus on improving the quality of education within state schools and the Board focuses on improving the quality of education in all Islamic and Qur'anic schools, most of which are owned by community.

² ESA 2008 does not provide latest figures.

³ Though UNESCO definition of Basic Education is very broad and emphasizes building of personal development tools rather than defining the subjects to be taught, exclusive religious education especially if it involves only reading and memorization of Quran does not fit the Basic Education definition.

31. Here it must also be recognized that the realization of the importance of non-state efforts in meeting UBE targets is not unique to Kano. Development institutions have recognized the importance of private schools (profit-oriented) schools in meeting UBE targets in many developing countries. Where Kano is unique is that the IQTE schools are community owned rather than private owned. This is potentially advantageous as the community runs the school and thus there is the potential to ensure better quality standards if state provides some support. This makes these schools all the more important as a partner in meeting UBE targets as they already have community support. Further, as will be elaborated later, these IQTE schools have many features of the non-formal schools, which have been promoted in many parts of the world due to being able to provide more cost-effective mechanisms to reach to maximum number of children from disadvantaged communities. These schools also provide an opportunity for learning how best to involve the community in the delivery of basic education.

Consolidation of existing efforts

32. The second argument for establishment of such a Board is that it would be a more cost-effective way of advancing the integrated model than the current system. As noted above, the state is already investing resources through more than four agencies to provide some support to IQTE schools and there is duplication of activities. Establishing one Board to oversee all of these activities and responsibilities, which are currently divided across the four agencies, will help introduce better management, reduce costs, and should help to consolidate the efforts through agreeing on one integrated model rather than the multiple versions currently in operation. It would also enable the state to have a better dialogue with the federal government on the IQTE reforms, which is becoming an increasingly important issue even at the federal level.

Advance a new agenda of reform

33. In addition to consolidating existing resource invested in the IQTE schools through the four state agencies discussed above, the Board will be in a position to initiate a forward-looking reform agenda where innovative models are replicated from different parts of the world to maximize the potential of these schools. Initial research shows that one of the reason for the popularity of IQTE schools is their flexible school learning hours. Children in rural areas, who are often required to accompany their parents in agricultural activities, are thus better able to join IQTE schools than state schools, which have fixed school teaching hours. In this aspect, the IQTE schools match many of the non-formal school models such as offered by BRAC in Bangladesh and Barefoot College in India, where non-formal schools are maintain flexible times to match the community needs. Another feature that Tsangaya schools have in common with non-formal school model is that these schools present a parallel to multi-grade non-formal schools where one teacher covers students from grade 1 to 5 in one classroom. Many NGOs in Pakistan are running such one-teacher one-classroom schools. In the Tsangaya system, one malam teaches the reading and writing of Quran to children across 8 levels. Thus, here again there is

possibility to adapt some of the learning from those non-formal schools. Thus, if the integration is to be effective, it requires not only state commitment but also innovation and active learning from non-formal school programmes in other parts of the world. Such concentrated effort is best advanced through an independent Board.

34. In addition, given its exclusive focus on IQTE system, the Board will be able to develop specific strategies and interventions to deal with Almajari issue, which is concern now acknowledged even at the level of the federal government. The Ministry of Education and SUBEB do not currently have in place the expertise or the institutional capacity to design specific interventions to address the educational problems of Almajari children however they can support the initiation and design of efficient paradigm for action.

Community aspect

35. The establishment of a separate IQTE Board will also enable the community members involved with IQTE schools to gain better access to the state officials. Due to the current duplication of responsibilities the community and the leaders of the IQTE schools find it difficult to identify the state agencies they need to approach in seeking different forms of state support. In addition, in the current system, the same IQTE schools, whose leaders are more well-connected, could be currently securing benefits from all the four state agencies due to lack of coordination among the agencies while others could be failing to gain any support at all. The establishment of a separate Board will thus also help the community and leaders of IQTE schools better engage with the state agencies, and it would also ensure a more just distribution of state support across the IQTE schools. Establishment of a single Board would also provide a mechanism to systematically consult with and hear the voices of all the range of Islamiyya and Quranic schools and those of the communities supporting them.

Data and Research on Quranic and Islamic education

36. The Education Management Information System (EMIS) as developed by the Ministry of Education and SUBEB only gathers educational data on state owned schools or those registered with the state; it does not include data on IQTE schools, which are community owned. Given the large scale of the IQTE sector, for educational planning it is important that the Ministry of Education and SUBEB also collect reliable data for IQTE schools, which can be fed into the EMIS system at state level. The Board will thus play an important role in developing cost-effective mechanisms, especially through involvement of Islamic associations, to develop and update the data on IQTE schools. The Office of the Special Advisor to the Governor on Education and IT Reforms, has made very important contribution in this field during the last three years by conducting surveys of IQTE schools, and this role is best performed under an independent Board. Further, the Board will be responsible for conducting research to understand the underlying basis of demand for IQTE schools to better support these schools to meet both the religious and secular educational needs of the community.

State ideology

37. Finally, based on the Government's reform agenda to create and promote moral discipline among the citizens through education and societal ethical orientation, the new Board will be a key institution for the development, design and implementation of such principles and guidelines underlying the state ideology in schools. The Board will also be an agency for leading ethical and social reforms in areas linked to IQTE schools such as concerns around Almajiri. In view of representatives of the four state agencies, which worked on this draft, the Board will also be best placed to lead that discourse, thereby providing an additional rationale for its establishment.
38. To establish full significance of these arguments in favour of establishment of the IQTE Board, it is also important to note the alternative options explored, actively debated, and ruled out to coordinate the IQTE work.

Option 1: Place IQTE schools under SUBEB

39. One of the strongest arguments against establishment of the Board rests in the apparent benefit of consolidating the IQTE interventions by expanding the mandate of SUBEB to deal with the IQTE schools, especially since SUBEB already has a mechanism in place to offer an integrated curriculum to Islamiyya schools, which are willing to accept reforms. This is arguably better than the option of establishing another Board for two reasons: one, it saves the state from establishing another hierarchy; two, it saves the Ministry of Education from a potential challenge that SUBEB will face on establishment of such a Board. Out of the 4000 state schools, close to fifty percent are actually community owned Islamiyya schools, which have accepted state integrated curriculum in return for state support in form of provision of teachers. This means that if a separate IQTE Board is established the fate of these schools will become controversial. It might therefore be best that SUBEB becomes responsible for coordinating the whole IQTE integration plan instead of the state establishing an IQTE Board. Or at the least, even if the Board is established, it is argued that it passes the schools over to SUBEB as soon as the schools are ready for integration. Here the Board becomes an agency facilitating the integration process rather than actively implementing it.
40. This proposal, which was actively debated during the consultation process, was deemed unfeasible for a number of reasons:
41. One, it was clear to all the members that the number of IQTE schools is very large. If the integration was to be successful then SUBEB can in five years time have more than 7000 or more IQTE schools as compared to 2000 state schools. This will mean major reorientation of the SUBEB agenda given that the integrated schools do not follow the same curriculum as the secular schools. In the long term the result of such a move would therefore be that SUBEB will lose its primary focus of working for improving secular education in state schools, to providing integrated curriculum to community schools,

- which would not yield positive outcomes for the secular education state schools. The state needs one agency exclusively focused on managing and improving education quality in state schools. Further, SUBEB has to function under federally established guidelines. A major shift of energy towards integration of IQTE schools will sooner or later create administrative challenges for SUBEB management to abide by the federal guidelines and at the same time respond to the unique demands of the IQTE schools.
42. Two, while giving these schools under SUBEB will on one hand dilute SUBEB's own focus, on the other hand, this strategy will also not prove very effective in terms of promoting IQTE integration as SUBEB is not well-placed to develop the multi-pronged interventions that will be required to make successful integration efforts across the IQTE schools. SUBEB currently only deals with morning Islamiyya schools, while the IQTE schools are of numerous categories with their flexible timings and distinct teaching methods. To effectively integrate the IQTE sector in the mainstream education system, the body responsible for this process has to be able to deal with all categories of IQTE schools and has to be able to design multiple interventions, actively drawing on lessons from non-formal education programmes and madrasa education boards in other countries. It is simply not feasible or possible for SUBEB to take charge of integrating all forms of IQTE schools.
43. The issue however remains that what will happen to Islamiyya schools already established with SUBEB if a separate Board is created. This issue is all the more critical because currently federal funds for primary education can only be accessed through schools registered with SUBEB. If these schools are shifted to the Board then the state will actually lose the federal funds coming towards primary education. What has been agreed after repeated discussions on this issue is that the IQTE Board will be required to prepare a proposal arguing for legislative adjustments at the federal level to approve the IQTE Board as eligible for receiving UBEC funds. There are two reasons such a move is plausible: one, UBEC is already providing funds to eight states, including Kano, to introduce integrated curriculum in Quranic schools. The fund current is very small, 6 million Naira per state per annum, but it shows the federal government willingness to channel UBEC funds to IQTE schools provided effective mechanisms are developed by the state to utilize these funds. These channels are currently missing. If the Board is established and it develops effective models for integration, the federal government is likely to provide financial allocation given that IQTE reforms and addressing the issue of Almajari is a key stated priority of the federal government as well as the governors of most northern states.

Option 2: Place IQTE schools under Sharia Commission

44. The other option could arguably be to consolidate the IQTE interventions by bringing all IQTE schools under the supervision of Sharia Commission. Such a proposal however has obvious challenges as the Sharia Commission does not have the required expertise to introduce modern teaching methods or lead innovate integration models. A move to shift

IQTE schools exclusively under the domain of Sharia Commission could lead to their further isolation from mainstream secular education.

Option 3: Place full responsibility of IQTE schools on the Office of the Special Advisor to the Governor on IQTE Reforms

45. This is also not a feasible option as the Office of the Special Advisor is limited to the tenure of a specific Governor and therefore has no status or authority left with the change in government. Given the scale of the challenges to integration, a more powerful agency is required to push IQTE reforms lending further support to the idea of establishment of the Board. The Office of the Special Advisor will thus in reality get absorbed within the IQTE Board and the Board will provide the platform to sustain and further build on the IQTE interventions developed within the Office of the Special Advisor.
46. The argument for establishment of a separate Board is also supported by examples from other countries where the state makes major investment in integrated schools. Countries like Bangladesh and Indonesia, which make major investments in integrated madrasas have different authorities responsible for these efforts than those responsible for running the secular state schools. What is, however, also clear from examples of other countries is that it is critical to make the Board responsible for working of integrated schools to work closely under the supervision of Ministry of Education. Thus, given the huge mandate of integrating the IQTE schools, what is required is establishment of a separate IQTE Board, which works closely under the supervision of the Ministry of Education and has clearly defined coordination mechanisms with SUBEB and other relevant authorities such as the Inspectorate for Quality Assurance. In practice, to be effective, the Board management will need to be innovative and willing to learn from best practices in other countries. The Board management will have to be allowed a one-year time frame after the legislative approval of the Board to work with the team of IQTE advisors available at the Education Sector Support Programme in Nigeria (ESSPIN) to finalize the specific details of Board's functions and organizational structure.

PART III: Legislative Status: Parastatal of the Ministry of Education

47. Given the important role expected to be played by this Board, it is important that it is given the proper legislative cover, financial resources, and administrative status in order to be able to design and enforce the required reforms. This requires that the Board be established as a Parastatal of the Ministry of Education, such as SUBEB and the Science and Technical School Board. It is recommended that the Board has a Chairman, Board Members, and an Executive Secretary. The Board Members and the Chairman will be responsible for setting the agenda for the Board while the Executive Secretary will be responsible for operationalizing the reform agenda. It is critical that the Chairman of the Board and the Executive Secretary are Muslims of good standing with background in modern education and are familiar with latest methods and techniques in the field of

- secular education. The Board Membership will also have to be carefully determined to ensure proper accountability to the Ministry of Education while also ensuring representation of the dominant schools of Islamic thought in Northern Nigeria. The Board should therefore have representation from the Ministry of Education, SUBEB, Sharia Commission, Inspectorate for Quality Assurance, Agency for Mass Education, and three prominent Islamic scholars. Along with the Chairman, this will make the total membership of the Board equal to nine. The officials from the Ministry, SUBEB and the Inspectorate will be required to support the IQTE schools in improving the quality of education and the integration process while the religious scholars will be required to overview the process of curriculum development especially for the religious subjects.
48. As discussed above, the reason it is recommended that a separate Board be established rather than establishing another department within the Ministry of Education is that the level of responsibilities and targets set for the Board demand higher level of administrative capacity and authority than what can be expected at the department level. Further, the schools that the Board will deal with are mainly owned by community and are thus distinct from state schools, which are the primary focus of the Ministry of Education. The other justification for forming an independent Board is that the subject is important enough to be drawing attention at the federal level, where the federal government is also actively trying to identify mechanisms to integrate IQTE schools. The complexities of issues around IQTE and the recognition of their role in meeting IQTE targets thus justifies establishment of a body with sufficient authority to be able to push the reform agenda. If the Board is successful, it has a strong potential to become a model approved by the federal government and replicated to other northern states.
49. The guidelines for the proposed Board are thus developed with the view to overcome the limitations faced by previous attempts at establishing similar Boards. To be effective, the Board will have to be protected against frequent changes with changing political governments in order for it to attain any significant results. Three measures can be important in this regard. First of all, the government will have to pass a legislature to protect the Board. Second, active advocacy work has to be done within the communities to ensure that they own up the programme because once there is demand within the community, the elected representatives are more likely to continue a programme. Three, the Board will have to launch its efforts full scale on inception so as to achieve sufficient success with integration within the tenure of the current government to ensure its continuity beyond this government.

Part IV: Functions

50. Given the strong arguments for establishment of an independent IQTE Board, and the important issues that the Board will need to address if the Kano state is to make progress towards UBE targets, the Board will have four important overarching functions:

51. One, lead the process of policy planning regarding IQTE schools based on strong data and research;
52. Two, improve the quality of education provided in the IQTE schools and to facilitate the integration process where by IQTE schools are able to meet both the religious and secular educational needs of Kano children;
53. Three, trial innovative methods, such as adopted in non-formal education programmes across the world, to find cost-effective means to provide good quality education in IQTE schools;
54. Four, mobilize resources for these efforts through negotiation with UBEC and other relevant federal and state agencies as well as through external development agencies.

Sub-functions of the first core function: Policy & Planning

Policy planning

55. The Board will act as the main agency responsible for developing policy guidelines and strategies for the development of IQTE schools.
56. It will be responsible for developing and operationalising the policy to work with all the IQTE schools at the primary and secondary level (see Table 3). In addition, it will take on the responsibility of Arabic and Islamic Schools currently run by the Ministry of Education.

Table 3: Types of IQTE Schools

Schools Types	Variations	Further Variations
Qur'anic	Modern Qur'anic/ Day schools	Qur'anic Primary /Tahfeez Primary
		Qur'anic General/Tahfeez General
	Tsangaya/ Boarding Schools	Bush
		Suburb
		Town
Islamiyya	Islamiyya Primary	
	Islamiyya General	
Ilimi		

Tsangaya

57. Since among the Tsangaya schools there is still a greater resistance to integrated curriculum, and the problems of Almajari are also associated with these schools, the Board will have to take on the responsibility of designing special strategies to address the particular challenges of improving quality of education within Tsangaya schools and to address the problem of Almajari. The Board will have to be very innovative in dealing with this issue. The best strategy will require that three pronged interventions are made: one, the Tsangayas which are willing to integrated are provided the required support; two, the Tsangayas which want to retain exclusive focus on Quranic education are provided support to impart at least good quality Arabic language teaching so that children from these schools can gain entry in secondary Islamic and Arabic schools and can also secure employment in the Gulf; and, three, the state itself provides integrated curriculum in selected number of state schools in remote LGEAs, where parents do not want their children to secure secular education. Having larger component of Islamic subjects can help attract children away from Tsangaya schools.

Quranic schools

58. The modern Quranic schools, which are different than Tsangaya, and are more city-based will also need support towards integration by the Board.

Islamiyya schools

59. The Islamiyya schools are both integrated and un-integrated. The Board will be required to engaged with both types and support both types.

Ilimi schools

60. At the higher level of Islamic education, namely the Ilimi (specialized knowledge of Islamic subjects) schools, the Board will not make active interventions for two reasons: one, the Ilimi school students are normally beyond the age of 18; and two, Ilimi schools are perceived to be delivering a good quality of specialized Islamic education at higher level and thus fall beyond the basic education issues. The Board will not actively work with the Ilimi schools for reasons listed above but it will try to support the working of the Ilimi schools by maintaining a separate unit to help support scholarship in the Ilimi schools, through supporting publication of books, organizing exchange visits, etc.

Islamic and Arabic Secondary Schools

61. The Board will be required to take over the management and supervision of the secondary Islamic and Arabic Schools run by the Ministry of Education.
62. The Board will thus be required to develop a systematic programme whereby on one hand it supports an integrated education at the lower primary and junior secondary level and on the other hand it helps support improvement in Islamic, Quranic and Arabic education from primary to higher levels. This way the Board will support the Ministry of

Education to meet the demand of the parents and community that the state should support both the religious and secular education educational needs of the community.

Data Collection & Monitoring

63. As noted above, it is very difficult to make interventions for improving IQTE system without gathering basic data on these schools. One of the core functions of the Board will be to undertake survey and census of the IQTE schools in Kano state. In this respect the Board will benefit from learning from the survey and other data collection exercise conducted through Office of the Special Advisor to the Governor on Education and IT Reforms. The research and statistical team will also be required to monitor and evaluate the effectiveness of the various models trialed in the IQTE schools.

Registration

64. The Board will be responsible for registration of all the IQTE schools, integrated or un-integrated. This will help develop a centralized database on the IQTE schools in the state. The Board will therefore have to consolidate the existing mechanisms for the registrations of IQTE Board with the state agencies. SUBEB and Sharia Commission currently perform this role.

Research on IQTE sector

65. The Board will also need to undertake research to better understand the underlying factors shaping the demand and working of the IQTE sector. This research is needed both to make the relevant reform interventions but also to learn from the strengths of the IQTE schools so that the state owned schools are encouraged to replicate those lessons. Six research studies are planned to be carried out between April 2009-March 2011, to help systematically strengthen the knowledge of the IQTE sector, and to ensure capacity building of the research officials appointed within the Board. These studies, which have already started include:
66. Stakeholder discussions: In the first phase, groups discussions have been conducted with all the major stakeholders at the LGEA level (LGEA officials, Traditional Elders, Religious Leaders, Head Teachers, teachers, malams, students and parents from state and IQTE schools) to understand their perspective on the state and IQTE schools and to identify the reforms they want brought within the education sector.
67. Model schools study: In the second phase, a research study is planned to study those schools, which are considered as successful by these stakeholders. These are the schools, which are working when all the state and majority of ordinary schools, are viewed to be failing. The lessons learnt from model schools are to help design the interventions planned for state and IQTE school reforms.
68. Study of Tsangaya system & Almajari issue: Across the northern states, one of the primary concerns within the IQTE schools is with Tsangaya schools, which are one type of Quranic

schools and unlike the Islamiyya schools provide no secular education. They are quite large in number across the three states. Plus, they are most prevalent in remote LGAs, with poorer communities and lowest education indicators. Finally, they are the source of Almajari, the children who go begging on the streets, and who are initially vulnerable to extreme levels of exploitation and abuse and who later themselves become a source of crime. The problem has also been acknowledged at the federal level and the government is currently considering a bill for regulating the system. It is however impossible to develop effective recommendations without first understanding the working of this system. It is therefore important to develop an analysis of the basis of demand for the Tsangaya system, the socio-economic background of children who enter this system, the migration trends within the Tsangaya schools as they follow different routes and move from one state to another, and the future activities of the children who are involved in the Tsangaya system. Understanding the dynamics of this programme is important for the state to plan education reforms and interventions to reach out to one of the most vulnerable student population in the northern Nigerian states.

69. Female educational choices: Islamiyya schools have higher demand among females. Improving quality of education within Islamiyya schools therefore provides an opportunity to provide secular education to girls. Further, the high demand for Islamiyya schools raises an important policy consideration for increasing girls' enrollment in secular schools. It is important for the state and development agencies to understand why communities have higher preference for Islamiyya schools for their girls over secular schools.
70. Community ownership of IQTE schools: Islamiyya and Quranic schools rely on community support. They therefore provide an excellent opportunity to understand how communities can be voluntarily involved in supporting and monitoring a school. The communities make financial contributions to these schools and also act as monitors. It is therefore important to understand the reasons communities support the IQTE schools to understand how the state can attract the communities to develop similar ownership of the state schools.
71. Adult female education: The night Islamiyya schools, which run in the evenings, attract a large number of married women. Often girls who get married at a very early age return to education through these evening Islamiyya schools. What education provision is being made for these women in the evening schools and if and how the state can help improve educational or employment opportunities for women by engaging with these evening Islamiyya schools are issues that need to be explored.
72. Thus the purpose of these studies is on one hand to better support the IQTE schools in improving their quality of education and moving towards the integration process, on the other these studies are designed to learn from the successful aspects of the IQTE schools so that those lessons can be replicated in the state schools.

Sub-functions of second core function: improving quality of education and facilitating integration

73. The board will be responsible for improving quality of education in both integrated and un-integrated schools.

Improve quality of education in the IQTE schools

74. The Board will be required to be very innovative in its efforts. The primary function of the Board will be to help the IQTE schools improve the quality of teaching provided within the IQTE schools through systematically extending support on a number of fronts:

Curriculum

75. The Board will take a lead in developing a proposal for an integrated curriculum, as currently more than one curriculum is in use. SUBEB and Shariah Commission are currently attempting to produce one integrated curriculum but the work is still in progress and will need to be taken over by the Board.
76. The Board will also be required to work on developing an improved curricula for reading, writing, memorization and exegesis of the Qur'an incorporating the vital fields of Fiqh and Hadith and the production of learning and teaching materials for them.

Teachers need assessment and appointment

77. The Board has to become responsible for appointment of the teachers for secular subjects to the Islamiyya and Quranic schools and their deployment. Whether the recruitment is carried out by SUBEB and deployment made by the Board or the Board itself becomes responsible for recruitment too is an issue, which will need to be discussed and developed during the first year of the working of the Board as it is best to allow for more discussion on this issue before reaching a final policy decision. Chances are that it would eventually be found more appropriate for the Board to undertake its own recruitment process as if the Board is to push for IQTE integration it will need to be more innovative in terms of teacher recruitment, for instance, it might have to borrow techniques from non-formal schools where less qualified teachers are recruited because of state financial constraints but are given intensive in-service training to become effective teachers in school. SUBEB would not have the flexibility to trail these innovations. However, this is an issue which will be fully developed and explored with help of international experts in IQTE and non-formal education models.

Teacher and head-master training

78. In order to improve the quality of education within the IQTE schools, the Board will also have to develop in-service and on the job teacher-training programmes for the teachers and headmasters of the IQTE schools. The Board would be required to liaise with SUBEB and Ministry of Education to deliver this training where possible but will have to have some officials which ensure delivery of required training across the IQTE schools. In all

likely-hood, the Board will require a strong teacher training unit, where some master trainers are trained by international experts in teaching methods and then these trained master trainers are used to impart intensive pre-service and in-service teacher training to existing teachers or those newly appointed within the IQTE schools.

Teachers' welfare

79. The Board will also be responsible for the welfare of the teachers employed by the Board. In addition, it will have to recommend decent allowances to improve the welfare of the teachers of Qur'anic schools (malams) and liaise with the federal and state agencies, and international donors, to secure financial support to provide them the correct incentives. It will also have to work towards improving the conditions of service and ensuring decent emoluments for teachers of Islamiyya schools and other incidental staff and liaise with appropriate agencies for proper implementation.

Infrastructural support

80. The Board will also be required to set standards and monitor compliance to standards in the learning environments especially in the provision of decent dormitories for accommodation (where the school is boarding), toilets, kitchens, access to clean water and air and a fair protection from the extreme weather conditions.
81. It will also need to develop mechanisms to ensure that sufficient and sustainable feeding and welfare arrangements have been made for the boarding schools (Tsangaya) by their parents/guardians, reputable NGOs, Federal, State, Local Governments or their ancillary agencies, philanthropic grants, Zakat/Waqf etc.

Sub-functions of the third core function: introducing innovative methods to facilitate integration drawing on experiences of non-formal schools in other parts of the world

82. The current model of integration supported by the state is first of all not very comprehensive and more importantly it is very cost intensive. The main intervention made by the state is to appoint teachers paid by the state to become full-time teachers in the Islamiyya schools selected for integration. Such a policy has inherent limits as it constantly increases the government recurrent cost of teachers' salaries, which is a resource burden that the state cannot easily keep expanding.
83. This is the main reason for the slow integration of the Islamiyya schools as most Islamiyya schools are willing to integrate if the state had the capacity to provide teaching support to all of them. Therefore, if IQTE integration is to be effective, then the key to that will have to be innovation. The Board will have to be given the flexibility that in the first two years of its inception, it trials different interventions across the IQTE schools, based on experiences of non-formal school models in other countries, to see which one can be most efficient and cost-effectives. Some examples of these possible interventions include:

84. Recruiting females from local communities, who have only a senior secondary qualification, and providing them an intensive three months teacher training to impart primary level secular education in the local IQTE schools. This strategy of employing females from local areas has proved to be very effective in many non-formal school models in South Asia and in other developing countries.
85. This is just one of the examples. The Board will be supported in the first two years by a team of international consultants to trial some of these models. Most critical of this process will be the need to develop specialized teacher training programmes to meet the specific training requirements of the locally recruited teachers and also to make the curriculum more relevant to the local needs— another established area of innovation in non-formal schools models.

Sub-functions of the fourth core function: networking and fundraising

Fundraising and networks

86. Since IQTE schools often reach the most disadvantaged and poor children, the Board will have a good potential to mobilize funds for its activities through developing partnerships with international development agencies. It will therefore be required to develop networks with development agencies, identify best practices worldwide and where possible organize study-exchange tours for staff within the Board and for principals and teachers of IQTE schools.
87. The Board will be required to organize proper funding of the Islamiyya/Tahfiz and Tsangaya programmes and assign a department to budget and source the funds from the Federal Government or its designate agencies— State Government, Local Governments, Zakat and Endowment, the Hosting Communities— wealthy individuals inside and outside Nigeria, International Islamic organizations and any other organizations ready to abide by the stated policy. It will also work on establishment of a Tsangaya Trust Fund support specific interventions in Tsangaya schools and to meet the needs of Almajari children.

Strengthening links with communities

88. Since the IQTE schools are community owned, the Board will have to play an important role in building links with the community through local level coordinators. It will be required to liaise with councils, such as Council for Qur’anic and Islamiyya Schools, State forum for Islamiyya schools and any other network working independently on mobilizing and supporting Islamic and Quranic schools. It will also sensitize the general public to accept and appreciate integration process in Quranic and Islamiyya schools. It will also be required to support the capacity of SMBCs and PTAs in their roles of running the IQTE schools through management training and the provision of school development scheme and school potentially support grants.

Integration into society and economy

89. One of the main challenges presented by the IQTE schools is to ensure effective absorption of the graduates of these schools into mainstream economy and society. The Board will therefore have to also develop some strategy to link the education within IQTE schools and the degree certificates given at integrated IQTE schools to lead to better employment options. Some areas of intervention will involve:
90. To register a council for those who have memorized the Qur'an and provide the structure for them to attain government benchmarks for recognition and integration.
91. To draft plans for further education for graduates of the schools and establish or advise appropriate agencies or philanthropists to establish relevant institutions to cater to these needs.
92. To duly recognize the graduates of the IQTE system, create employment opportunities for them and widen their avenues for full integration into the economic and political structure of society.
93. Most importantly, it will be required to develop measures to address the issue of Almajari.
94. The Board will be required to undertake all these functions. However, to ensure quality, the authority of monitoring and assessment and examination will stay outside the Board. The Board will be required to work very closely with the Ministry of Education and other relevant agencies to ensure monitoring and inspection of IQTE schools.

Close working with the Inspectorate for Quality Assurance

95. The authority for IQTE school inspections is argued to be best kept under the Inspectorate for Quality Assurance that is currently being developed. The Board will, however, be responsible for identifying the monitoring needs of the IQTE schools and liaising with the Inspectorate to provide the lists of schools that need to be monitored. It has to be explored if the Inspectorate can consider maintaining a separate cell for monitoring and inspection of the multiple layers of IQTE schools. At the same time, the Board will be required to strengthen working of SMBCs and PTAs and work through them to ensure better monitoring and supervision within the schools. It will also be responsible for developing new efficient community based quality control mechanism in cooperation with the Inspectorate especially for itinerant/mobile Qur'anic schools.

Close working with Ministry and SUBEB over examinations and issues of equivalence

96. The Board will have to address the issue of certificates issued within the Islamiyya and Quranic Schools to see if they could be given equivalence to those given in secular education institutions as has been done in other countries such as Pakistan and Bangladesh. The examination systems that need to be introduced within the IQTE schools

to move towards this end will have to be assessed. Initial assessment suggests that graduates of Islamiyya Schools should be encouraged to sit for the state and National Common Entrance Examinations to enable them to join Junior Islamic or Arabic Secondary School. Graduates of the Integrated Quranic Schools should be examined through Tajweed or Tahfiz State common entrance examination under AEID after completing their studies of Arabic, Hausa, English and Mathematic and their core subject Quranic and Islamic Studies for admission into SIS or CQS according to their performance in the examination. Thus on the issue of equivalence and examinations the Board will have to work closely with the Ministry.

97. The functions listed above will constitute the core responsibilities of the Board. However, the Board will have to be allowed a period of one year after its inception to develop the specific details on how best to execute these functions. During this phase, the Board management will have active support of a team of international consultants.

PART V: Organizational structure

98. It is proposed that the precise organizational structure of the Board is left flexible till after the appointment of the chairman. Two possible options are: one, to establish the departments according to types of school; two, to establish the department by the areas of expertise: such as curriculum development; research and planning; teacher recruitment and appointment. The Board has to liaise very closely with the inspectorate to ensure that monitoring and supervision is provided of the secular subjects. For the religious subjects, the Board will rely on the community to monitor the progress.
99. The proposal is to develop a high-level but a lean and efficient Board. The Board is expected to consist of the five core departments out of which three will be academic departments:

Planning and Statistics

100. This department will be the most important and would be responsible for designing the reform strategies, coordinating the activities among the three academic departments, maintaining a database for registration of all IQTE schools, and planning and supervising surveys on IQTE schools. This department will also be responsible for maintaining informal networks for purposes of community mobilization so that all the three academic departments will work through this department when attempting to establish contact with the communities.

Finance and Personnel

101. This department will be responsible for the financial planning and personnel management.

Department of Qur'anic Education

102. This department will focus on Qur'anic and Tsangaya schools. It will be responsible for coordinating with the Planning and Research department for mobilizing support for integrated model, developing the curriculum for these schools, ensuring its implementation, identifying the teacher-training needs, and also to assess the infrastructural needs of these schools. This department will also be responsible for developing a pro-active strategy for addressing the problems of quality of education within Tsangaya schools.

Department of Islamiyya Education

103. This department will be responsible for supporting Islamiyya schools to move towards the integrated model. It will be responsible for mobilizing these schools, for doing their need assessment and providing the teachers where possible (as is currently done by SUBEB), and would also be responsible for teacher training and review of the integrated curriculum.

Department of Secondary Islamic Education

104. This department will be responsible for managing state Islamic and Arabic schools at the Secondary level, which are currently under the Ministry of Education. It will also identify means to support quality of education in Ilimi schools where possible.
105. It is proposed that once the legislative approval is secured for the establishment of the Board, an international consultation workshop should be organized where one senior official should be invited from four Muslim countries with major investments in integrated education models to use their knowledge and experience to help develop the organizational structure of the Board and to establish the correct reporting links to the Ministry of Education and the Inspectorate for Quality Assurance and identify the right coordination mechanisms with SUBEB.

PART VI: Finance and Budget

106. The Board should ideally be given a six months inception period, after the Chairman and Executive Secretary have been appointed to help develop the work plan for the first year and to prepare the first year budget, which will have to be submitted through the Ministry of Education. During this six month inception period, the state might consider making a special seed grant to cover the initial costs. Further, it is important to realize that establishment of such a Board does not create serious budgetary pressure on the state for two reasons:

Reallocation rather than new expenditure

107. It is estimated that currently the state is employing over fifty employees across the four state agencies mentioned above to support IQTE schools. The establishment of the Board in the first year will not require more than this number as the basic structure of the Board should become operational with a staff of less than 30 in the first year. Thus, in terms of salary costs, the state will mainly be redeploying officers rather than creating new positions. With the coming of the Board, functions, schedules and responsibilities of the Deputy Director in charge of Arabic and Islamic Education at SUBEB should be transferred to the Board under Department of Islamic Basic Education. Some of the responsibilities of the Director Islamic Education under the Sharia Commission should be drawn to the Board as well as the Function of Deputy Director Arabic and Islamic Education at Agency for Mass Education should come under the new Department of Ilimi and Post-Primary Education. The Office of the Special Advisor and Junior Islamic and the AIED Department should also be brought within the new Board. The main initial cost in establishing the Board will be of securing an appropriate building to host the Board. Development partners (including ESSPIN) would provide technical support during the inception phase of the Board as required and would then consider how best to give further support, depending on requests from the state government.

Coordination with UBEC and Federal Government

108. The main financial issue will be to secure funds from the UBEC to channel towards the IQTE schools through the IQTE Board. The Board will have to request the federal government and the UBEC to allocate funds to the schools that register with the Board for the integration process. There are two strong reasons that the Board should be able to advance this position successfully: one, the federal government is currently exploring a bill in the federal parliament to consider reforms within the IQTE schools; two, UBEC already is allocating resources, though as yet very limited, for integrations of Quranic schools across eight northern states. This establishes that the UBEC is willing to consider IQTE schools for support provided the state governments present a realistic work plan. The Board will therefore be best placed to present the federal government with such a work plan. There is thus a strong possibility that the Kano IQTE Board might become a model that is supported by the federal government and replicated in other northern states.

Measures to ensure cost-effectiveness

109. In keeping the cost low, it is critical that it is made part of the mandate of the Board to draw on informal networks to undertake social mobilization, data gathering activities and to ensure better monitoring. This model has been successfully developed under the Office of the Special Advisor to the Governor on IT and IQTE Reform, where the core staff of five has been successfully drawing upon a pool of 200 malams across the 44 LGAs to spread its message and to undertake data collection. The Board must be encouraged to learn from this model and to draw upon the network established by the Office of the Special Advisor

to ensure continuity of the efforts and to develop cost-effective measures to work within the IQTE schools. CQIS is the other network that should be used by the Board. This voluntary network of religious associations, which is hosted within the offices of the Sharia Commission has networks across the Islamic groups in Kano and is a cost-effective way of spreading the message and winning support of leaders from all the Islamic schools of thought. The Board should therefore be encouraged to draw on this network for mobilization, and monitoring activities rather than investing in employing many field officials to undertake mobilization and data collection activities.

Conclusions

110. This draft has undergone many revisions. This is the final version, which the Ministry of Education is currently using to draft the legal memo to request the Kano State Government to establish the IQTE Board.

Options and next steps

111. Once the approval for establishment of the Board is secured, ESSPIN Kano is committed to providing the required technical support to ensure smooth implementation of this proposal.