Education Sector Support Programme in Nigeria (ESSPIN)

Qualitative Review of ESSPIN's support to School-Based Management Committees

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The documentary series is arranged as follows:

ESSPIN 0--	Programme Reports and Documents

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ESSPIN 2--	Support for State Level Governance (Reports and Documents for Output 2)

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Reports and Documents produced for individual ESSPIN focal states follow the same number sequence but are prefixed:

JG	Jigawa
KD	Kaduna
KN	Kano
KW	Kwara
LG	Lagos
EN	Enugu

Contents

Acronyms and Abbreviations

CBO	Community-based organisation
CSO	Civil society organisation
CGP	Civil society and government Partnership (to support SBMCs)
DO	Desk officer
ES	Education Secretary
ESSPIN	Education Sector Support Programme in Nigeria
GBP	British Pounds
GO	Gender Officer
JSS	Junior Secondary School
LGA	Local Government Authority
LGEA	Local Government Education Authority
PTA	Parent-Teacher Association
SBMC	School-based Management Committee
SDP	School Development Plan
SMO	School Mobilisation Officer
SSO	School Support Officer
SSS	Senior Secondary School
SUBEB	State Universal Basic Education Board
UBEC	Universal Basic Education Commission

Acknowledgements

Executive Summary

1. This report presents a qualitative review of the Education Sector Strategy Programme in Nigeria's (ESSPIN) voice and accountability work conducted with school based management committees (SBMC) activated by ESSPIN.

Overview

2. ESSPIN is nearing the end of a six-year programme of increasing quality, access and accountability in basic education, in six states of Nigeria. A major component of ESSPIN focuses on improving voice and accountability in education, led by Save the Children. This means mobilising communities to support and improve their schools, and to get more children into school; getting government to listen to what communities want; and improving the flow of resources from government to schools.

3. Central to ESSPIN's voice and accountability work is a model which strengthens, activates and supports school based management committees (SBMCs), helping them improve education governance and resourcing through work with communities, government and civil society organisations (CSOs). SBMCs act as a vital link between the education system and the children and parents who are its clients. 10,437 SBMCs in states supported by ESSPIN have been activated and trained using ESSPIN's model, and have been assessed by government as meeting key effectiveness criteria (ESSPIN, 2014). An estimated 2 million children are being reached by these SBMCS.

4. SBMCs seek information from communities on the barriers which stop children coming to school and learning, and negotiate for support with anyone who can help - community members, philanthropists, officials, businesses. This joint problem-solving leads to schools being better staffed and maintained, children being happier and safer in school, and communities supporting the most vulnerable to get an education.

5. The ESSPIN model of SBMC development is designed to be sustained and managed by State and local governments with support from CSOs. The model has been taken up by federal government and State governments for replication with their own funding, and is being rolled out at increasing rates across ESSPIN states and beyond.

6. With two years to go until the end of ESSPIN, a review of ESSPIN's work with SBMCs was conducted in Spring 2014, as a comparison to SBMCs' function and impact in 2011. 17 primary schools were visited in six states, with interviews, observations and discussions taking place with a range of stakeholders. The review was additional to ESSPIN's standard impact measures, aiming to provide more in-depth information about how SBMCs supported by ESSPIN are working. The review intended to offer recommendations as to where the programme should focus over the next two years to ensure maximum sustainability and impact for the SBMC development model.

7. The review found that SBMCs supported by ESSPIN were performing well in a range of complex and demanding areas of activity. The voices of traditionally excluded members of communities, such as women and children, were well represented in SBMCs, and education

resourcing was changing to reflect community needs. The benefits of in-depth, ongoing training and advice were apparent in the increased effectiveness of SBMCs.

8. Local and state government and CSOs were consistently found to be working well with SBMCs, and there were good prospects for making SBMCs fully sustainable and effective across ESSPIN states. There are now major opportunities for ESSPIN to strengthen the ways in which government uses SBMC information for more equitable planning and targeting of education resources.

9. Findings are presented under four main headings in the report:

- SBMC action and impact
- Community participation in SBMC work
- Accountability from government and other education authorities
- Replication of the SBMC development model

10. In summary:

- SBMCs have branched out, becoming active on inclusive education for all children, including disabled children, girls and ethnic minorities; acting on child protection and poverty barriers, and continuing with local resource mobilisation and requesting support from government.
- Community ownership of schools, seen as embodied in SBMCs, is clear and welcomed across all stakeholder groups, especially within government.
- SBMCs have improved school environments to improve learning for all children, making schools safer and more capable of meeting the needs of increased numbers of children.
- Women and children's voices are now established within SBMC functioning, and their priorities are included in school development planning, along with the wider community.
- SBMCs are increasingly enrolling disabled children, and supporting them with practical and financial aid to stay in school.
- Communities have responded well to the SBMC development model. This may be because it comprises clear messages about SBMC roles, regular capacity support and engagement, and emphasis on evidence and networks.
- There is good consistency between states on SBMC and CGP capacity.
- There is now more systematic information flow from SBMCs to LGEAs and from LGEAs to SUBEB, around school investment needs and SBMC activities. SUBEB feedback to LGEAs and SBMCs on how it is responding to school resourcing needs is not yet consistent or well established, although it has improved in general. SMO reports represent more systematic information flow.
- CSOs are using evidence provided by SBMCs to shape effective advocacy at LGA and state levels, and SBMCs are collectively influencing government on community education priorities through LGEA level forums.

Summary of recommendations for ESSPIN

Strengthening SBMC action

Enhancing SBMCs' and CGPs' work to reduce barriers to school access
- Work with CSOs to advocate on the issue of PTA levies as a barrier to school access, as communities are unlikely to be able to continue to pay school fees for vulnerable children.
- Work with SMOs to ensure that information on overcrowding is documented in SDPs and SMO reports, and develop a more timely response mechanism from government based on school needs for additional teachers and other inputs, based on enrolment increases.
- Explore possibilities for linking primary and secondary school SBMCs under the replication of ESSPIN model. Can primary SBMCs make contact with JSS SBMCs (if they exist) before handing over planning for children aiming to transition into secondary? Can this information be fed up through current reporting systems? Can it be fed up through SBMC Forums at the LGEA where all stakeholders can discuss this issue and start to plan for it?
- Ensure that information on access to school of marginalised children is included in SBMC documentation and reporting.

Meeting community demands for more inclusive teaching methods
- Explore the possibilities to deliver practical training for teachers, SBMCs and LGEA staff on inclusive education, with emphasis on disability
- Develop training for SMOs and SSOs on how to monitor and support inclusive education
- Encourage CGP to build links to teachers in special schools
- Promote sharing between CGPs in states around advocacy strategies for inclusion.

Improving child protection
- Work with government partners to develop further reporting and action mechanisms for child protection issues affecting children in school communities.
- Help the Department of Social Mobilisation to develop simple, clear child protection policies at school level.

Building on the benefits of local SBMC Forums
- Encourage continued expansion and investment in SBMC Forums by government, as a way for government to get up to date information on major community demand issues, and to promote policy and practice change in response.

Boosting participation in SBMC work

Membership
- Ensure that formal recognition measures for SBMC members' efforts are established by SUBEB as part of SBMC Forums and other official competition and award schemes.
- Plan for turnover training as part of the next two years' consolidation phase. All CGPs should be able to ask SBMCs what new members have joined; which information the SBMC feels confident sharing with them; and how to include them in planned training and mentoring. This could involve leaving a couple of slots in each cluster training session for new members.

Accountable record-keeping
- Encourage the CGP to remind SBMCs via mentoring that records are intended to be viewed by outsiders as evidence of their work, so notes should be easy to follow and in clear date progression. The CGP could offer templates with headings for meeting minutes.
- Ask the CGP to encourage the use of ring binders or folders for all SBMC documentation, so that it is in one place.
- Get the CGP to encourage schools to set up a separate SBMC noticeboard.

School development planning with the community
- Clarify to schools and SBMCs that comprehensive School Development Plans, covering access, quality, infrastructure and teaching, can be produced, and share the Ilorin South SDP template.

Strengthening women's and children's participation in SBMC work
- Encourage the CGP to think about the dynamics of power within SBMCs and women's and children's committees, and to emphasise equitable, participatory ways of managing meetings. Top-up training on participatory meeting management for SBMCs and women's/children's committee chairs and facilitators could be useful.
- Explore the issue of income generation as part of women's empowerment and participation in education, looking at similar schemes in Nigeria and elsewhere, and considering whether ESSPIN's support in this area would be relevant to the programme's remit.
- Ask CGPs to emphasise that women's committees should be made up of women from both settled and nomadic communities wherever relevant.
- Revisit guidelines and plans for initial SBMC training in replication programmes, to make sure that at least two women are included.
- Work with state policy officials and CGPs to establish clarity on roles and numbers for SBMC membership that encourage women's membership.
- Review women's committee training plans with CGPs to ensure that all women's committee members get direct participation in ongoing or additional mentoring sessions.
- Share positive practice (e.g. from Kwara and Kaduna) on boosting women's participation.
- Make sure that recent training with women and children (not yet part of the roll-out processes in states) is integrated into the basic model of SBMC development: SBMC activation, training, mentoring PLUS capacity development of women and children (and men) to enhance participation.
- Guidelines and training to be strengthened to ensure that children are supported by their peers in SBMC meetings with several children being present.

- Consider recommending that children's committee facilitators should be from the community, to encourage maximum openness from children about conditions in the school - but that facilitators will benefit from regular training and mentoring in participation and facilitation.
- Develop further training to be provided direct to children on their roles, and particularly how to think about and use evidence of their concerns.
- Clarify to all CGPs that younger children can take part in children's committees, and that new committees should not only be composed of Grade 6 students.
- Ask CGPs to encourage SBMCs to think about addressing succession planning and turnover issues with children's committees.

Strengthening accountability from government and other education authorities
Strengthening the flow of funds to schools in response to community demand

- Continue advocacy and advice to States to provide Direct Funding to Schools for sustainability of school improvement
- Investigate options for using SDPs and SBMC/SDP information to produce aggregated data on school investment needs relevant to government policy commitments
- Support CGPs with advocacy capacity building on budget allocation and release for equitable school improvement, especially for situations of low political will.
- Support SMOs to exchange good practice on planning, influencing and budgeting issues.

Strengthening government information and planning capacity to respond to community demands

- Offer capacity building to LGEA officials to help with producing clear documents and with synthesising information and record keeping
- Support LGEAs to share SDPs systematically with SUBEB for LGEA and state level Action Planning, and to regularly seek feedback on how SDP and SBMC information is being used by SUBEB
- Offer capacity support to relevant department at LGEAs and SUBEB to analyse SDPs and use for planning (probably department of Planning Research and Statistics (PRS)
- Explore supporting LGEAs to collate SBMC information and SDPs into school investment tables
- Work with CSOs and other partners to assess and address major discrepancies in levels of LGEA resourcing to support SBMCs and schools
- It would be useful to consider whether ESSPIN could provide training to SMOs on how to collate and synthesise SBMC information.
- Encourage a 'SMO self-assessment' event every year, which brings a selection of SMOs and SBMC desk officers together from all six states to share good practice and help each other solve challenges - particularly around information use, planning and accountability to communities.

Helping CSOs bring community voices to government

- Continue to collate evidence around school safety, conflict and encroachment, for informing understanding of threats to safe school operation in Nigeria.
- Support CSOs to develop their advocacy capacity, using evidence from engagement with SBMCs to inform and influence government policy and practice on basic education.

<u>Enugu mission schools</u>
- Set criteria for capacity at Secretariat and MSIT level and central Church level to be able to continue to work with ESSPIN
- Conduct assessment of this capacity and identify; whether all support to Mission schools should be ended, or whether it would be productive to continue support to some schools and secretariats. Produce a decision based on criteria such as:
    - capacity of missions to finance MSITs on sustainable basis
    - evidence that central Church is willing to fund school improvement in response to community demand, and to sustainably support MSITs.
    - capacity assessment of skills and relevance of Mission secretariats to manage school development.

11. produce a report or policy brief on the learning gained from the experience of supporting mission schools in Enugu – community capacity on own, local capacity to run a 'school system', implications for central Church authorities and government for longer term – with recommendations on how to support nongovernment schools to sustainably improve quality and access.

12. Explore the possibility of linking some mission schools more closely into government education system, at least for information and monitoring purposes. For example, in Udi LGEA, the SMO is providing SBMC training to a mission school. Could SMOs, once they get to a certain level of capacity, record information about mission schools – perhaps provided by CSOs, who could do some mentoring visits to a sample of the mission schools in their target LGEAs? That would enable information flow to SUBEB on the situation and needs in mission schools, so that they have an overview.

Replication of the SBMC development model

- Investigate whether the rollout of the SBMC training and development model in Kaduna is being significantly 'watered down' in comparison to other states, and address this with government and CSO stakeholders.
- Revisit travel formulae with state partners for both CSO and government staff.
- Prioritise advocacy to establish agreement on budget release for travel costs for training and mentoring of SBMCs.
- Consider conducting a cost-benefit analysis of the SBMC development model, showing the efficiency benefits to government of supporting SBMCs and the CGP effectively.
- Develop a 'minimum standards' for each stage of SBMC development, agreed with key stakeholders across all ESSPIN states.

Implications of findings for SBMC development and ESSPIN's final phase

13. This study found that stakeholders overwhelmingly valued active SBMCs which were working on a range of issues affecting children's participation in school. SBMC members' accounts of positive change they had instigated were consistently backed up by records, observed improvements to school environments, and by conversations with children, teachers and officials.

14. There was clear recognition from all levels that SBMCs perform a valuable and unique function for education authorities and communities, and strong enthusiasm for continuing and expanding SBMCs along the lines developed by ESSPIN. SBMCs were particularly valued

by government for bringing community resources into education, but government stakeholders at both state and local levels were clear that SBMCs offered more than this. SBMCs and their CGP supporters were particularly valued by government officials as providing essential information about the real state of affairs in schools; as getting real action for education outside of electioneering; and as bringing community motivation back into public education.

15. There was also consistent enthusiasm at all levels for the idea that a key SBMC role is to find and assist the most vulnerable and excluded from education. This was a much more clearly-expressed view in the 2014 study than emerged in 2011, indicating that over the last three years, increased training to SBMCs developed by ESSPIN, and more intensive technical advice for CSO advocacy, has made a positive impact.

16. SBMCs' successes in bringing in many more of the most disadvantaged children had created strong demand among teachers and parents interviewed for more inclusive pedagogy techniques. CGP staff were also keen to know more about practical and low-cost ways in which teachers could support marginalised children, especially disabled children. The ESSPIN consortium has access to world-class expertise on inclusive pedagogy, and this could be a fruitful area in which ESSPIN can provide technical advice to educators to meet this growing aspect of community demand.

17. Efforts to increase children's and women's participation had largely been very successful, although some areas of weakness remained. It is likely these can be addressed without major structural changes to the SBMC development model. Efforts are needed to provide some more nuanced training for facilitators, and new direct training for children's and women's committees. It should be possible to add this to the existing mentoring package and incorporate changes into replication.

18. It is unclear is how much potential there is for harnessing the community voice and demands for education captured by SBMCs to strengthen the education system. In theory there is great potential for SBMCs to help LGEA teams provide information to SUBEB which, if used systematically, can deliver consistently evidence-based and equitable flows of finance to schools. This is needed if government is to deliver on its guarantees for children's basic education rights. Discussions on these possibilities with government staff during the review suggested that LGEA staff in particular would be keen to use information more strategically in this way; but it was unclear to what extent SUBEB would be able to adjust to using evidence of community education demand in such a way. This would be an interesting area for ESSPIN's Outputs 2 and 3 to explore together.

19. Government representatives were happy both with the roles SBMCs were playing and with the role of the CGP in sustaining and developing SBMC capacity. Direct advocacy by CSOs and SBMCs through the relationships generated by the CGP had generally been positively received, and in several cases had led to policy and resource allocation changes which government, civil society and communities had been happy with. Several major issues remain which are relevant to be pursued through advocacy using evidence generated by SBMCs. ESSPIN could play a valuable role in helping both CSO and government sides of the CGP think through how they could deliver such advocacy in the most effective way, bearing in mind the limited advocacy funding opportunities that may exist.

20. Questions remained about how well government understands the need to invest in all aspects of the ESSPIN model to ensure good quality and motivated SBMCs. This area should be focused on by ESSPIN as part of technical advice and collaboration with state

governments over the next two years. A key task for ESSPIN will be to provide clear information about the cost-to-benefit ratio of the combined aspect of the model so far.

21. The ESSPIN team will also need to consolidate its thinking on how much the SBMC development model can or should be 'watered down' to reach more communities in the desired timescale, and what the minimum standards should be for funding, managing and delivering the SBMC development model at scale. Negotiating understanding and agreement with government partners in support of replicating the model according to minimum standards will be an important step. Such standards would be usefully disseminated to other states to assist with nationwide replication of the ESSPIN SBMC model adopted and funded by UBEC.

Overview of findings: comparison of SBMC impact from 2011 to 2014

Table 1: Findings from 2011's qualitative review of SBMCs (Little and Lewis, 2012)

Resource mobilisation & management	More children in school	Community empowerment	Women & children's voices	Duty bearers held to account	Sustaining SBMC development
SBMCs have mobilised resources from the local community (Reported by community, government, CSOs)	School enrolment has increased due to SBMC activity (Reported by community, CSOs)	SBMCs have taken a problem-solving approach (Reported by community, government, CSOs)	Women have been involved in SBMC & school improvement activity (Reported by community, government, CSOs)	SBMCs have approached government for support (Reported by community, government, CSOs)	Demand for SBMC activity has increased (Reported by community, government, CSOs)
SBMCs have improved school infrastructure & environment (Reported by community, government, CSOs, children)	School attendance has been increased by SBMC activity (Reported by community, CSOs)	Mutual responsibility for improving education has increased (Reported by community, government)	Children have been involved in SBMC and school improvement activity (Reported by community, CSOs, children)	SBMCs have improved teacher management & presence (Reported by community, government, CSOs)	Monitoring of SBMCs' work has improved (Reported by government, CSOs)
SBMCs have delivered more teaching & learning resources (Reported by community, government, CSOs)	Working children's attendance has been increased by SBMC activity (Reported by community, government, CSOs)	Community sense of ownership of education has been increased (Reported by community, government, CSOs)	Children have been given a genuine voice in education (Reported by community, CSOs)	SBMC activity has improved teacher behaviour (Reported by community, CSOs, children)	Support for further SBMC development is in place (Reported by government, CSOs)
SBMCs have secured resources from government (Reported by community, government, CSOs)	Girls' attendance has been increased by SBMC activity (Reported by community, government, CSOs)		Women have been given a genuine voice in education (Reported by community, CSOs)	SBMCs have secured good responses from government (Reported by community, government, CSOs)	
	Attendance of children with disabilities has been increased by SBMC activity (Rep. by community, CSOs)				

High incidence: over three-quarters of school community stakeholders consulted reported the issue

Low incidence: reported by a third or less of school community stakeholders

Medium incidence: reported by approximately half school community stakeholders

Very low incidence: reported by two groups of community stakeholders

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Table 2: Findings on SBMC impact from 2014 qualitative review

Resource mobilisation & management	More children in school	Community empowerment	Women's voices	Children's voices	Duty bearers held to account	Sustaining SBMC development
SBMCs have mobilised resources from the local community	School enrolment increased due to SBMC activity – including children returning from private schools	SBMCs have taken a problem-solving approach	Women have been involved in SBMC & school improvement activity	Children have been involved in SBMC and school improvement activity	SBMCs have approached state & local government for support	Demand for SBMC activity has stayed strong
SBMCs have improved school infrastructure and environment	School attendance has been increased by SBMC activity	Mutual responsibility for improving education has increased	Women have regularly been attending SBMC meetings	Children have regularly been attending SBMC meetings	SBMCs have improved teacher management & presence	Monitoring of SBMCs' work is active & sustained by government
SBMCs have delivered more and better teaching and learning resources	Attendance of children affected by poverty increased by SBMC activity	Community sense of ownership of education increased	Women's committees regularly report at SBMC meetings	Children's committees regularly report at SBMC meetings	SBMC activity has improved teacher behaviour and practice	Information from SBMC monitoring is used to inform decision making at state level
SBMCs have secured resources from government	Girls' attendance has been increased by SBMC activity	School encroachment and occupation reduced by SBMCs	Women's committee priorities are reflected in school development plans	Children's committee priorities reflected in school development plans	SBMCs have secured helpful responses from government	Support for further replication of the SBMC development model is in place
Sustainable government resources for school improvement directed through SBMCs	Attendance of children with disabilities increased by SBMC activity	Conflict between ethnic groups has been reduced due to SBMC negotiations	Women's committees mobilising other women's groups for education	Children are speaking at LGEA SBMC Forums		
	Working children's attendance increased by SBMC activity					

High incidence: reported by over three-quarters of stakeholders   Medium incidence: reported by approximately half of stakeholders
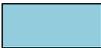
Low incidence: reported by approx. one-third of stakeholders   Very low incidence: reported by two groups of stakeholders

Introduction

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- SBMCs are increasingly enrolling disabled children, and supporting them with practical and financial aid to stay in school.
- Communities have responded well to the SBMC development model. This may be because it comprises clear messages about SBMC roles, regular capacity support and engagement, and emphasis on evidence and networks.
- There is good consistency between states on SBMC and CGP capacity.
- There is now more systematic information flow from SBMCs to LGEAs and from LGEAs to SUBEB, around school investment needs and SBMC activities. SUBEB feedback to LGEAs and SBMCs on how it is responding to school resourcing needs is not yet consistent or well established, although it has improved in general. SMO reports represent more systematic information flow.
- CSOs are using evidence provided by SBMCs to shape effective advocacy at LGA and state levels, and SBMCs are collectively influencing government on community education priorities through LGEA level forums. Government is happy with the information and insight provided by this.

Background

32. 1,565 SBMCs were activated and trained using ESSPIN's approach between 2010 and 2012, through ESSPIN funding. A further 7,944 SBMCs are being activated and trained in ESSPIN states in the replication phase of the SBMC programme, which is funded and managed entirely by state government and Universal Basic Education Commission (UBEC) funds, with technical advice from ESSPIN. Of the 7,944 SBMCs, 4,505 of these represent all primary schools in Kano State and all 1,004 primary schools in Lagos State. Several states are considering replicating the model to secondary education.

33. ESSPIN's monitoring and evaluation mechanisms capture detailed data on SBMC impact and function, through an information system set up with local government and CSOs. This system itself offers strong potential for increasing the accountability and effectiveness of government education management. In addition, ESSPIN conducts a large-scale Composite Survey every three (?) years, which provides quantitative data on SBMC functionality across a range of indicators.

34. In 2009, in-depth research was conducted for ESSPIN into how SBMCs were working in Nigeria (Poulsen, 2009). The research found that SBMCs were not effective or participatory, and that SBMCs needed far greater training, resources and ongoing support to deliver on their potential to improve children's enrolment, retention and achievement. Communities had no means of expressing what they wanted to change in education.

35. The research identified that whilst there were Federal Guidelines issued on SBMC development in Nigeria (2006), the reality of implementation from state to state differed. The research highlighted a very weak relationship between Civil Society and Government in the education sector; that SBMCs had become elite bodies without broad community participation; that there was confusion about the roles and responsibilities of SBMCs and what the vision/mission was; that women's participation was limited and that children's participation was generally not accepted at all.

36. In 2011, a qualitative analysis was undertaken of ESSPIN's Output 4 – Community Engagement and Learner Participation work. Research was carried out in five states – Kaduna, Kano, Kwara, Jigawa and Lagos – to observe ESSPIN-funded SBMCs' initial impact in the local community (Little and Lewis, 2012). This research identified good progress around setting up and activating SBMCs, but some concerns about the extent of women's and children's participation. These issues had been addressed through setting up dedicated women's and children's committees attached to SBMCs.

37. A 2011 analysis of records kept by CSOs and SBMCs since 2009 (Pinnock, 2012) found that SBMCs supported by ESSPIN were performing well on a range of measures. (give examples) However, women's and children's voices were not as strong within SBMC work as was deemed necessary to ensure equitable representation of community education concerns by SBMCs.

38. The 2014 SBMC review was commissioned to track SBMCs' progress since the two 2011 reviews, and to provide qualitative information to illuminate and triangulate data captured through ESSPIN's internal monitoring and 2014 Composite Survey. The review aimed to provide further qualitative information on the nature of relationships and functions around SBMCs - by visiting schools; interviewing parents, children, and officials; and observing interactions, infrastructure and information exchange around SBMCs and community involvement in education.

39. The aims of the research were as follows:

   - Review SBMC performance, impact, and support and monitoring mechanisms in 2014 compared with 2011. Do areas of weakness identified in 2011's qualitative analysis persist?
   - Produce a descriptive overview of current SBMC performance in all ESSPIN states
   - Capture relationships, behaviours and dynamics in SBMC functioning which ESSPIN's quantitative Composite Survey would find hard to measure.
   - Record findings and case studies of good practice for DFID and other stakeholders.

- Produce recommendations and areas for further investigation.to strengthen the impact of ESSPIN voice and accountability work to 2016.

ESSPIN's SBMC training and development model

40. ESSPIN's approach for training and developing school based management committees (SBMCs) was developed by Save the Children UK. The model begins by activating SBMC membership in communities, after supporting a state policy visioning process to clarify the role and remit of SBMCs in overall school governance. Policy guidelines and an SBMC handbook are produced and disseminated to school communities in local language. CSOs then play a key role in mobilising SBMCs to form, already having built up trust with school communities.

41. Once activated, SBMCs are given an initial four-day training programme by CSO and local government education staff, from the Department of Social Mobilisation. SBMCs then start working to support school improvement increasing school enrolment, bringing community and government funds and other resources into the school, monitoring teaching and learning and building networks to increase participation and support for education.

42. Every two months for between 12 and 18 months, SBMCs receive a mentoring visit which involves a training session and discussion of achievements and challenges. SBMCs are supported to set up women's and children's committees during this time, to ensure that women's and children's ideas are prioritised in school development planning, advocacy and community mobilisation. Mentoring provides additional capacity support and helps SBMCs to choose new courses of action when they meet with barriers. Reports from mentoring sessions written by social mobilisation officers and civil society partners are used to send information on community needs and efforts in education to government and civil society, for use in planning and advocacy.

43. Follow-up training done during mentoring visits covers a range of areas which SBMCs are expected to gradually take on; including fundraising, maximising women and children's participation, engaging with government, inclusive education, protecting children's welfare, communication and conflict resolution. A major crosscutting theme of training is using evidence to negotiate with government and private bodies/organisations to improve support for schools and children.

44. All training and mentoring is done by a partnership of local government officials from local government education authorities' (LGEAs') social mobilisation teams and civil society organisation (CSO) representatives. This partnership is called the CGP (Civil Society-Government Partnership). Social mobilisation officers (SMOs) and CSO staff work in pairs, covering up to 20 schools each. Thus SBMCs have regular access to advice from both civil society and government.

45. CSOs are able to feed information from SBMCs on persistent problems with education into advocacy at local and state level. SMOs regularly feed up information to the State Universal Education Board (SUBEB) on resourcing priorities for schools, and on education access and quality challenges affecting communities, using a reporting template developed with ESSPIN.

46. The engagement of CSOs by government in the education sector is a key innovation, in that government funds are being used to contract CSOs to help government deliver support to SBMCs. Initial research into SBMCs in Nigeria highlighted there to be a very weak link between Civil Society and government (Poulsen, 2009). Scepticism existed initially as to

whether this partnership would work well in mobilising the community to support education and school improvement.

Methodology

Overview

47. The purpose of this research was to study the degree of change and impact of the community engagement aspect of ESSPIN's work between 2011 and 2013.

48. Taking place over two weeks in six states, the study used qualitative methods to gather a picture of achievements and issues around SBMC and community engagement work that ESSPIN has facilitated. The study focused both on areas where SBMC work funded by ESSPIN had taken place (termed Phase 1), and on newer areas of replication funded by government (Phase 2).

49. Two researchers – one visiting Enugu, Kwara and Lagos states, the other visiting three northern states – Kaduna, Kano and Jigawa – used qualitative and participatory approaches to gather information. The work was supplemented by a rapid desk review of existing project and partner reports (see Appendix 1).

Field research

50. After rapid desk review of SBMC monitoring documentation, field research was undertaken in late February –early March 2014. SBMCs, women's and children's committees, CSO staff and local and state education officials were interviewed (see Appendix 3) as shown in the table below.

State	Visits
Enugu	2 schools 6 CSOs SMO (1 LGEA)
Jigawa	3 schools 6 CSOs 2 LGEAs SUBEB office
Kaduna	3 schools 10 CSOs 2 LGEAs 1 SUBEB office
Kano	3 schools 6 CSOs 2 LGEAs SUBEB office
Kwara	4 schools 8 CSOs 2 LGEAs SUBEB office
Lagos	2 schools 5 CSOs SMOs and ESs SUBEB office

Research questions

51. Overarching research question:

    - What are the challenges and lessons learned as a result of the activation, training and mentoring of SBMCs through a partnership of civil society and government (CGP) towards increased community demand, voice and accountability for inclusive, quality education?

52. The researchers used the following main areas of questioning when interviewing stakeholders:

    - What role have SBMCs activated with ESSPIN support played in mobilising and managing/governing resources for school improvement according to community concerns?
    - To what extent have SBMCs activated with ESSPIN support been involved in School Development Planning (SDP)?
    - What role have SBMCs activated with ESSPIN support played in bringing more children from excluded groups, particularly girls, into school?
    - To what extent are SBMCs activated with ESSPIN support contributing to processes of community empowerment, community voice and participation in education?
    - To what extent have women/children and other excluded groups been enabled to have a voice?
    - To what extent have SBMCs activated with ESSPIN support been able to hold duty-bearers to account on improvement of schools and education for children?
    - How has the ESSPIN model of SBMC activation contributed to the capacity of civil society and government to stimulate demand, support and monitor the process of SBMC development?
    - What are the main differences observed (if any) between the ESSPIN Phase 1 pilot schools and the Phase 2 schools benefiting from state support?
    - To what extent have the most challenging areas highlighted in the first qualitative report improved since 2011 and what brought about the improvement? (These areas of challenge were primarily women's and children's voices not being strong or constant enough in SBMC functioning.)

    Detailed guide questions can be found in Appendix 2.

Field research methods

53. Two days were spent in each state visiting schools, government offices and CSOs. During the field work the consultants carried out visits to schools, local and state education offices and CSO offices, and conducted face-to-face interviews and focus group discussions. Small group discussions within focus groups were encouraged with women's and children's groups, in order to encourage freer local-language discussion and observe basic group dynamics.

54. School locations were selected to represent the range of communities supported by ESSPIN – some rural, some in semi-urban/rural, some urban. At least one school in the initial ESSPIN-funded pilot SBMC support programme was visited, plus at least one school in the government-funded replication phase, which had recently begun in most states. Enugu had not yet started replication, having joined ESSPIN later than the other states, so visits to a

government and a mission school were made, reflecting ESSPIN's dual engagement with Church and government schools.

55. A brief review of SBMC notetaking and school development plans contributed to by SBMCs was conducted in schools, as well as observation of the general school environment. It was decided to spend more time in fewer schools during the review, so that slightly more in-depth discussion and interaction could be facilitated.

56. Review of reports produced by SMOs and CSOs was conducted to check that issues reported in school visits and stakeholder discussions were representative, and to get a sense of where the observed capacity of visited SBMCs ranked in the range of SBMC capacities recorded in reports.

57. In analysing visit data, triangulation between stakeholder groups was done so that issues reported consistently across groups were prioritised in reporting of findings. Interview records noted unprompted versus prompted statements, taking unprompted statements as indications of stronger interest in an issue. For example, in the 2011 qualitative review, inclusion of disabled children was mentioned unprompted only a couple of times. In this review, the majority of SBMCs talked about supporting disabled children unprompted. This was taken as an indication of stronger interest and capacity around inclusion of disabled children.

58. Direct accounts were prioritised over indirect accounts. For example, evidence from SBMCs about their own achievements and workings was given greater weight than accounts of SBMC work from other stakeholders.

59. A key feature of the review was to get the advice of SBMC members, children, mothers, and other community members, as well as government and CSO staff, on where ESSPIN should focus its efforts to make SBMC development fully sustainable and effective in Nigeria. Several of the recommendations in this report are therefore based on participants' views.

Research participants

60. A range of stakeholders was involved: SBMC members, women's committees and children's committees, CSOs, LGEA and state officials and ESSPIN staff. In LGEA offices, meetings with the Social Mobilisation team and the Education Secretary were conducted. At SUBEB level, heads of the Social Mobilisation Department and Social Mobilisation SBMC Desk Officers were conducted. CSOs engaged in delivering the SBMC support model with Social Mobilisation took part in discussion.

61. The same groups of participants were interviewed in each school, prioritising women and children. ESSPIN staff in each state arranged meetings and focus groups meetings and these involved participation by various numbers of SBMC members, women's and children's committee members, CSO workers and LGEA and SUBEB officials depending on who had been invited and who were able to attend. The researchers were scheduled to visit a Phase 1 school and Phase 2 school. In the Phase 1 school arrangements were made to conduct focus group discussions with the SBMC and women's committee. In the Phase 2 school, focus group discussions were arranged for these committees plus in addition the children's committee.

62. Each researcher brought a different perspective. Duncan Little had conducted the 2011 qualitative review, and so was able to compare the quality of interactions and issues raised at SBMC level between then and 2014. Duncan had had no other involvement with ESSPIN, and was thus able to take a more critical 'outsider' perspective, comparing the quality of SBMC participation and interactions with other participation and accountability projects. Helen Pinnock, while not directly involved in the implementation of ESSPIN, had led the initial design of SBMC training, and was able to identify how closely actual SBMC workings and impact reflected initial intentions. Through providing regular technical support to ESSPIN and other education programmes in Nigeria, Helen had knowledge of starting conditions for SBMC development and of various contextual issues.

   Full details of participants are provided in Appendix 3.

Limitations

63. As this review was not quantitative, and did not produce statistical analysis, nor did every participant/group of participants answer identical questions, it only suggests trends or emphasizes common interpretations of issues expressed by the research participants.

64. Constraints on review time and resources meant that only two days could be spent in each state. Small numbers of schools, with more time in each school, were prioritised to enable richer discussions. It was not possible to go back and do retrospective follow-up on issues that arose. This meant that issues are reported as they arose, and that any further investigation would need to be instigated by ESSPIN at a later date. Travel to Enugu was delayed by poor weather conditions, meaning that final meetings had to be arranged only the day before. This ruled out meeting SUBEB officials.

Findings

65. The review found that SBMCs supported by ESSPIN were performing well across all the areas expected of them. The voices of traditionally excluded members of communities, such as women and children, were well represented in SBMCs, and patterns of education resourcing were changing to reflect community needs. The benefits of in-depth, ongoing training and advice were apparent in the increased effectiveness of SBMCs.

66. Local and State government and CSOs were working well with SBMCs, and there were good prospects for making SBMCs fully sustainable and effective across ESSPIN states. There are now major opportunities for ESSPIN to strengthen the ways in which government uses SBMC information for more equitable planning and targeting of education resources.

67. The review found encouraging consistency between states and schools on SBMC function and achievements. There were also varied areas of strength and progress between different states, but in almost all areas of challenge or weakness identified in one place, examples from other places showed progress or solutions. The review also found overall improvement in comparison to the same research conducted in 2011. This implies that in the next two years of ESSPIN, areas of good practice can be shared and built on to promote further consistent progress.

68. In summary:

- SBMCs have branched out, becoming active on inclusive education for disabled children, child protection and poverty barriers, and continuing with local resource mobilisation and requesting support from government.
- Community ownership of schools, seen as embodied in SBMCs, is clear and welcomed across all stakeholder groups, especially within government.
- Women and children's voices are now established within SBMC functioning, and their priorities are included in school development planning, along with the wider community.
- SBMCs are increasingly enrolling disabled children, and supporting them with practical and financial aid to stay in school.
- Communities have responded well to the SBMC development model. This may be because it comprises clear messages about SBMC roles, regular capacity support and engagement, and emphasis on evidence and networks.
- There is good consistency between states on SBMC and CGP capacity.
- There is now more systematic information flow from SBMCs to LGEAs and from LGEAs to SUBEB, around school investment needs and SBMC activities. SUBEB feedback to LGEAs and SBMCs on how it is responding to school resourcing needs is not yet consistent or well established, although it has improved in general. SMO reports represent more systematic information flow.
- CSOs are using evidence provided by SBMCs to shape effective advocacy at LGA and state levels.

69. Findings are discussed in more detail under four main headings:

- SBMC action and impact
- Community participation in SBMC work
- Accountability from government and other education authorities
- Replication of the SBMC development model

70. These areas reflect the basis of SBMC effectiveness under the ESSPIN model. SBMCs need to be constantly active in generating improvements to children's education, and the regular mentoring they get from the CGP is intended to help SBMCs keep up momentum and avoid getting derailed by intractable problems.

71. Unless the participation of all key stakeholders is actively sought, SBMCs will not be able to deliver the accountability needed for education to serve the community. Learning from ESSPIN has been that focused efforts are needed to ensure the participation of women, children and other groups previously excluded from representation and debate.

72. Thirdly, as the duty bearer for the right to education, government needs to respond to SBMCs' requests for support in response to community needs and concerns. This means government not only having the capacity and political will to respond to individual SBMC requests, but systematic mechanisms for using information and issues raised by SBMCs to improve the efficiency and relevance of education management. SBMCs offer a low-cost and effective way for government to know which resources are needed and where. The EMIS system should ideally show signs of shifting to incorporate SBMC information.

SBMC action and impact

Increased enrolment and retention

73. SBMCs, LGEA and SUBEB officials, and CSO representatives all noted that the SBMCs continue to work on raising school enrolment (or re-enrolment, where children have dropped out). SBMC members consistently described this happening through enrolment drives, often preceded by discussions with local religious and traditional leaders. As SBMCs have got more established, regular enrolment drives have narrowed in focus - initially messages were around the idea that the community owns the school, that education is important, and that everyone should put their children into school and support the school to do better. This was noted in both 2011 reviews. However, since 2011, enrolment increases have stepped up. Often it is women's committee members who are initiating enrolment drives, both in the phase 1 and phase 2 schools visited.

74. As SBMCs have managed to raise more money and more support to improve schools, they have focused awareness raising on the improvements made. The Phase 1 SBMC in Lagos, and the Phase 1 SBMC in Kwara and Enugu, all reported doing this, and taking children back from private schools. Enrolment was reportedly increasing every month because of this.

> *"We told parents that they have the right to free education, and that their school is now active and strong again." SBMC Chair, Phase 1 school, Lagos*

75. All SBMCs in the South reported that improvements to teaching practice through ESSPIN teacher training had encouraged parents to bring children back, as well as SBMC action to throw out traders and gang members occupying school premises.

76. In 2014 it was clear that in comparison to 2011, all SBMCs (even Phase 2 SBMCs), especially the women's committee, are now identifying and actively negotiating with more marginalised community members - such as beggars (Almajiri), the very poor, those caring for orphans, nomadic peoples such as the Fulani, parents of children with disabilities and albino children, to send their children to school. Several interviewees at SBMC and government level mentioned the advocacy that has recently taken place in the community to encourage children with disabilities to attend school. These children were often mentioned without prompting by interviewers, illustrating the effect that the CSOs' mentoring activities may have had in the community. For example, staff from Kumbotso LGEA, Kano, suggested that an estimated 25 per cent of children with disabilities living in the community now attend school.

77. Accounts from SBMC members during the review were backed up by regular reporting from CSOs and SMOs of SBMCs bringing girls and disabled children back into school. More recent enrolment campaigns have also focused successfully on girls' education and on disabled children's education.

78. SBMCs and women's committees also reported advocating for boys' enrolment and frequently worked to reduce their lateness and truancy. Boys were reported in some SBMCs as more likely to truant, leaving at break-time or leaving home to go to school but failing to arrive.

79. At the same time, SBMCs report continuing to pursue individual advocacy with parents of children that they see dropping out from school or on the streets during school hours. SBMCs often have to find money to cover the most excluded children's food and clothing costs, as parents are either unable or unwilling to fund this.

Promoting access for girls

80. Often, campaigns about girls have emphasised enrolment in secondary education, and advocated that girls should not be married early. For example, at Limawa Primary School, Kano, which was also visited in 2011, the headteacher noted that there had been great increase in enrolment (now 943 pupils), with nearly half – 417 – being girls. This is a large increase in girls' presence.

81. The success of increasing girls' attendance was celebrated throughout all six States. Interviewees stated that women's committees have been the main advocates for girls' rights to education at community level and also for a reduction in their late-coming and dropping out. Kumbotso SBMC, Kano, noted that *"there is demand for schools for girls' education. This is because of sensitization, understanding the value of girls' education."*

82. Women also raised the issue of early marriage, which forces some girls to drop out of primary school or not transition to JSS. Presently, many girls marry at approx. 12 years of age, and thus they drop out of primary school, and do not transition to JSS, or then onto SSS. Women are beginning to sensitise their communities: advocating that education is important for older girls as well and that girls should wait and be married later, at perhaps 18 or 19 years of age, to allow them to complete JSS and SSS.

83. At Oke Oyi LGEA School 1, Kwara, the women's committee reported that since they began advocating for girls' education there is nothing like the early pregnancy rate that there was before, while in Kaduna, CSOs observed that girls who have married very early are being encouraged to return to school and some schools are accepting them.

Increased demand in response to enrolment campaigns

84. In addition, many kindergarten children have been enrolled to set up preschool classes, in support of recent government policy encouraging preschool to be offered by government primary schools. SBMCs in all states reported setting up preschool classes, often raising funds to pay for teachers.

85. Recent enrolment drives, often boosted by SBMC progress in improving schools, have been so successful that they had led to overcrowding in many of the schools visited, with increased need for additional classrooms and teaching staff. In Oke Oyi school 1 and 2 (Phase 1, Kwara), efforts had been made to negotiate for additional teachers as a result of increased enrolment. However, enrolments had been rising so quickly that government had not been able to respond. It appeared to take government in this LGEA (Ilorin East) almost to respond to teacher requests.

86. Transition from primary school remains an issue for many P6 students. SBMCs have enrolled many children but they have begun to identify problems once these children leave primary school. Many do not have the resources to enrol in JSS. The Army Camp Schools (ACS) – Art 1 and Art 2 Primary Schools, Kaduna, are aware that there are 200 students "stranded" at the end of P6, mostly orphans or destitute children. They have asked the community to help with uniforms, but no help has yet arrived. However, the SBMC at Ali Dogo Primary School, Kaduna, has recently sponsored 58 students to go to the nearby JSS, providing them with uniforms, textbooks and learning equipment so that they can transition and enrol in JS1.

There was enthusiasm among most LGEA staff interviewed to expand SBMCs to secondary school, and some secondary schools (e.g. in Jigawa) already had active SBMCs, although most had not been trained using the ESSPIN model.

87. However, many children still do not attend school regularly, especially where financial support is not available. Poverty and parental attitudes (not caring about education) were often mentioned as some of the reasons. Some interviewees stated that children do not attend because of lack of lack of uniforms, learning materials or money for food. Women's committees, CBOs, CSOs and SBMCs have alleviated these problems to some extent thorough donations of these items. Women state that they "know" who these children are and give them a few Naira so that they can buy food for breakfast or at break-time. This helps to increase attendance of children from poorer families.

Payments are barriers to access

88. On many occasions participants brought up the problem of school payments – either PTA levies or final exam payments – as stopping many children from attending school or completing their primary education. They argued that they are told that primary school is free, yet it still costs a lot because of these payments plus the need to buy uniforms, shoes and learning materials. Participants have been discussing these issues within the SBMCs and at local and state government level. Women and children have been pivotal in bringing out these fee barriers to education access.

Case studies of SBMCs supporting school access

The children's committees of Oke Oyi LGEA School 1, Kwara, and Army Camp Schools (ACS) – Art 1 and Art 2 Primary Schools, Kaduna, were concerned that many children do not access education because their families cannot afford to pay the PTA levy. And many do not transition from PS to JSS for the same reason – the JSS PTA levy. Students at Army Camp Schools (ACS) – Art 1 and Art 2 Primary Schools, Kaduna, also stated that the exam fees at the end of P6, which costs 1100Naira, also stop them transitioning to JSS because they need to take these exams to proceed.

The women's committees of St Michael Primary School, Kwara, and Oke Oyi LGEA School 1, Kwara, both mentioned that many parents find it difficult to pay the PTA levy. The women's committees, the SBMCs and individuals in the community have been providing money to pay the levy if families cannot pay. They noted that the government has reduced the PTA levy but the price is still too high for many families.

The women's committees from St Theresa Primary School, Lagos, and Obinaga Anaeke Nachi Community Primary School, Enugu, both raised the issue of school fees for secondary education. Even if primary school students pass their end of school exams, and families have the PTA levy, they also have to find money for secondary school fees and this stops many children continuing with their education. They therefore do not transition to secondary school (JSS), or drop out once there and perhaps go and learn a trade.

89. Women's committees and SBMCs consistently reported helping with PTA levies to ensure that these children feel accepted and part of the school community. Children's committees (see below) particularly highlighted the way in which PTA levies work to exclude children from school, reporting that teachers are encouraged to tell children not to come to school if their parents cannot pay the levy.

90. Child labour also remains a problem, though through women's committee advocacy in particular it has decreased. Girls are asked to do domestic chores or to go 'hawking' – selling goods in the community before school. Boys are also going to work as hawkers, selling water or wood, or herding goats/cattle. In all states their parents had been asked to schedule this after school or at weekends and this has improved girls' attendance.

Recommendations for ESSPIN
- Work with CSOs to advocate on the issue of PTA levies as a barrier to school access, as communities are unlikely to be able to continue to pay school fees for vulnerable children.
- Work with SMOs to ensure that information on overcrowding is documented in SDPs and SMO reports, and develop a more timely response mechanism from government based on school needs for additional teachers and other inputs, based on enrolment increases.
- Explore possibilities for linking primary and secondary school SBMCs under the replication of ESSPIN model. Can primary SBMCs make contact with JSS SBMCs (if they exist) before handing over planning for children aiming to transition into secondary? Can this information be fed up through current reporting systems? Can it be fed up through SBMC Forums at the LGEA where all stakeholders can discuss this issue and start to plan for it?
- Ensure that information on access to school of marginalised children is included in SBMC documentation and reporting.

Mobilising community resources

91. All SBMCs reported major successes in raising funds, materials and time from the community, on the basis that the community owns the school. Diverse resource mobilisation strategies, in line with the content of ESSPIN's resource mobilisation training, had been employed. Community members who had left and set up successful business had been successfully targeted for funding, as had local NGOs and foundations.

92. In Lagos, SBMCs had also been very successful in bringing in corporate donations, although some corporates had made promises that had not been fulfilled. St Theresa, a Phase 1 school in Apapa, Lagos, had arranged a major overhaul of the school's infrastructure provided by Pepsico, although promises of fuel and electricity support from the neighbouring oil terminal had not been delivered.

93. As at April 2014, ESSPIN reported that SBMCs had mobilised 2.2 million GBP from communities and networks, half of which had been raised in Lagos.

94. SBMCs in the South consistently reported with pride that bringing both community and government resources into schools had resulted in many children coming back from private schools - particularly when unsafe buildings had been renovated, or water supplies and sanitation had been added. In Lagos, the SBMC Chair of the Phase 1 school reported that he had brought his own children back from private education to the public school when improvements had been made.

Improving school learning environments

95. SBMCs and women's committees consistently reported continued action at local level to mobilise resources and support for improved quality of the learning environment. Often both women's committees, children's committees and SBMCs spoke of achieving the same things, with the women/children saying that they had suggested these things and had then taken them to the SBMC for discussion and agreement:

- improving teacher attendance and reducing their lateness
- advocating for more teachers and recruiting and paying for voluntary and/or temporary teachers
- latecomers and truancy – how to support them
- sensitisation of need for girls' education and thus increased girls' enrolment
- expressing concerns about students' hygiene/cleanliness, such as dirty uniforms. They have also spoken about keeping the school environment clean so that uniforms don't get dirty
- improving water sanitation and hygiene issues
- monitoring teaching and learning
- improving food quality and ensuring that it is served on time
- repairs to toilets, furniture
- erecting perimeter fencing
- visiting companies and banks (town SBMCs) and asking for their blocks to be renovated (e.g. Kaduna Breweries, Lagos Coca Cola) and supplying uniforms, text books, writing equipment, etc.

Supporting inclusive education

96. Several women's committees and SBMCs raised issues without prompting around disability, and showed interest around education quality and inclusive education, saying that although they have seen child-centred learning occurring in class – group-work and pair-work, etc. – and know that teachers have received some training, they are aware that not enough inclusion is happening. There were several requests for more advice for teachers on how teachers can meet the needs of all children, and concern about how far teachers should go to include all children. Women's committee members expressed reassurance when reviewers gave practical examples of things teachers could do, and explained that teachers were not expected to fix disabilities or to spend a large amount of extra time on disabled children.

97. Ali Dogo Primary School's women's committee, Kaduna, noted that the teaching and learning "has got better." This was echoed by the women's committees of the Army Camp Schools (ACS) – Art 1 and Art 2 Primary Schools, Kaduna, who said that they felt that teaching is improving, new methods are used in class as teachers have had training workshops on child-centred learning, pupils are more involved; they are talking more and working in groups.

98. At Madobi Primary School, Jigawa, the SBMC wanted to learn more about child-centred learning and differentiation. They discussed about grouping children, having different furniture, e.g., tables and chairs, so that children can learn together.

99. The committee members stated that they also wanted to learn more about inclusion so that when they were monitoring the teachers they would know what they were looking for. However, there was debate, in that they wondered how far they could go in telling the teachers how they should be teaching, i.e., are they 'inspectors'? These issues were shared informally with ESSPIN teaching experts at state level, who also expressed interest in finding ways of helping teachers work with disabled children in appropriate ways.

100. Many interviewees mentioned (without prompting) how they have been advocating the inclusion of children with disabilities in school, and illustrated this with examples of children who had now started attending. This demonstrates the effect that CGP inclusion mentoring and training is having in the community

attitudes. Jigawa CSOs noted that there is "no barrier to children now there is an inclusive education policy." It was mentioned that Inokoye 1 Primary School, Kwara, is enrolling hearing impaired children and the Lagos LGEA team noted that SBMCs are increasing their focus and monitoring on inclusive education and as a consequence more children with disabilities are present at school.

101. When asked, community members sometimes stated that they did not have children with disabilities and that these children are attending neighbouring special schools. This was a common response in Lagos, and more common in general in Phase 2 schools. When pressed as to whether all disabled children were really in schools, SBMC members were less confident. Children and mothers appeared to have better knowledge of the situation of disabled children.

102. In St Michaels, the Kwara Phase 2 school, after some pressing the women's committee said they did know of disabled children out of school but did not know what to do about them. Examples were given of how other SBMCs in much poorer communities in Kwara had asked CSOs to help them find healthcare and living support from charitable foundations, and had supported disabled children's daily costs. Options for linking up special school teachers with local mainstream schools were discussed.

103. By contrast, the women's committee and children's committees at Oke Oyi 1 and 2 schools in Kwara, a Phase 1 school, said that the SBMC had been supporting children with disabilities to come to school (see case study below from Hilltop Foundation), and several people said, 'all children should learn together' – reflecting recent mentoring training by the CGP on inclusive education. This may confirm that disability and inclusion issues need to be addressed in the more in-depth training provided during mentoring.

Case study: SBMCs supporting disabled children to survive in school

Isaiah Daudu was born 15 years ago in Oke Oyi, Kwara State. Daudu Isaiah was born lame, after which his mother became mentally ill, and his father died some years after his birth. He was left to fend for himself at very tender age, begging for alms from passer-by and neighbours while being accommodated by a very old woman, to whom he delivers most of his earnings.

An SBMC became established in 2010 in Oke Oyi. After the training of the SBMCs on inclusive education, members were encouraged to seek out all physically challenged children as well as children of school age that were out of school for enrolment. The SBMCs were told to list out all children in the community that were out of school and write the possible reasons, as well as what could be done to enrol them in school: this was when Isaiah's name came up.

Isaiah was already 13 at that time and living solely on alms begging. The SBMC met him to assure him that if he quit begging and enrol in school, they will support his schooling, feeding and upkeep till he finishes schooling. Isaiah was enrolled in Primary 2 (six years older than the oldest of his classmates) and to the delight of the SBMC, he took his studies seriously and came top of his class at the end of the session, making the school give him double promotion to Primary 4.

The SBMC are responsible for his upkeep and take care of all his financial demands for school. Isaiah still has a major challenge in getting to school, as he has to crawl to school on daily basis and this is quite painful, taking 2 hours each way. Isaiah's teacher helps him by giving him extra time to review lessons he missed.

The SBMC have tried getting him a tricycle wheelchair, but it is too costly for them as they have other children in the school that they are supporting to remain in school. The nearest secondary school from Isaiah's house (the only one in the community) is about 2km away, and crawling there will take him almost 3 hours. Further efforts to seek a wheelchair are being continued by the SBMC and by Hilltop CSO.

104. Kaduna CSOs mentioned that "often communities do discuss inclusive education, and then it dies down." Accessibility of school buildings, distance in rural areas to school, and lack of healthcare, were discussed as barriers to children with disabilities which SBMCs do not feel they can overcome. In addition, teachers were described as not being able to identify children's needs in class. SBMCs and women's committees expressed demand for more training on inclusive education, focused on practical barriers and solutions, to be able to help more disabled children be welcomed into school. Kaduna CSOs recognize this and are presently advocating at SUBEB and state level to develop a policy for inclusive education so that children with disabilities must be included in school. In mid-February 2014 they "advocated for an enactment in law for inclusive education and child abuse." Discussions were held with the education committee of the house of assembly at the state house.

105. In Enugu and Kwara, recent CGP advocacy and training appeared to have had a major impact on attitudes and awareness around disability and inclusion of disabled children, minority Fulani children and girls. Combinations of state and local level advocacy campaigns, CGP training of SBMCs and women's and children's committees, and focus on inclusion and equity in mentoring visits, appears to have led to strong enthusiasm for the idea of inclusion.

106. In the Phase 1 school in Kwara, many interviewees talked about 'Every Child Counts', which had been the headline of advocacy work. Children and women described successful efforts to help girls into secondary school instead of being married. Outreach to Fulani communities was described in by CSOs Kwara, where efforts had been made by SBMCs to encourage Fulani children into school, often to the extent of funding teachers who spoke Fulani and could teach children Hausa.

107. In Lagos, advocacy by the CGP, based on the needs of disabled children which they had witnessed, had been very successful, leading to a major policy forum and commitments at state level to generate a specific inclusive education policy. This offers an interesting example of how CGP advocacy can generate solutions to issues that SBMCs and communities are not sure how to tackle.

Recommendations for ESSPIN
- Explore the possibilities to deliver practical training for teachers on inclusive education, with emphasis on disability
- Develop training for SMOs and SSOs on how to monitor and support inclusive education
- Encourage CGP to build links to teachers in special schools
- Promote sharing between CGPs in states around advocacy strategies for inclusion

Improving child protection

108. It was clear from interviewing Phase 1 SBMCs that they saw themselves as having a key role to play in improving children's welfare and protection both inside and outside school. Training on child protection issues has been delivered, and a range of action has been taken. There were several accounts of a reduction in child abuse, but it was clear that it still continues.

109. There were indications that Phase 1 SBMCs were more confident, outgoing and active on child protection issues, suggesting that having long term mentoring on more complex issues such as protection after the initial training had been valuable. However, all SBMCs, women's committees and children's committees were clearly aware that child welfare and protection was important, that SBMCs had a key role to play in reducing it, and that children should be safe and comfortable at school.

110. SBMCs and women's committees were asked if teachers or other adults in the school had ever behaved inappropriately with a female student - or what they would do if this were to happen. All answered that they had never had such an incident in their school. However, Kwara SMOs revealed that prior to SBMCs' restoration it was happening, but now it has stopped. They also said there are no longer any teenage pregnancies. They reflected that this may be because of the sex education, children's rights and schools' responsibilities training that the CGP were now delivering and the SBMC were transmitting.

111. The committees spoke of other child protection issues such as beatings by teachers. At Oke Oyi LGEA School 1, Kwara, the women's committee recounted how the teachers used to beat children a lot. The women's committee has asked them not to beat the children and use other ways to discipline them and the teachers are trying to do this. However the children's committee did admit that they were beaten, but only after they had been warned a few times. At both schools visited in Kwara, (after some prompting), the children's committee did admit that some teachers and other school staff did treat them badly.

112. It was not always possible to generate the atmosphere necessary to encourage children to disclose incidents of corporal punishment. Children's first answer when asked if the experienced corporal punishment was always, 'no', indicating that they and the adults around them knew that corporal punishment should not happen.

113. At one school, a child was observed kneeling as punishment, and this was raised with the head teacher. At Madobi Primary School, Jigawa, teachers and older students were observed still holding sticks even after having received ESSPIN's training on child protection. They were asked about this and the SBMC said it was "to show pupils how they need to behave."

114. Other child abuse issues commented on by interviewees included beating at home, hunger, bullying and drug taking.

Case studies: improving child protection

The Army Camp Schools (ACS) – Art 1 and Art 2 Primary School, Kaduna, observed that children sometimes come from home "with wounds". The women speak to their families to try and stop them from beating their children. The SBMC at Agege Primary School, Lagos, also told of an incident when a boy came to school with sores all over his body. They invited the boy's stepmother to school to discuss her stepson; but when she could not give a satisfactory response the LGEA invited the police and welfare department to investigate. The mother was cautioned and the SMO followed it up. She was required to write an undertaking by the child rights section at the LGA that she would no longer abuse her daughter and her daughter is now in secondary school.

At the Army Camp Schools (ACS) – Art 1 and Art 2 Primary School, Kaduna, the women's committees commented that they thought that children coming to school with "empty stomachs" (something children's committees also commented on) was child abuse. They helped these children by giving them food. When asked how they know these children, they said "we know them."

At the Oke Oyi LGEA School (Phase 1), Kwara, women's committee have noted a problem with bullying and some SBMCs in Kwara have set up disciplinary committee and encourage children to stop harassing each other.

In Agege primary school, a Phase 2 school in Lagos, the SBMC, after receiving training on child welfare and protection issues, noticed a child coming to school with welts on his back. Members asked him about it and he said they were from his stepmother, who also did not feed him well. The SBMC took photos as evidence and contacted the mother, telling her they would report her to the police's child protection officials if she did not stop. They asked her to stop her abuse, which did stop. The child became happier and healthier and attended school more regularly. Although this was a Phase 2 school, many more members of the SBMC had received direct training from the CGP than in the Phase 1 school, due to the previous cluster system of delivering SBMC training in Lagos.

At the Ali Dogo Primary School, Kaduna, the SBMC noted that in previous years people were selling drugs outside the school, but the community has now been organised by the SBMC to send these people away. They cleared the land where they were selling the drugs. Interestingly, some of the teachers volunteered to teach the 'sellers' after school.

Recommendations for ESSPIN
- Work with government partners to develop further reporting and action mechanisms for child protection issues affecting children in school communities.
- Help the Department of Social Mobilisation to develop simple, clear child protection policies at school level.

SBMC Forums: Sharing good practice and advocating for education

115. In 2011 it was noted that schools with SBMCs were beginning to informally link up to share ideas, as a result of ESSPIN training. Since then there have been large changes. Forums are running at local LGEA and State levels, they meet once or twice a year and are funded mainly by LGEAs with some initial funding support from ESSPIN. CSOs have provided substantial logistical and technical support on planning and advocating successfully for community priorities through these meetings. These events are promoting SBMCs and sharing good practice. Besides SBMC members others attending include LGEA officials – ESs, SMOs, SSOs, SBMC DOs, GOs, etc., State officials (e.g., senators), district heads, religious leaders, entrepreneurs from the community, CSOs and CBOs, PTA members, old boys and girls associations, students, etc. This leads to a sharing of good practice and meeting of ideas which are often taken forward through joint advocacy.

116. A sample of issues recently discussed at LGEA SBMC Forums across several states includes:

- attendance and drop out
- modern teaching and learning methodologies, child-centred education
- record keeping
- nomadic children
- girls' education
- orphans
- children with disabilities.

117. However, issues are often contextualized. In Kaduna, teachers' 'promotion' was raised. Teachers have not been 'promoted' each year. The SBMCs have requested this to start again, so teachers can get their increments. State politicians stated that there is nothing to

stop this happening and so the annual increment has resumed.This is a good example of how SBMCs are SUPPORTING teachers and not only 'monitoring' them.

118. Schools also continue to meet on an informal zonal/district level. For example, Ali Dogo Primary School, Kaduna, described that there are five town SBMCs in their district that meet up once or twice a term to discuss ideas.

119. In Kano, SBMC Forums discussed a variety of issues including:

   • families' inability to pay for exam fees at P6. These were then cancelled.
   • the issue that some girls did not want to transition to JS1 as there was no furniture in the buildings and they did not want to sit on the floor. The leader of the LGA, who was present, later brought furniture to the schools to ensure that the girls attended.
   • complaints about a lack of teaching and learning materials. The LGEA acted and sent chalk and exercise books to schools
   • the need for additional classrooms and furniture; the LGEA was asked to help to renovate classroom blocks and they stated that they would and local PTA members agreed to fund roofing materials and blocks for walls
   • students stated that there is overcrowding in classes – 150-250 people, and there is a shortage of buildings
   • the local Islamic Centre hosted an LGEA forum for approximately 125 SBMC representatives, community members and local and state government personnel free of charge.

120. SBMC Forums have also been forming at a higher or lower level, independently of ESSPIN support; indicating that there is strong demand among government and communities for the opportunity offered by SBMC Forums to discuss common education challenges and solutions. In Enugu, the GP decided the LGEA forum in Udi LGEA was too big, so set up smaller cluster level forums. The CGP has also developed a higher level SBMC steering committee in the state to act between communities and government. State level SBMC Forums were also reported in Jigawa and Lagos.

Recommendations for ESSPIN
   • Encourage continued expansion and investment in SBMC Forums by government, as a way for government to get up to date information on major community demand issues, and to promote policy and practice change in response.

Community participation in SBMC activity

SBMC membership

121. There have been no problems in finding people wishing to volunteer on the SBMCs, often too many people want to join and so SBMCs have decided to use this enthusiasm and have included all who wish to attend the meetings. However in Kwara, it was discovered that some people often did not come to SBMC meetings when invited, especially in urban areas where people are very busy.

122. Most SBMCs stated that there had not been many changes in SBMC representation, with Phase 2 schools only just up and running, and several Phase 1 SBMCs mentioning that they would have elections in 2015. Some SBMCs suggested that people should only serve two terms and then change, arguing that they could always be elected again onto the committee in later years.

123. Occasionally, people still look to SBMC membership as a means of financial gain for themselves. In Kaduna they noted that at the start of Phase 1 "some community members mistook it [the SBMC] for payment and so they left." However, it was felt that this misunderstanding has been rectified and members understand that SBMCs are voluntary. This message was being emphasised in training of trainers (TOT) conducted in Enugu for CGP members rolling out to Phase 2 schools, which was observed for a short time during the review.

124. Repeated requests were made in Lagos and Kwara by SBMC members for some form of remuneration for SBMC members. These appeared to come from members who were more economically active, and so felt that they were losing valuable time by working for the SBMC. This may be a sign of 'volunteer fatigue', which would be expected as most SBMCs reported having almost the same membership as when originally set up. SBMCs can re-elect new members after three years, but in most cases members have agreed to stay on for a second term.

125. However, in a few cases representatives had changed. For example:

- Jigawa CSOs observed that "in one school seven people left and seven women replaced them!"
- "sometimes they leave because of political tensions", i.e., the chairman is from one political party and SBMC members are support another
- some committees have changed their chairman because they were not attending meetings
- on several occasions "the committees realised that the traditional leaders should not be the chair, just a member, so this was changed."

126. In Lagos, issues of 'membership fatigue' had been addressed by ESSPIN and the CGP by setting up a formal recognition list from SUBEB for people who had contributed financially and in significant other ways to SBMCs. Wealthier SBMC members appeared very happy to have been thanked for their contribution in this way. The Lagos team planned to hold an 'SBMC day', which would give awards for particular contributions, another way to keep SBMCs motivated.

127. While these approaches are very necessary to maintain member motivation, and should be used in all states, the review team noted a lack of preparation for membership turnover. There were no specific plans for training new members who might join outside of pre-set training cycles, although when asked, SBMC members said they would pass on knowledge to new members.

128. Women's and children's representation was less strong in the northern states, but had improved dramatically since 2011. In Jigawa and Kano few women attended the SBMC meetings and in Kaduna, Kano and Jigawa usually two children – the head girl and head boy – along with their facilitator, were present. In the northern states it was suggested that cultural norms are the reasons why few women are on the SBMC. In the southern states more women and children were strongly represented in committee meetings, also an improvement on 2011. Having a formal space on meeting agendas for reports from representatives of the women's and children's committees appeared to give better motivation and weight to the idea of ensuring that women and children were well represented.

129. In the older Phase 1 SBMCs it was mentioned that former students who used to be in the children's committee are beginning to get involved in the SBMCs as representatives of the old boys'/girls' associations. SBMC members argued that this was useful as they already knew how the SBMC worked. Children's and women's involvement in the SBMC is discussed in more detail below.

Recommendations for ESSPIN
- Ensure that formal recognition measures for SBMC members' efforts are established by SUBEB as part of SBMC Forums and other official competition and award schemes.
- Plan for turnover training as part of the next two years' consolidation phase. All CGPs should be able to ask SBMCs what new members have joined; which information the SBMC feels confident sharing with them; and how to include them in planned training and mentoring. This could involve leaving a couple of slots in each cluster training session for new members.

Building sustainable relationships within and outside SBMCs

130. Relationships between SBMC members were found to be good, with women's and children's committees saying that their suggestions are put to the SBMC and discussed and that they also were able to raise issues during meetings. All interviewees - from school to state level - also stated that relationships were cordial with LGEA officials and CSOs who regularly visit the schools. SUBEB officials regularly credited CSOs with making the relationships between SBMCs and local government work well, particularly at the early stages of SBMC development. The dynamic in most groups of SBMC members observed was active and congenial, although in areas with greater gaps between rich and poor it was observed that wealthier SBMC/women's committee members tended to dominate discussion and interaction.

131. Throughout the six states it was often mentioned that there is no tension between PTAs and SBMCs. In 2011, this was not so well established, and some PTAs were still confused about their role in relation to SBMCs. As Kano's Director of Social Mobilization stated: "there is now a synergy between them." In some schools,' previous school organisations, such as PTAs and other associations, have been "transferred across" to the SBMCs. In other schools, PTA members sit on the SBMC committee. All schools visited had developed an amicable way of linking PTA and SBMC work, after prompting from the CGP during mentoring.

132. All interviewees – children, women, community members, SBMCs, local and state government officials and CSO representatives – stated enthusiastically that the SBMCs would continue to exist once ESSPIN involvement ceases at the end of 2016. Several people said, 'Communities now know that they own their schools'.

133. LGEA staff and CSOs consistently raised concerns about their ability to support SBMCs if travel allowances were not provided for mentoring visits, but felt strongly that SBMCs would continue. The question then appears to be one of maintaining the quality and range of SBMC work after ESSPIN ends, rather than whether active SBMCs can be sustained at all.

Recommendations for ESSPIN
- Encourage the CGP to think about the dynamics of power within SBMCs and women's and children's committees, and to emphasise equitable, participatory ways of managing meetings. Top-up training on participatory meeting management for SBMCs and women's/children's committee chairs and facilitators could be useful.

Accountable record-keeping

134. Both Phase 1 and Phase 2 SBMCs were able to show detailed records of meetings and decisions.   They maintain their finance books and write up their SBMC meeting notes, including notes of women's and children's committee meetings. All notes seen in the South were in one book, but some in the North were in loose sheets in a folder and often mixed up. In most schools, SBMC meeting records did not always progress clearly from one date to the next.

135. SBMCs were reported by all stakeholders as sending their meeting reports to the LGEA. SBMC information, e.g., SBMC, women's and children's committee representatives, were also observed on noticeboards in offices – usually the headteacher's – in most schools. There were separate SBMC noticeboards in schools in Lagos.

Recommendations for ESSPIN
- Encourage the CGP to remind SBMCs via mentoring that records are intended to be viewed by outsiders as evidence of their work, so notes should be easy to follow and in clear date progression. The CGP could offer templates with headings for meeting minutes.
- Ask the CGP to encourage the use of ring binders or folders for all SBMC documentation, so that it is in one place.
- Get the CGP to encourage schools to set up a separate SBMC noticeboard.

Involving communities in school development planning

136. ESSPIN has been supporting school communities to develop school development plans (SDPs), used as a means to access direct school funding set up initially by ESSPIN. In all schools which had done SDPs, SBMCs reported that they had been involved in developing priorities as representatives of the community, and were able to identify which parts of the plan they had had input into. Most SBMCs reported having consulted the community specifically over the SDP; others reported bringing their ongoing awareness of key issues into the SDP. Women's and children's committees were also clear about where issues they had raised were in the plan.

137. In some states, not all SBMC/community input to SDPs was recorded in the actual plan document, as plan templates focused only on improvements to teaching and learning activities, as these issues were what ESSPIN funds for school development would focus on. In Kwara, however, the CGP in Ilorin South LGEA had suggested that SDPs use the teaching/learning template for those issues, and the SBMC plan template for other issues, such as improving children's access to school and strengthening school infrastructure. The complete plan - one page on needs, one page on teaching/learning improvements, and one page on access/infrastructure improvements, was displayed on the school noticeboard. In Lagos, the Phase 1 school visited had not yet received direct schools funding, and so had produced a comprehensive school development plan, as this had seemed logical.

138. There was some debate about whether all issues should be included in an SDP which in some cases is aimed at securing only one type of funding. However, given that in most cases SDPs are intended to seek funding from multiple sources, it made sense to have a comprehensive SDP where different funding contributions could be targeted at different aspects of the plan. Using this approach is more likely to instil good practice among schools and SBMCs for putting all their needs in one place and seeking varied resources against it, rather than seeing themselves as fully dependent on only one source of funds.

<u>Recommendations for ESSPIN</u>
- Clarify to schools and SBMCs that comprehensive School Development Plans, covering access, quality, infrastructure and teaching, can be produced, and share the Ilorin South SDP template.

Strengthening women's voices in SBMCs

139. In 2011, when asked in the qualitative review about women's participation, SBMC members tended to talk about activities done by women to improve education, and not to have so many examples of how women's ideas about education are being acted on. Therefore, this review attempted to gauge how well women were able to participate in SBMC decision-making.

140. Simply having the structure of a women's committee which reports into each SBMC meeting appears to have been key to boosting women's status on SBMCs, and ensuring that women's priorities were reflected in school development plans. The review team found that SBMCs could consistently quote aspects of plans which had come from the women's committees.

141. In 2014 it was clear that in the South, women's committees felt very confident to influence SBMC decision-making. This happened in different ways. In Lagos and Enugu, it was standard for women's committees to be represented in meetings only by the chair and vice-chair.

142. Women consistently said that the SBMCs and the women's committees now always meet at a time that is convenient to them. This was not the case in 2011. Women's attendance at SBMC meetings was reported as good in the southern states of Enugu, Kwara and Lagos, and in Kaduna, with at least two representatives of the women's committee attending every SBMC meeting, and having a clear place on the agenda to report.

143. Committee members reported feeling comfortable to speak up at any point in the SBMC meeting, often stating, '*They are our children. We mothers are the ones who should speak up about education.*' It seemed that the role of motherhood was used as a way to justify women's participation in SBMC work, rather than it being automatically assumed that women should have strong participation - but this had led to strong acceptance of women's participation.

144. Women stated that the decisions they make during their committee meetings are taken to the SBMC secretary who reads out their decisions at the SBMC meetings and these are debated and often agreed. Women also stated that they are free to bring up additional issues during the SBMC meetings.

Case studies: women's representation in SBMCs

In Oke Oyi Phase 1 school in Kwara, women stated confidently that they all spoke in SBMC meetings. The whole women's committee reported attending and contributing to SBMC meetings, which suggested a much higher level of participation than other SBMCs. The CSO working with Oke Oyi, Hilltop, appears to have encouraged this.

In a Phase 2 school in Kaduna, there was similarly strong representation - the women's group was bigger than the men's at the SBMC meeting. This may suggest that it should be clarified more widely that having women's committee members take part in SBMC meetings is only a minimum - if more women want to take part, they should be encouraged to.

145. Women's attendance and participation in SBMC meetings was not so strongly evidenced in the northern states of Kano and Jigawa, where few - or in one instance no - women were reported as present in meetings, and the women in interviews rarely spoke.

146. When asked why so few women were attending SBMC meetings in the north, and why they were very quiet, CSOs, LGEAs and SBMCs in several meetings argued that there needs to be more sensitization of men before men accept that their women can be part of the SBMC process. They felt that there are "cultural norms" that need to be challenged and that the message of women's participation needs to be regularly repeated.

147. They felt that this thinking is also among the women themselves, where no matter how much they are invited and encouraged to speak at the SBMC they won't because they feel that they need permission from their men to speak, particularly in minority groups – "no matter how hard you try you will never get a Fulani woman to speak."

148. Some CSOs felt that in Northern rural areas the women do not think they should even be there, and just sit in the background when they do attend. Others interviewed had a different opinion, saying: "it depends what type of women is on the SBMC, some are vocal, others just look for approval from their men." As the Kaduna CSOs stated: "let the men know that your wives are closest to your children. They should be allowed to talk."

149. Interviewees also felt that sometimes women in the North don't know or understand about the SBMC; how it should function, what the SBMC guidelines are, who can be on the SBMC, etc. One example given was that in one community only women teachers were present at an SBMC meeting. Suggestions were given for the lack of women's attendance. It was argued in Kano that in the original SBMC training sessions usually only men attended and they were then asked to disseminate the information to the women. Unfortunately interviewees felt this information was "watered down" and often women do not understand how the SBMC functions. Further investigation revealed that women may have been excluded from initial SBMC training in Kano. Guidelines for initial SBMC training were that at least 9 members should be trained, and that at least 2 of these should be women. This appears to have been altered in practice in some locations.

150. It was a common feeling that women's committees as a whole group had not received training about SBMCs, their roles and responsibilities with the SBMC, and so on, and this was something that needed rectifying. One or two members of each women's committees reported having had some training on running a women's committee, and were expected to disseminate their learning. The trainees reported that they had been trained on how to run women's committee meetings, and so on. The exception was in Ilorin East, Kwara, where the whole women's committee had received training and were able to share many messages from training.

151. Similar confusion emerged in Kaduna about SBMC members - interviewees felt that the advice given for committee members in the SBMC guidelines was not helpful, since professions listed that can be on the committee such as security, artisans, old boys associations, etc., were male or could be interpreted as being male, leading to few women being selected for SBMCs. They felt that if these guidelines were reviewed and had 'gender neutral' roles more women could be involved.

152. Some members of Northern CSOs said that as the women's committees, and other community women's associations, became more established, vocal and successful, and in

addition if they generated an income, then they could take up more places on SBMCs. They argued that there was a need for more training about the SBMC make-up.

Kaduna CSOs acknowledge that the culture is changing. For example:

A woman contested to be chair of the SBMC, against three men, and won. It is the first ever woman SBMC chair in the state. There are often women as vice-chairs

There is one all-female SBMC in a Phase 2 school.

<u>Recommendations for ESSPIN</u>

- Ask CGPs to emphasise that women's committees should be made up of women from both settled and nomadic communities wherever relevant.
- Revisit guidelines and plans for initial SBMC training in replication programmes, to make sure that at least two women are included.
- Work with state policy officials and CGPs, especially in the North, to establish clarity on roles and numbers for SBMC membership that encourage women's membership.
- Review women's committee training plans with CGPs to ensure that all women's committee members get direct participation in ongoing or additional mentoring sessions.
- Share positive practice (e.g. from Kwara and Kaduna) on boosting women's participation.
- Make sure that recent training for women and children (not yet part of the roll-out processes in states) is integrated into the basic model of SBMC development: SBMC activation, training, mentoring PLUS capacity development of women and children (and men) to enhance participation.

Increased action by women

153. Women's participation in improving education in their communities was found to have improved strongly since 2011. As noted earlier, they are advocating, raising funds and identifying local resources. Women's committees appear to have provided extra profile for education as a women's issue, and new impetus for women to work together on improving children's education.

Some examples of actions led by women after women's committees were formed:
- In Jigawa, one woman in the community has opened up an Islamiyya class (non-formal Koranic education) on her own as a result of sensitisation about the importance of education.
- In Kaduna, one women's committee ensured that 50 children had gone back to school after the first day of sensitising in the community, while another women's committee got 104 out of school children back to school after a few months.
- Several women's committees had focused on keeping children neat and tidy at school. This had frequently led to the SBMC providing shoes and clothing; or women themselves had funded this. This emphasis had created some conflict: the children's committee in Oke Oyi, Kwara, reported pressure on girls not to come to school unless their hair was braided.
- Several women's committees reported funding or providing food for children too poor to bring food or money to school.
- Jigawa CSOs note that women's committees "want to contribute and want to support themselves economically. They are advocating to the LGAs to create small-scale skills for them." One CSO has since liaised with an agency who has trained some women in dyeing, sewing and

soap-making activities. The same issue was raised in Kwara, with local CSOs interested in exploring small loans to women's committees for income generating activities for education. This could be an interesting area to explore, but risks distracting attention from wider failures of government to provide the resources needed to guarantee children's rights to basic education.

- The women's committee in the Phase 1school in Enugu had reached out to the main women's community group in the area, encouraging a much larger number of women to become active in improving education.

<u>Recommendations for ESSPIN</u>
- Explore the issue of income generation as part of women's empowerment and participation in education, looking at similar schemes in Nigeria and elsewhere, and considering whether ESSPIN's support in this area would be relevant to the programme's remit.

3.2.7. Women consulting and advocating in the community

From discussions with SBMCs, women's committees, local and state government officials, and CSOs it was noted that women often took the lead in consulting with the community about their children's education. Women do this in a variety of ways such as going door-to-door, hold meetings in their homes, calling meetings in the community, e.g., at school, at the health centre or in the marketplace, at political meetings or social events, in churches or mosques, or at traditional events such as marriages, funerals or naming days. They are advocating on a variety of issues such as increasing enrolment of all children, including vulnerable children, reducing lateness, truancy and drop-outs, and helping with students' transition to JSS and beyond (e.g., looking for funds to pay end of primary school exam fees or for secondary school uniforms, learning materials and PTA levies, and sensitizing families to allow their daughters to go to JSS instead of getting married).

Fagge Primary School women's committee, Kano, mentioned that they have ten 'overseers' in the community. These women listen to the community's views and report back to the women's committee. Other SBMCs mentioned the activities of their SBMC public relations officer, who makes connections with the community and brings back information and opinions.

It was noted that the Fagge PS women's committee should send representatives to the State Ministry of Women's Affairs to ask to organise these trainings, lectures, etc. The women felt that they would be positively received and would be supported by this ministry.

Ali Dogo Primary School, Kaduna North LGEA women's committee, Kaduna, feel that, as a result of the women's advocacy in the community, 70 per cent of local parents have changed their minds and have allowed their girls to complete their education (JSS and SSS). Of the 30 per cent remaining, the women's committee and SBMC are continuing to advocate that they allow their daughters to transition to secondary school.

3.2.8. Increasing children's voice in SBMC work

Children's participation, boosted by children's committees, was found to be far more widespread and vocal than first seen in 2011. CSOs and SBMCs have noted that children are discussing issues and putting forward clear decisions to SBMC meetings, either through their facilitator or through child representatives. Children's committee representatives - often the head boy and girl - have a dedicated slot to speak at SBMC meetings, and all SBMCs reported taking on ideas from children in this way.

Having a children's committee to provide ideas for the head boy and girl to speak about appears to have been helpful, as in 2011 there were indications that head boys and girls felt they had little to

say. In addition, children's committee members were often reported to be active in the community, and speaking out at the local SBMC fora, often with help from the CGP and teachers to prepare presentations.

Children's representation was poorer at the SBMC meetings in the northern states: Kaduna, Kano and Jigawa. Sometimes two children – the head girl and head boy – along with their facilitator - were present; at other times children were absent. More children attended the SBMC meetings in the southern states; often only the head boy and girl. Children related how they made decisions in their committees and these are taken to the SBMC meetings by their facilitator, who reads them out and the SBMC committee then discusses and votes on the children's concerns.

The feeling was that, while the children rarely spoke freely at meetings. However, LGEA and CSO interviewees in the North did give examples of children speaking at SBMC meetings and Kano CSOs reported that in the children's committees "boys and girls are voicing out now. They don't feel shy anymore."

The Limawa Primary School headteacher in Kano reported that children had spoken recently at the LGEA forum. Several CSOs in Kwara, Enugu and Lagos described children presenting their issues at LGEA SBMC forums, often with help from CSO staff or SMOs to prepare.

Examples of children speaking out and resulting action taken by SBMCs include:
- a boy said that when a particular teacher came into class he would always confiscate their food (for break) and eat it and the children would be angry but they couldn't talk about it. However, at the new SBMC he was able to report. The committee "called the teacher who confessed and the problem stopped."
- a boy related how the classrooms were congested and complained to the SBMC. A philanthropist has now built a block for the school
- Ilorin East LGEA team, Kwara, mentioned one boy who had been afraid to speak to the headteacher about the classrooms being difficult to enter without steps. However, he raised this issue at the SBMC meeting
- SBMCs consistently reported issues and SDP elements from children. The headteacher at Limawa Primary School, Kano, noted that the children's committee had brought up the shortage of teachers and classroom overcrowding during meetings. As a result, classroom renovations are now underway, the JSS building has been completed and the SBMC has asked the LGEA for more teachers.
- The children's committee at Muftahul Khairi Community Primary School, Kano, has been very active, encouraging their out-of-school peers to come to school and on time. If friends are unwell or absent then the children's committee members visit them to see how they are and report back to school. They are also helping to keep the school clean and tidy and also cleaning the new toilets that have recently been constructed
- At Model Boarding Primary School, Jigawa, girls have asked to have taps repaired and drains unblocked. These were attended to.
- Kaduna CSOs reported that when children drank from one school well they began to fall ill. The children's committee discussed the issue and raised it with the SBMC. Technicians accessed the water and discovered that it was contaminated with iron or lead. They closed the well and found the children another water source
- At the Army Camp Schools (ACS) – Art 1 and Art 2 Primary Schools, Kaduna, the children's committee brought up the issue of some teachers using their phones during lessons. The SBMCs have spoken to the teachers and asked them to stop and the SBMCs have said that they will also monitor the situation.

Children sometimes identified similar issues to the women's committees and SBMCs. However, their concerns were often different, and identified key issues that had not been prioritised by SBMCs at first. Common in the South were children saying that a toilet was needed; that water was needed to make using toilets clean and hygienic; or that new classroom blocks to tackle increased enrolment had not come with toilets to meet the needs of those extra children. The issues of toilets and sanitation hadn't apparently been identified by SBMCs themselves, except when women's committees had raised them because their children had complained. Not adding toilet blocks when additional classrooms are approved by SUBEB appears to be quite a basic policy issue when it comes to design and funding of school infrastructure.

Other issues commonly raised by children which had not initially been raised by adults:
- No sportswear or music equipment
- Need blackboards
- Need computers
- No proper playground
- Lack of a school bus children feel that they have to walk too far, often over one hour, to school
- Hygiene and dirtiness of school grounds
- Noise in classrooms
- Safety in crossing roads to get to schools
- Amount of time spent fetching water when boreholes were not available.
- Lack of physical space due to overcrowding.

Problems with their teachers including:
- trading in class
- answering phones
- leaving class
- being late.
- being beaten 'unfairly'
- being criticised or barred from school for not paying PTA levies, or for not being neat and tidy.

3.2.9. Responses by SBMCs to children's concerns

Some examples of children's concerns were commonly taken up by SBMCs were:
- Providing or seeking fuel for generators
- Children's day celebrations and competitions to be run
- Providing play equipment
- Repairing school buildings
- Providing school drums
- Negotiating with parents to change hours of domestic or outside work, to prevent lateness
- Providing breakfast for children who are hungry either because they have far to come to school and leave home before breakfast, or they come from very poor families where food is scarce
- Seeking funding for boreholes
- Addressing teacher lateness and absenteeism
- Mitigating corporal punishment.

SBMCs generally were not able to provide computers, often due to cost and lack of electricity in the school building, but were often seeking resources for electricity. Similarly, although school buses were a common request from children, SBMCs felt these were too expensive. (When asked about this in more detail in Ilorin South, Kwara, children said, 'we want to be like private school children'.) No SBMC appeared to have rejected any children's ideas outright. The feeling generated from these conversations was that, now children had been given space, time and plenty of encouragement to come up with ideas for improving education, their ideas had been enthusiastically taken up in school improvement planning.

Children did not seem to be consistently asked in committees about other children who could not attend school - it appeared that adults felt they had sufficient knowledge of children in and out of school in the community.

3.2.10. How children participate in SBMC work

The way in which children's committees were run appeared to affect the nature of their participation in SBMC work. In Oke Oyi school, Ilorin East, all members of the children's committee described speaking at SBMC meetings, and had taken part in awareness raising activities on the rights of all children to go to school. The dynamic in this group was particularly strong and confident. The facilitator was a young woman from the community who had been trained by the local CSO. Children were very willing to speak freely about their concerns with education, even talking about corporal punishment in some detail after prompting. On the other hand, children had got concerned about a local man who they felt was practising witchcraft on them. The committee had addressed this by asking the man to stop. It may be necessary for facilitators to receive more guidance on how to manage children's concerns in a way which focuses on evidence.

In the Phase 2 school in Lagos, the children's committee was facilitated by the school's counsellor. The dynamic was a little more formal, and children were generally quieter. Record-keeping was very good, but the range of issues raised by children was quite narrow. The women's committee described asking the children's committee to follow their advice on cleanliness and neatness, rather than taking ideas from the children.

A good balance appeared to have been struck in the Phase 1 school in Enugu, where the facilitator was a young man from the community. The children's committee were very relaxed and active, and were mostly very confident to speak up; they were clearly used to voicing their opinions. They were able to report clearly and with very little prompting which of their ideas had been taken up by the SBMC and which had not, and why. While all children's committees had good record-keeping, in this school the head girl took all the notes in English. Finding and training the right facilitators may be key to getting more empowerment and participation from children's committees.

Children felt that they need some training – they stated that they had not had any, only their facilitator. Children clearly had the capacity to absorb training on their roles, and it would make sense to have direct training of children's committees on what to expect from each other and what to expect from facilitators and SBMCs.

In Enugu the issue of children joining the committee in Grade 6 and then leaving shortly afterwards for secondary school was raised; although in other states more of a mix of grades was used. The solution identified was to bring more Grade 5 students into the committee.

Recommendations for ESSPIN
- Guidelines and training to be strengthened to ensure that children are supported by their peers in SBMC meetings with several children being present.

- Consider recommending that children's committee facilitators should be from the community, to encourage maximum openness from children about conditions in the school - but that facilitators will benefit from regular training and mentoring in participation and facilitation.
- Develop further training to be provided direct to children on their roles, and particularly how to think about and use evidence of their concerns.
- Clarify to all CGPs that younger children can take part in children's committees, and that new committees should not only be composed of Grade 6 students.
- Ask CGPs to encourage SBMCs to think about addressing succession planning and turnover issues with children's committees.

3.3 Accountability from government and other education authorities
How well have governments responded to SBMC information and requests for support?

3.3.1. Relationship with government
All LGEAs and SUBEB officials interviewed enthused about the value of having active SBMCs as a strategy towards improved school governance and community support for schools and how this, in turn, benefits the government agencies tasked with education provision. They were appreciative of how SBMCs:

- communicate with the parents and wider community. This leads to a better understanding between the community and the LGEAs. The Jahun LGEA, Jigawa, noted that before they had to go from village to village, speaking to the village heads about enrolment, but now the SBMC helps greatly with enrolment, attendance and teaching and learning. And Kaduna SUBEB acknowledged that the SBMC is "a bridge between government and community. If government wants to succeed it needs to go to the SBMC who speak with the community voice. We need to go there."
- Women's participation and women's voice is increasing
- help with renovating school infrastructure and furniture
- raise funds, purchase teaching and learning materials (chalk) and mobilize resources in the community – materials and labour
- advocate for educational materials, new school buildings, additional teachers, etc.
- taking care of poorer students such as orphans, children with disabilities, beggars, nomadic children, etc., e.g., by helping with PTA and exam payments, uniforms and learning materials
- monitoring teachers' attendance, lateness and performance. As a consequence all have reportedly improved
- increasing enrolment, but increasingly of vulnerable groups, monitoring lateness, truancy and drop-outs
- reducing girl marriage through advocacy
- settling school and community issues. For example, Kumbotso LGEA, Kano, reported a number of incidents that had been resolved through SBMC intervention:
  - during a recent polio vaccination round in the community people were refusing to have their children immunised so the SBMCs mobilised the schools to help sensitise the parents and the health workers came in and there was a successful vaccination.
  - parents complain about their children being punished and the SBMC intervenes and discusses the issue with parents and schools
- Jigawa CSOs had also observed lots of conflict resolution: for example, one student broke another student's leg and the SBMC brought the parents together to resolve the matter. A headteacher confiscated some of the students' mobiles that they were using in class and locked them away in his office. The students "collaborated with ruffians in the community who broke into the office through the ceiling and stole them. The principal was worried about the loss and he asked the SBMC to solve the problem. They went to the police, the CID and the children in the community and they detected the suspects and discovered what had happened. The children were punished in front of others as a deterrent."

Kano SUBEB officials noted the advantage the SBMCs have over PTAs, for whereas PTAs have a relationship between parents and teachers, when there is a conflict now the SBMC gives another dimension by having the community represented in school management which helps in conflict resolution.

Government officials also recognised that they helped in rolling out their work from helping with literacy and numeracy programmes, paying teachers' salaries to registering new entrants. For example, Kumbotso LGEA, Kano, reported that during a recent polio vaccination round in the

community some parents were refusing to have their children immunised. However, SBMCs mobilised the schools to help sensitise the parents and the health workers came in and there was a successful vaccination.

3.2.2. Government responsiveness to SBMCs

LGEAs are often the first point of call for SBMCs. SBMCs send reports of their meetings to the LGEA. These, along with SMO and CSO reports from their school visits (usually two or three a term) are discussed at LGEA level and decisions made about the help they can give. They then inform the LGA or SUBEB office of other SBMC requests. The LGA or SUBEB, in turn, decide what they can assist with. SUBEB also makes requests to UBEC.

In 2011, SBMC members had begun to write letters to the LGEA but stated that often they didn't get replies. However, during the 2014 qualitative research the SBMCs noted that in some States now they always got replies, either by post or from the SMOs/SBMC Dos/GOs when they visited. Fagge LGEA team, Kano, have observed how the SBMCs have become more efficient and professional over the last few years. Some now have their own letterhead paper and this helps them to be more professional and authoritative when writing for assistance.

However, in Ilorin East LGEA, Kwara, stated that they have no money to finance any of the SBMCs' demands. They write their budget but they do not receive any funding from SUBEB, they may find textbooks suddenly arriving which the LGEA officials say are often inappropriate for their schools' needs. Even when the ES writes to SUBEB he/she doesn't get a reply. In Lagos, the Agege Primary School writes every month to SUBEB for new classrooms and additional teachers but so far SUBEB's response: has been that "when it is our turn they will answer us – but haven't given any other commitment than that."

More encouragingly, in Kwara, the St Michael Primary School SBMC met with the PTA and wrote a letter to SUBEB requesting new toilets and classrooms. They learned that they had to raise 10 per cent of the amount – 100,000Naira – which the community raised. They also used the influence of resident politicians and with their help got SUBEB to repair two blocks of classrooms and build 4 new toilets. The SBMC is using local politicians to useful effect. For example, when a new councillor was elected they wrote a letter to him congratulating him on his appointment and asked him to visit. He did and he said that he would see the SUBEB chairman about their concerns. It was noted that the school is very close to the SUBEB chair's home, and that local political figures are involved in the SBMC. This, contrasted with weak success in getting government support in rural Ilorin East, indicated that political capital is key to government support – at least in Kwara.

Most LGEA officials interviewed stated that LGA and SUBEB replies to them have improved since 2011. SBMC delegations have begun to visit the LGEA and SUBEB offices with their requests, and Jigawa's SUBEB officials stated that SBMCs are even advocating for assistance at UBEC level.

Some interviewees also referred to the SSOs, who sometimes visit with the SMOs. There was evidence at LGEA level of SMOs and SSOs working together to assist schools.

The SBMCs also use their SDPs, which they have helped to draw up, when discussing needs with SMOs and SBMC. At the Kano LGEA offices the SMO/SBMC DO have copies of the SDPs which they can refer to. They stated that the SBMCs "are not discouraged, there is always something that can be done from the SDP. They understand the LGEA doesn't have money."

3.3.3. Resource mobilisation from government

SBMCs all acknowledged that government funding response has improved since 2011, although most reported urgent areas of funding need that had not been supported. They understand that money is limited at LGA level, yet continue to advocate for help with education at various levels.

At LGEA level, officials such as SMOs, SBMC Dos, GOs and SSOs visit two to three times a term, in different combinations of personnel and sometimes with a CSO. They offer advice, help with SDPs and submit reports. The Jigawa SUBEB officials stated that "the SMOs and SSOs are always visiting, helping with administration, supporting the SBMCs and developing their capacity."

Following these school visits, along with the letters, the phone calls and the SBMC delegations to the local office, frequent assistance and materials had been provided by the LGEAs or LGAs, including:
- chalk and exercise books
- blocks and cement
- supplying carpenters to schools to repair furniture
- supplying iron roofing sheets for latrines
- building latrines
- building temporary shelters during the rainy season
- teachers

The Jahun LGEA team, Jigawa, related one example of how they had helped an SBMC to secure some perimeter fencing for their school: "one SBMC wrote to the local chief, who promised to help. Some SBMC members came to this office and went with the technical officer to survey the school. The survey went to the chief and the fencing is now in the process of completion."

During discussions it was reported that SUBEB does respond to some demands and have provided the following:
- New classroom blocks
- Boreholes and toilets
- Furniture
- Teaching and learning materials
- Text books

Jahun LGEA, Jigawa, even noted during their focus group discussion that the previous week the LGEA had sent SUBEB a request for teachers and 5-seater seats and the school had received these.

However, the Model Boarding Primary School, Jigawa, observed that SUBEB only gave ideas on how to build an ICT lab, or how to acquire roofing sheets and furniture. They stated that SUBEB "has no cash." In addition, SUBEB often sends equipment without asking schools or the LGEAs what is required. In Kwara, interviewees reflected that the text books they receive are often inappropriate for the curriculum being taught and furniture does not enable inclusive teaching methods. Thus, some SBMCs have been buying their own appropriate text books.

If SUBEB decides to provide classroom blocks, etc., they often do not tell the LGEAs. However, in Enugu, SUBEB has just started to engage with LGEAs about the renovation of their schools. They have contacted all LGEAs and will meet with ES's and headteachers with the aim to identify needs.

LGEAs were asked about other forms of help they could give to SBMCs. They stated that the SBMCs never came just asking for money. They were prepared and discussed how they could acquire things that their schools needed.

3.3.4. Sustainable school funding

SBMCs had not consistently managed to change the flow of resources to schools visited: most SBMCs interviewed still had to apply separately by letter for specific inputs from state government, such as classrooms and new teachers. ESSPIN's efforts to increase access to direct schools funding for school improvement will hopefully help to shift this pattern, and progress in this area in Lagos and Jigawa looked particularly promising. However, in other states, particularly Kwara, resources appeared to be allocated based on individual SBMC advocacy or other influences of relationships.

The Phase 2 school in Kwara reported significant and timely success in getting its resourcing needs met, with classroom blocks already built and other improvements approved and in the pipeline. This was before in-depth resource mobilisation training had even been delivered by ESSPIN (the SBMC had had basic resource mobilisation training at the initial training workshop). When asked the reason for this success, the SBMC were very clear that this was because the SUBEB Chair lived nearby, and that the SBMC Chair was politically active and had a good relationship with the SUBEB Chair.

By contrast, the SBMC in Oke Oyi School, a Phase 1 rural school, had achieved great success with local resource mobilisation, but had not managed to get SUBEB to fund a toilet or classroom blocks in over four years. The level of frustration among the SBMC was high. The LGEA team appeared to feel that they had little power with SUBEB, although they regularly pursued SBMC requests with SUBEB. It appeared that needs-based education resourcing was not being pursued with much sense of priority in the areas of Kwara visited, indicating that higher-level advocacy would need to be explored.

Self-help funding

A small number of schools are selected each year for UBEC's self-help project funds. In the north, the last funding was received in 2012, though it seems that in Kwara they are continuing to receive the self-help funding. In the north the LGEA staff look at the SDPs and make recommendations for school refurbishment. They are hopeful that this funding will recommence in 2014. In the meantime, the Jigawa SUBEB officials noted that they have been using their small school grant fund instead.

UBEC Teacher professional development funding

ESSPIN reported that in Kaduna and Enugu States SUBEB have utilised a proportion of their UBEC Teacher Professional Development (TPD) funds to support SBMCs. They have done so on the basis that whilst the TPD funds are primarily for teacher development, SBMCs are supporting better teaching in schools, better attendance, punctuality and general performance of teachers. In many cases SBMCs are raising issues of lack of teachers in school and providing volunteer teachers from the community.

Funding has also come to states from UBEC through the National SBMC Replication process, with UBEC providing some amounts from TPD funds to support SBMC training using the ESSPIN model at zonal, state, LGEA and school level across all states of the country. In the meantime, UBEC has proposed a change in UBE law at the highest level to include some intervention funding to support SBMC development and support. This proposition is still going through the legal process.

Conditional Cash Transfers (CCT)

Some LGEAs noted that CCT programmes have helped in the past with girls' enrolment. Payments are given to parents so girls go to school instead of working or hawking. In Kano, CCTs were given firstly to P4 and P6 girls, then when they were in JS1. The state is waiting for a third tranche so that these girls complete JSS. They are hoping that more will be given so that girls go to SSS. School registers are checked before payment is made to ensure the girls are attending regularly.

3.3.5. Evidence-based resource allocation

While all government staff, including planning staff, stated that SBMC information was useful for planning and budgeting, no interviewees could describe a systematic way of using SBMC information. The reviewers gained the impression that SBMC information is currently useful in informing the thinking of those involved in planning and budgeting, rather than contributing to a clear database of information which can be transparently referred to in explaining budget allocation and priorities. (See below for more detail).

SDPs and knowledge gained through mentoring visits could be used by LGEA staff to produce clear data on school investment needs which should be met according to government policy. Decisions based on need could be made at SUBEB level and fed back to LGEAs and SBMCs by SUBEB.

Coordinated CSO advocacy based on issues raised by SBMCs, and direct SBMC Forums, were found to offer a promising avenue for generating more strategic and systematic policy and resourcing changes from government, although significant changes around releasing budgets and allocating funds for school improvement were more apparent in Jigawa and Kano. Kwara, Lagos and Kaduna CGPs had experienced various challenges in getting more progress around school improvement funding. Discussion revealed that more support for advocacy in situations of low political will may be helpful in these cases.

Recommendations for ESSPIN

- Continue advocacy and advice to States to provide Direct Funding to Schools for sustainability of school improvement
- Investigate options for using SDPs and SBMC/SDP information to produce aggregated data on school investment needs relevant to government policy commitments
- Support CGP with advocacy capacity building on budget allocation and release for equitable school improvement, especially for situations of low political will.
- Support SMOs to exchange good practice on planning, influencing and budgeting issues.

3.3.6. Information and planning capacity

The researchers asked LGEA and SUBEB officials how they were informed about schools' needs and SBMC work. LGEA officials commonly reported valuing mentoring visits greatly for the insight they got into understanding what schools and communities needed. There was great variation at LGEA level as to what officials could do with that information. All officials sent monthly reports on SBMC activities to SUBEB, several of which were reviewed by the consultants. ESSPIN had offered templates for these reports, which were mostly in use.

The function of monthly reports varied from being used as evidence to support SBMCs' individual requests for help, to acting as a record of SBMC work, and displayed varying degrees of rigour. However, in some places efforts were being made to use SBMC information proactively in improving education planning and resourcing.

Examples of government using SBMC information

- the SMO of the Fagge and Kumbotso LGEAs, Kano, had collections of SDPs, which were well organized and easily accessible. The SBMC desk officer at SUBEB Department of Social Mobilization has all SDPs and has also created his own forms to collect information about individual schools and SBMCs, being used to verify SBMC claims for help when SBMCs visited SUBEB. They also receive LGEA reports. However, summaries or further analysis had not been produced.

- in Jigawa, one LGEA thought the SBMC Desk Officer had the documents but he was not present to show the documents. At the other LGEA the documents were locked away. At SUBEB, the SBMC desk officer also holds all the SDPs. They also receive LGEA reports.
- In Lagos, the monthly report from LGEAs focused more on SBMC achievements than on what government should do to support SBMCs and schools. The primary function of monthly reporting appeared to be more consistently seen as an SBMC accountability function, rather than a government accountability function.
- in Kaduna North and Kaduna South LGEAs the SBMC DOs have records of meetings and copies of the SDPs. In Kaduna North they are kept in a cabinet in the Head of Department's office, which was very untidy. The Kaduna SUBEB Social Mobilization Department does not have the SDPs, but they get reports from LGEAs.
- Kwara SUBEB receive LGEA reports and letters from SBMCs monthly. In Ilorin East, the LGEA staff reported no knowledge of which SBMC requests would be approved until they saw construction work on classrooms taking place. In Ilorin South, the LGEA staff stated that they did get feedback from SUBEB on which work was planned.
- Enugu's Phase 1 SMO in Udi LGEA had produced very high quality monthly reports which were clear, full of concrete examples and data, concise and insightful. These have been used to support CSO advocacy and to help ESSPIN plan technical support, as well as informing government planning. They should be widely shared as best practice examples.

Significant discrepancies were observable in LGEAs' and SUBEB's capacity to manage and use information. This was most noticeable in Kwara, where the Ilorin East LGEA team had no electricity, meaning that they were unable to use a computer donated by a VSO volunteer some time ago. Very little furniture or document storage was available in the office. By contrast, the Ilorin South LGEA office was in a well-set up building with electricity, and was taking part in an ESSPIN pilot of an education Access database. Similarly, in Jigawa the SBMC Desk Officer at state level had no access to a computer or printer. This appears to be a major challenge for government accountability to deliver quality education, if it is not able to fund its own offices consistently and according to an equitable formula.

All LGEA officials said that they used the reporting system as a way to be clearer about schools' situations and needs, but none reported proactively chasing up SUBEB resources based on a summary of school needs. LGEA officials did chase SUBEB for support, but this was mainly based on individual SBMCs approaching them for help. Similarly, SBMC desk officers chased support from other departments in SUBEB based mainly on individual SBMC or SMO contacts, rather than using a systematic information system. SUBEB officials stated they did use LGEA and SBMC information in their thinking on planning and budgeting, but it was apparent that this was done through regular meetings and discussions rather than through counting up specific data.

To an outsider, it seemed like an obvious step for LGEA officials to collate information on schools' resourcing needs based on school development plans. Then these reports or tables could be regularly sent to SUBEB to provide a clear and up to date summary of government investment needs for schools - such as how many teachers are needed in relation to enrolment, how many classrooms and toilets are needed, textbook requirements, and so on. LGEAs could then follow up with SUBEB on when these investment needs were likely to be met, and receive information on which school is scheduled to receive support.

However, a challenge to this type of system is how the centralised resourcing power of SUBEB affects LGEA power. Because LGEAs do not have their own budgets for schools or teaching, there

appeared to be a sense that LGEAs could not also hold SUBEB accountable for school-level investment.

This appears to be an area which ESSPIN could explore much more in its final two years. LGEAs are now able to collect detailed information on school and community situation and needs. Government policy states that SUBEB should fund teachers, school infrastructure, and textbooks. It should be possible to link these things together to create pipeline information on school needs versus resource allocation. At a minimum, each LGEA should be able to produce a clear table of school investment needs, how long schools have been waiting, and how many children are enrolled. Even if this is not taken up formally by SUBEB for planning in the short term, it would act as a useful accountability tool, so that communities and civil society had a clear set of information on school needs to follow up against with SUBEB.

Recommendations for ESSPIN
- Offer capacity building to LGEA officials to help with producing clear documents and with synthesising information and record keeping
- Support LGEAs to share SDPs systematically with SUBEB for LGEA and state level Action Planning, and to regularly seek feedback on how SDP and SBMC information is being used by SUBEB
- Offer capacity support to relevant department at LGEAs and SUBEB to analyse SDPs and use for planning (probably department of Planning Research and Statistics (PRS)
- Explore supporting LGEAs to collate SBMC information and SDPs into school investment tables
- Work with CSOs and other partners to assess and address major discrepancies in levels of LGEA resourcing to support SBMCs and schools
- It would be useful to consider whether ESSPIN could provide training to SMOs on how to collate and synthesise SBMC information.
- Encourage a 'SMO self assessment' event every year, which brings a selection of SMOs and SBMC desk officers together from all six states to share good practice and help each other solve challenges - particularly around information use, planning and accountability to communities.

3.3.7. CSOs bringing community voices to government

A key plank of the ESSPIN SBMC development model is to get CSOs to strengthen government accountability, both through advising SBMCs on how to negotiate and problem-solve with government, and through bringing evidence of education challenges produced by SBMCs up to state government through targeted policy advocacy. Since 2011, CSOs have been conducting successful state level advocacy on several issues picked up from mentoring visits to SBMCs and partnership with SMOs.

CSOs have been working on different levels, advocating for a variety of issues to help improve the quality of education for all children. These include:
- working with schools, mentoring and training but also visiting schools with SMOs and SBMC Dos, discussing issues with SBMCs, offering advice and assisting in the community
- low-level advocacy with religious and community leaders, philanthropists, etc., to get involved
- at LGEA and SUBEB level, e.g., the Kano CSOs are advocating for an inclusive education policy at state level to ensure that all children, including children with disabilities, are in school. In February 2014, they advocated for an enactment in law for inclusive education and child abuse. Discussions were held with the education committee of the house of assembly at the state house. The CSOs are hoping to put forward a private members bill to having an SBMC law.
- Kano CSOs stated that they are "mobilizing, enlightening and sensitizing society about what is inclusion, how inclusion works, etc. [They feel that] CSOs are the appropriate platform to achieve this."

- Lagos CSOs advocated with LGAs to reduce transport costs for teachers. They provided a subsidy and the transport costs were reduced.

CSOs have also been able to let government know when SBMCs are concerned that too few teachers are in place for the number of children in schools. CSOs are capturing the root causes of problems with supplying teachers to primary schools, and building up a clearer picture of where issues are most severe.

In Kwara, CSOs have organised several meetings to present evidence of where rural teachers are not in post, or where teachers have not been allocated proportional to the enrolment of the school. The lack of teachers in rural schools would not have been reported clearly to government without SBMC reporting and CSO advocacy. The CSOs' efforts have resulted in State government undertaking three teacher reallocation exercises, to move urban teachers to rural schools. Several schools experienced improved teaching numbers as a result.

Case study – evidence based advocacy filling government information gaps

In Enugu, SBMCs raised lack of teachers as a major problem, especially in rural schools. In response the CGP in Enugu approached schools and asked them how many full teachers, volunteer teachers and assistants they had, as well as enrolment. They took photos of classes without teachers and schools without pupils as evidence of the teacher supply crisis.

In February 2013 the CSO group invited the Commissioner, SUBEB heads of department and SMOs to a meeting to discuss teacher supply issues. The CSOs went through the information they had produced, showing which schools had closed down but were still on the official list and receiving money; which schools had lost teachers which had not been replaced (but in many cases were still being paid); and schools where enrolment had increased but teachers were lacking. The Commissioner expressed shock, and stayed 8 hours at the meeting. By the end the group had identified responsible individuals in the government to be approached for explanations and action, and the CSOs agreed they would give government time to take action and then follow up. The CSOs are currently compiling their teacher research and the key points from the meeting into a report which they will send the Commissioner.

The CGP in Enugu is also pursuing ways to convert the qualifications of part-qualified teachers who already live in rural areas, to enable them to take up government teaching posts. These major issues with teacher deployment, including inefficiency in funding of teaching posts, would not have been brought to light at all without CSOs in the CGP taking up SBMC issues for advocacy.

Most state government stakeholders reported being happy with the work and role of CSOs. The Kano State Director for Social Mobilization noted that "there are some that are excellent, some are average, and some are not so great but they are helped and we give them a chance to develop."

CSOs themselves noted the value of working with government on behalf of SBMCs:
- They have become more experienced and are "exposed to the gaps in education."
- It has helped them to "decide how to give our support"
- "Now we can operate as independent agencies supporting education."
- They are now "more exposed to communities and understand their needs."
With targeted capacity support from ESSPIN, the CSOs appear have grown into their role supporting community work alongside their government counterparts. Often they are the only agents in the

field and this is recognized by the government officials at local and state level. As SUBEB Jigawa succinctly put it: CSOs are "the agents in the community, our agents."

At a personal level, several CSO workers noted how the work has stretched them and broadened their understanding of education and other issues:
- *"I've travelled to various communities, shared their problems, used a canoe to a very remote place, visited places with no chairs, but the pupils have passion to come to school."*
- *"It has opened my eyes to different people and different perceptions. Some of the women express their opinions and this adds weight."*
- *"In an area I know well Muslims are in church doing activities, they are welcomed into the church which is acting as a school."*
- *"Some communities don't understand but want to learn. We are making a change and creating an impact, you get out of your comfort zone."*

Case Study: advocacy to protect investment in schools

In Enugu, Kaduna and Kwara States, land encroachment onto school premises by housing and businesses is causing concern. For example, at Oke Oyi LGEA School 1, Kwara, the women's committee identified a shop encroaching onto school land. They brought this up at the SBMC meeting and the SBMC took action and reclaimed the land.

In Kaduna North, the LGEA team noted that encroachment was a serious problem with people building on school land or attaching their businesses onto the school perimeter. Shops play music, run generators, etc., disrupting teaching and learning. SBMCs and other stakeholders have visited the LGA and the State government to raise the issue. Through this advocacy the State has sent a team to affected schools to assess the problem and as a result some shops have been demolished, but not all.

SUBEB officials in Kaduna noted that "combinations of different stakeholders are speaking with one voice, a strong voice, about encroachment and as a result the State has formed a committee – representatives from the Ministries of Education, Land, Health, Justice and SUBEB – to discuss these issues." There is hope that a policy about land encroachment will be agreed and enacted in law. Now schools are being asked to erect fences or plant trees to demarcate their boundaries.

Recommendations for ESSPIN
- Continue to collate evidence around school safety, conflict and encroachment, for informing understanding of threats to safe school operation in Nigeria.
- Support CSOs to develop their advocacy capacity, using evidence from engagement with SBMCs to inform and influence government policy and practice on basic education.

3.3.8. Mission School management in Enugu
With ESSPIN's support, SBMCs had been set up in over 150 Church-run Mission schools in Enugu. As part of the condition of receiving ESSPIN grants for school improvement, a Mission Schools support and management network had been set up above SBMC level. This involved Mission Secretariats in local areas posting officers to act as the Mission School Improvement Team (MSIT). The role of these teams was conceived as supporting quality in Mission schools and mobilising resources from both the surrounding community and Church, through school visits and linking upwards through the Church for advocacy and resource targeting. Officers were recruited by the Church and trained by ESSPIN.

While community resource mobilisation had been relatively successful, community members had frequently expressed confusion to SBMC members at SBMC fundraising, when they were already paying fees to use the schools. The Church did not contribute funds to schools as had been expected. ESSPIN provided school development grants and the central Church raised money through congregations to supplement it. But at the end of that process, the church refused to release the expected money against the school development projects.

The Church did fund the small central team overseeing the Mission school support network, but the officers whose role it was to carry out school supervision visits were not paid by the Church, being supported by the community or working on a voluntary basis. CSOs continued to engage with Mission SBMCs, but were not able to act in a team with the Mission officials in the same way as with the CGP, because of the unstable nature of the MSIT postings.

It is difficult to imagine how the extra resources which communities need to deliver quality education will be realised without central funding from the Church. If this is not forthcoming, ESSPIN will need to divert its attention to working more sustainably with government schools.

Recommendations for ESSPIN:
1. Set criteria for capacity at Secretariat and MSIT level and central Church level to be able to continue to work with ESSPIN
2. Conduct assessment of this capacity and identify; whether all support to Mission schools should be ended, or whether it would be productive to continue support to some schools and secretariats. Produce a decision based on criteria such as:
   - capacity of missions to finance MSITs on sustainable basis
   - evidence that central Church is willing to fund school improvement in response to community demand, and to sustainably support MSITs.
   - capacity assessment of skills and relevance of Mission secretariats to manage school development.
3. produce a report or policy brief on the learning gained from the experience of supporting mission schools in Enugu – community capacity on own, local capacity to run a 'school system', implications for central Church authorities and government for longer term – with recommendations on how to support nongovernment schools to sustainably improve quality and access.
4. Explore the possibility of linking some mission schools more closely into government education system, ,at least for information and monitoring purposes. For example, in Udi LGEA, the SMO is providing SBMC training to a mission school. Could SMOs, once they get to a certain level of capacity, record information about mission schools – perhaps provided by CSOs, who could do some mentoring visits to a sample of the mission schools in their target LGEAs? That would enable information flow to SUBEB on the situation and needs in mission schools, so that they have an overview.

3.4 Replication of the SBMC development model

While commitments and plans were proceeding in all states to replicate the SBMC model using government funds, there were differences in opinion on how well this was happening. The Kano SUBEB Director of Social Mobilization supported the continued SBMC roll-out, saying: "*After this roll-out I will be telling staff: you have to put SBMC development in your budgets. Every year government expands schools therefore there is a need to train and retrain SBMCs. Therefore we get sustainability and they are sustained in SUBEB.*"

Jigawa SUBEB officers stated that "*this depends on economics. There is always room for adjustment because of changes, inflation, etc.*" They stated that they will support the SBMCs as they want to roll-out SBMCs to all schools in the next few years. They felt that there may be enough budget – Jigawa now has 1002 SBMCs up and running, and from an initial 9 there are now 14 CSOs working with them. By 2016 they intend to have all schools having an SBMC – over 2,000. They argued that "*the state has realised the importance of SBMCs.*"

In Lagos, clear commitment was expressed at SUBEB level for continuing to expand SBMC work (to a total of 1004 schools), and in Enugu training of trainers to expand into 16 LGEAs, over 500 schools, had just begun. In May 2014 the Kano State government announced support and funding for rolling out the ESSPIN SBMC development model to more than 4000 schools.

However, Kaduna CSOs raised a number of issues, including that the Phase 2 training is now "too intensive, too ambitious". They feel that there are too many schools, and the standards of training are slipping and trainers are not so motivated. There is also no CGP component – i.e., they are not going out to train together with the SMOs, which they did not agree with. They also feel that there are not enough resources: "The first roll-out was adequate, but this funding is not enough for the whole exercise, to cover travel and all the country visits."

In addition, they felt that there are still challenges to Phase 1 to iron out, to make them fully functional and competent. They believe that there is still work to do to 'perfect' the first phase. For example, they commented that the Phase 1 SBMCs are not keeping records properly, do not have the correct representatives, perhaps do not have functioning women's/children's committees, are not all sensitising communities, etc. They argued that SUBEB isn't funding regularly, it is sporadic and this affects the performance of the CSOs, LGEA Social Mobilization teams; and therefore the SBMCs do not get regular inputs.

This was in direct contrast to the views of CSOs and officials in other states, who generally expressed the view that both Phase 1 and 2 SBMCs were responding well to training, and that as long as resources could be found to provide enough training and mentoring support to SBMCs, the process would continue to go well. There were concerns expressed during the visit to Lagos that there would not be resources to support CSOs to visit schools with SMOs, but these were addressed shortly afterward by CSOs providing more staff and schedules being reworked.

Major concerns in all states revolved around support in principle for mentoring visits, but failure to budget or release funds for travel to schools for these visits. All CSOs had had trouble securing resources from government to cover travel. Unless such resources are allocated and released, a crucial factor in SBMC success - long term mentoring - is unlikely to happen at scale.

Kano and Jigawa LGEA staff said that they had enough money for their transport costs, but Kaduna LGEAs said that they needed more, and Kwara noted that the SMO and SSO allowances needed to be far higher to meet the actual costs of travel. There were issues about initial calculations for transport allowances being too low given that replication was extending to more far-flung rural areas. Lagos

LGEA staff were also concerned, but Enugu staff felt that though finances are not yet released, they should be adequate if released.

Discussion emerged in Enugu, Kwara and Kaduna about the number of SBMC members who should be trained. There was some pressure to reduce the number of participants to save money. CGP members felt that a minimum of 8 SBMC members - ideally 9 - needed to be trained if SBMCs were to become effective. This was certainly borne out by observations in Lagos, where despite one school having been involved with ESSPIN longer, only 2 members of the SBMC had received direct training. This was because training in Lagos had initially been delivered to 'cluster SBMCs' representing schools in the surrounding areas. While the SBMC had been very active in fundraising, the SBMC members in this school gave much less positive or confident answers around child protection, inclusion of disabled children, and child welfare than in the second school, where 7 members had received direct training. Even before mentoring had begun, the second SBMC was much more confident and had been much more active around tackling abuse of children, and helping disabled and the poorest children get to school.

Recommendations for ESSPIN
- Investigate whether the rollout training and development model in Kaduna is being significantly 'watered down' in comparison to other states, and address this with government and CSO stakeholders.
- Revisit travel formulae with state partners for both CSO and government staff.
- Prioritise advocacy to establish agreement on budget release for travel costs for training and mentoring of SBMCs.
- Consider conducting a cost-benefit analysis of the SBMC development model, showing the efficiency benefits to government of supporting SBMCs and the CGP effectively.
- Develop a 'minimum standards' for each stage of SBMC development, agreed with key stakeholders across all ESSPIN states.

4. Conclusion

4.1 Implications of findings for SBMC development and ESSPIN's final phase

This study found that stakeholders overwhelmingly valued active SBMCs which were working on a range of issues affecting children's participation in school. SBMC members' accounts of positive change they had instigated were consistently backed up by records, observed improvements to school environments, and by conversations with children, teachers and officials.

There was clear recognition from all levels that SBMCs perform a valuable and unique function for education authorities and communities, and strong enthusiasm for continuing and expanding SBMCs along the lines developed by ESSPIN. SBMCs were particularly valued by government for bringing community resources into education, but government stakeholders at both state and local levels were clear that SBMCs offered more than this. SBMCs and their CGP supporters were particularly valued by government officials as providing essential information about the real state of affairs in schools; as getting real action for education outside of electioneering; and as bringing community motivation back into public education.

There was also consistent enthusiasm at all levels for the idea that a key SBMC role is to find and assist the most vulnerable and excluded from education. This was a much more clearly-expressed view in the 2014 study than emerged in 2011, indicating that over the last three years, increased training to SBMCs developed by ESSPIN, and more intensive technical advice for CSO advocacy, has made a positive impact.

SBMCs' successes in bringing in many more of the most disadvantaged children had created strong demand among teachers and parents interviewed for more inclusive pedagogy techniques. CGP staff were also keen to know more about practical and low-cost ways in which teachers could support marginalised children, especially disabled children. The ESSPIN consortium has access to world-class expertise on inclusive pedagogy, and this could be a fruitful area in which ESSPIN can provide technical advice to educators to meet this growing aspect of community demand.

Efforts to increase children's and women's participation had largely been very successful, although some areas of weakness remained. It is likely these can be addressed without major structural changes to the SBMC development model. Efforts are needed to provide some more nuanced training for facilitators, and new direct training for children's and women's committees. It should be possible to add this to the existing mentoring package and incorporate changes into replication.

It is unclear is how much potential there is for harnessing the community voice and demands for education captured by SBMCs to strengthen the education system. In theory there is great potential for SBMCs to help LGEA teams provide information to SUBEB which, if used systematically, can deliver consistently evidence-based and equitable flows of finance to schools. This is needed if government is to deliver on its guarantees for children's basic education rights. Discussions on these possibilities with government staff during the review suggested that LGEA staff in particular would be keen to use information more strategically in this way; but it was unclear to what extent SUBEB would be able to adjust to using evidence of community education demand in such a way. This would be an interesting area for ESSPIN's Outputs 2 and 3 to explore together.

Government representatives were happy both with the roles SBMCs were playing and with the role of the CGP in sustaining and developing SBMC capacity. Direct advocacy by CSOs and SBMCs through the relationships generated by the CGP had generally been positively received, and in several cases had led to policy and resource allocation changes which government, civil society and communities

had been happy with. Several major issues remain which are relevant to be pursued through advocacy using evidence generated by SBMCs. ESSPIN could play a valuable role in helping both CSO and government sides of the CGP think through how they could deliver such advocacy in the most effective way, bearing in mind the limited advocacy funding opportunities that may exist.

Questions remained about how well government understands the need to invest in all aspects of the ESSPIN model to ensure good quality and motivated SBMCs. This area should be focused on by ESSPIN as part of technical advice and collaboration with state governments over the next two years. A key task for ESSPIN will be to provide clear information about the cost-to-benefit ratio of the combined aspect of the model so far.

The ESSPIN team will also need to consolidate its thinking on how much the SBMC development model can be 'watered down' to reach more communities in the desired timescale, and what the minimum standards should be for funding, managing and delivering the SBMC development model at scale. Negotiating understanding and agreement with government partners in support of replicating the model widely according to minimum standards will be an important step to assure the sustainability of effective SBMCs in ESSPIN states. Such standards would be usefully disseminated to other states to assist with nationwide replication of the ESSPIN SBMC model adopted and funded by UBEC.

Appendix 1: References

ESSPIN (2014) *SUBEB Summary Template: All states to 0314* (internal ESSPIN monitoring document)

Little, D. and Lewis, I. (2012) Qualitative Review of ESSPIN SBMC Development

Poulsen, H. (2009) SBMCs in Policy and Practice: Research Synthesis Report. Abuja: ESSPIN Report no. 404

Pinnock, H. (2012) Quantitative Review of SBMC Development, ESSPIN

Appendix 2: Guide questions used in field research

Questions for SBMC members in Phase 1 School

1. How often, when and where does the SBMC meet?

2. How are members consulted? How are decisions taken?

3. How does the SBMC consult with the wider community?

4. What have you done in the SBMC that you are happiest about, or most proud of? Why are you happy about this?

5. Problems you've been unable to solve yet? What are you thinking of doing to solve them? Have you asked government to help with these things? What could you do?

6. Do you get visited by any CSO or SMO?

7. What ideas have come from the women's committee recently? What was the SBMC response?

8. What ideas have come from the children's committee recently? What was the SBMC response?

9. Was the SBMC involved in the most recent school development plan? How? What ideas from the SBMC are now in the plan? How happy are you with the way in which the SBMC was involved in the school development plan process? No, why not? Do you have any ideas for improving school development planning? How is the SDP funded?

10. What are the biggest problems children have with coming to school, or being out of school? Any children with disabilities who cannot come to school?

11. Have any problems with education got worse over last few years?

12. How does the SBMC take issues or problems to government for their help? Do you usually get a reply at the first attempt, or is it more likely that you will have to chase government for a reply? Why is this?

Do you usually get the help you want from government, or is it more likely that you won't get the help you need? Do you usually get any help at all from government? Why is this?

Have you noticed any changes in the way government responds to your requests for help? Any improvements? Has any part of government's relationship with your SBMC got better, or worse? Do people in the community get discouraged if government doesn't provide some funds? Has government changed their responsiveness?

13. If a teacher or adult in the school behaved inappropriately with a female student, what do you think the SBMC should do? What about other inappropriate behaviour towards students? Did you get any training on how to handle these matters? How useful was it in helping deal with these situations?

14. What are the biggest problems children have with getting a good quality education?

Have these problems changed over the time you've been with the SBMC – have any problems got better or worse, or have any problems been solved completely? Have any new problems come up as a result of solving another problem?

15. Have you lost any SBMC members? Why? Were they replaced by new members? Did new members get any training? Who provided the training? How did the SBMC help new members learn their roles? Do you think that the SBMC will exist in 10 years' time? Why?

16. What training have you received, and when? Problems, what else do you need?

17. Any issues you want to raise?

Questions for women's committee members in Phase 1 School

1. Are you all members of the women's committee? Do you all have children at the school?
How often, when and where does the women's committee meet?

2. How does the women's committee consult with the wider community?

3. How do issues from the women's committee get taken to the SBMC? Who raises these issues at SBMC meetings? How does the rest of the SBMC respond?

4. What have you done in the women's committee that you are happiest about, or most proud of? Why are you happy about this?

5. Are there any ideas from the women's committee that have not been taken up by the SBMC?

6. Did these ideas get raised with the SBMC? Why were they not taken up? Do you think the women's committee could do anything now to get the SBMC to take the issue on?

7. Do any of you go to SBMC meetings? Does the SBMC meet at a time that is convenient for the women's committee? If yes, has this always been the case? If no, why, and what do you think should happen about this?

8. What are the biggest problems children have with coming to school, or being out of school? Any children who have a disability and can't go to school?

9. What are the biggest problems children have with getting a good quality education?
Have any education problems got worse?
Can you tell me about some ideas members of the women's committee have had to improve children's education? Did any of these ideas get acted on by the SBMC? How did the idea get brought to the attention of the SBMC? Was it difficult to persuade the SBMC to take up the issue? How did you overcome any difficulties?

10. If a teacher or adult in the school behaved inappropriately with a female student, what do you think the SBMC should do? What about other inappropriate behaviour towards students? Did you get any training on how to handle these matters? How useful was it in helping deal with these situations?

11. Do you think that the SBMC will exist in 10 years' time? Why?

12. What training have you received, and when? Are you happy with it? What other training do you need?

13. Any issues to raise or pass on?

Questions for SBMC members in Phase 2 School

1. How often, when and where does the SBMC meet?

2. How are members consulted? How are decisions taken? How does the SBMC consult with the wider community? Who comes to the SBMC?

3. How long after initial training did mentoring visits start?

4. What have you done in the SBMC that you are happiest about, or most proud of? Why are you happy about this? Problems you've been unable to solve yet? What are you thinking of doing to solve them?

5. What ideas have come from the women's committee recently? What was the SBMC response?

6. What ideas have come from the children's committee recently? What was the SBMC response?

7. Was the SBMC involved in the most recent school development plan? How? What ideas from the SBMC are now in the plan? How happy are you with the way in which the SBMC was involved in the school development plan process? No, why not? Do you have any ideas for improving school development planning? How is the SDP funded/has it been funded?

8. What are the biggest problems children have with coming to school? Have these problems changed over the time you've been with the SBMC – have any problems got better or worse, or have any problems been solved completely?

9. How does the SBMC take issues or problems to government for their help?
Do you usually get a reply at the first attempt, or is it more likely that you will have to chase government for a reply? Why is this?

Do you usually get the help you want from government, or is it more likely that you won't get the help you need? Do you usually get any help at all from government? Why is this?

Have you noticed any changes in the way government responds to your requests for help? Any improvements? Has any part of government's relationship with your SBMC got better, or worse? Do people in the community get discouraged if government doesn't provide some funds?

10. What are the biggest problems children have with getting a good quality education?
Have these problems changed over the time you've been with the SBMC – have any problems got better or worse, or have any problems been solved completely? Have any new problems come up as a result of solving another problem?

11. If a teacher or adult in the school behaved inappropriately with a female student, what do you think the SBMC should do? What about other inappropriate behaviour towards students? Did you get any training on how to handle these matters? How useful was it in helping deal with these situations?

12. Have you lost any SBMC members? Why? Were they replaced by new members? Did new members get any training? Who provided the training? How did the SBMC help new members learn their roles? Do you think that the SBMC will exist in 10 years' time? Why?

11. What training have you received, and when? Problems, what else do you need?

Questions for women's committee members in Phase 2 School

1. How often, when and where does the women's committee meet?

2. How are members consulted? How are decisions taken? How does the women's committee consult with the wider community?

3. How do issues from the women's committee get taken to the SBMC? Who raises these issues at SBMC meetings? How does the rest of the SBMC respond?

4. What have you done in the women's committee that you are happiest about, or most proud of? Why are you happy about this? Any problems/concerns?

5. Are there any ideas from the women's committee that have not been taken up by the SBMC? Did these ideas get raised with the SBMC? Why were they not taken up? Do you think the women's committee could do anything now to get the SBMC to take the issue on?

6. Does the SBMC meet at a time that is convenient for the women's committee? If yes, has this always been the case? If no, why, and what do you think should happen about this?

7. What are the biggest problems children have with coming to school? Have these problems changed over the time you've been with the SBMC – have any problems got better or worse, or have any problems been solved completely?

8. What are the biggest problems children have with getting a good quality education?
Have these problems changed over the time you've been with the SBMC – have any problems got better or worse, or have any problems been solved completely? Have any new problems come up as a result of solving another problem?

9. Can you tell me about some ideas members of the women's committee have had to improve children's education? Did any of these ideas get acted on by the SBMC? How did the idea get brought to the attention of the SBMC? Was it difficult to persuade the SBMC to take up the issue? How did you overcome any difficulties?

10. If a teacher or adult in the school behaved inappropriately with a female student, what do you think the SBMC should do? What about other inappropriate behaviour towards students? Did you get any training on how to handle these matters? How useful was it in helping deal with these situations?

11. Do you think that the SBMC will exist in 10 years' time? Why?

12. What training have you received, and when? Are you happy with it? What other training do you need?

Questions for children's committee members in Phase 2 School

1. Are you all members of the children's committee?

2. How often, when and where does the children's committee meet? How are members consulted? How are decisions taken? How does the children's committee consult with children in the wider community?

3. What have you done in the children's committee that you are happiest about, or most proud of? Why are you happy about this? Problems/concerns?

4. How do issues from the children's committee get taken to the SBMC? Who raises these issues at SBMC meetings? How does the rest of the SBMC respond?

5. Can you tell me about some ideas members of the children's committee have had to improve school and getting to school?

6. Did any of these ideas get acted on by the SBMC? How did the idea get brought to the attention of the SBMC? Was it difficult to persuade the SBMC to take up the issue? How did you overcome any difficulties?

7. Are there any ideas from the children's committee that have not been taken up by the SBMC? Were these ideas get raised with the SBMC? Why were they not taken up?

8. What are the biggest problems children have with coming to school? Have any problems got better or worse, or have any problems been solved completely?

9. What are the biggest problems children have with getting a good quality education?
Have any problems got better or worse, or have any problems been solved completely? Have any new problems come up as a result of solving another problem?

10. Do you think that the SBMC will exist in 10 years' time? Why?

11. What training have you received, and when? Would you like to be trained about anything else?

Questions for LGEA Team

1. What is the value to you of having active SBMCs?

2. How do you get information from SBMCs? Who do you pass that information on to, and how?

3. What is the value for you of SBMC Forums? How are they funded?

4. How long after initial training did SBMC mentoring visits start?

5. What problems with education are SBMCs helping to solve? What has been achieved? Are any new problems with education coming up since SBMCs have been active in your LGEA?

6. If an SBMC asks you for money, what do you do? If money is not available, do you reply to the SBMC? If so, what do you tell them? Do you take any other action if money is not available? Do people in the community get discouraged if government doesn't provide some funds?

7. Have any schools in your LGEA received self-help or direct school funding? Has this been linked to the school development plan? Have SBMCs been involved in identifying needs for self-help funding, or implementing self-help projects? How do you use school development plans in your work?

8. Are you finding any problems with SBMC membership? Are people in communities still willing to be active members of SBMCs? Do you think that the SBMC will exist in 10 years' time? Why?

9. What do you think should happen in the next phase of ESSPIN?

Questions at state level

SUBEB and Social Mobility teams
1. What is the value to your work of having active SBMCs?

2. What problems with education are SBMCs helping to solve? Have any new problems with education been identified since SBMCs have been active in your state?

3. How do you get your information about what SBMCs do, and about what needs and issues SBMCs are raising?

4. What do you think about the SBMC Forums – are they useful for you? How are SBMC Forums funded?

5. What funding is available for training and supporting SBMCs? Will that funding change over the next two or three years?

6. What funding is currently available for school self-help projects/direct school funding? On what basis is it allocated? Will that funding change over the next two or three years?

7. Do people in the community get discouraged if government can't provide funds in response to SBMC requests for help?

8. What is the value of CSOs working with government to support SBMCs?

9. How has the process of rolling out the SBMC support model gone in your state?
Has there been enough budget allocated by the state government?

10. Do you think that the SBMC will exist in 10 years' time? Why?

11. Have you been able to find enough SMOs?

12. What do you think should happen in the next phase of ESSPIN?

13. What extra support could ESSPIN provide over the next two or three years to help SBMCs work better in your state?

14. What should happen in future when new SBMC members arrive?

LGEA staff
1. What is the value to you of having active SBMCs?

2. What problems with education are SBMCs helping to solve? What has been achieved?

3. Have any new problems with education been identified since SBMCs have been active in your state?

4. How do you get your information about what SBMCs do, and about what needs and issues SBMCs are raising?

5. What do you think about the SBMC Forums – are they useful for you? How?

6. Do people in the community get discouraged if government can't provide funds in response to SBMC requests for help?

7. How has the process of rolling out the SBMC support model gone in your state?
Has there been enough budget allocated by the state government?

8. Are you finding any problems with SBMC membership? Are people in communities still willing to be active members of SBMCs?

9. Do you think that the SBMC will exist in 10 years' time? Why?

10. What is the value of CSOs working with SMOs to support SBMCs?

11. What do you think should happen in the next phase of ESSPIN?

12. What extra support could ESSPIN provide over the next two or three years to help SBMCs work better in your state?

CSOs
1. What is the value to government of having active SBMCs?

2. What problems with education are SBMCs helping to solve? Have any new problems with education been identified since SBMCs have been active in your state?

3. What advocacy are you conducting based on your work with SBMCs?

4. What learning have you found from the process of helping to set up women's and children's committees?

5. Do people in the community get discouraged if government can't provide funds in response to SBMC requests for help?

6. How has the process of rolling out the SBMC support model gone in your state?
Has there been enough budget allocated by the state government?

7. Are you finding any problems with SBMC membership? Are people in communities still willing to be active members of SBMCs?

8. Do you think that the SBMC will exist in 10 years' time? Why?

9. What extra support could ESSPIN provide over the next two or three years to help SBMCs work better in your state?

10. What is the value of CSOs working with government to support SBMCs?

11. What training should new SBMC members get? Are they receiving this training?
Do existing SBMC members need any additional training, do you think?

SBMC chairs/members
1. What is the value to government of having active SBMCs?

2. What problems with education are SBMCs helping to solve? Have any new problems with education been identified since SBMCs have been active in your state?

3. What has been the value of setting up women's and children's committees linked to SBMCs?

4. What is the value of having mentoring visits for SBMCs?

5. What information do SBMCs give to government that government would not otherwise have?

6. What do you think about the SBMC Forums – are they useful for you?

7. Are you finding any problems with SBMC membership? Are people in communities still willing to be active members of SBMCs?

8. Do people in the community get discouraged if government can't provide funds in response to SBMC requests for help?

9. How has the process of rolling out the SBMC support model gone in your state?
Has there been enough budget allocated by the state government?

10. Do you think that the SBMC will exist in 10 years' time? Why?

11. What training should new SBMC members get? Are they receiving this training?
Do existing SBMC members need any additional training, do you think?

12. What do you think should happen in the next phase of ESSPIN?

Appendix 3: Research participants

1. Enugu State

Obinaga Anaeke Nachi Community Primary
School
St Jude Mission School

CSOs group

SMOs group

Head of Social Mobilisation

2. Kaduna State

Ali Dogo Primary School
Army Camp Schools (ACS) – Art 1 and Art 2
Primary Schools

CSOs group

Kaduna North LGEA Group
Kaduna South LGEA Group

SUBEB group

3. Kano State

Fagge Primary School
Limawa Primary School
Multihull Khari Community Primary School

CSO group

Fagge LGEA group
Kumbotso LGEA group

SUBEB group

4. Kwara State

Oke Oyi 1 and 2 LGEA School
St Michael 1 and 2 Primary School

CSOs group

SMOs group

Ilorin East LGEA group
Ilorin South LGEA Group

SUBEB Social Mobilisation Department

5. Jigawa State

Model Boarding Primary School
Aujara Primary School
Madobi Primary School

CSOs group

Dutse LGEA group
Jahun LGEA group

SUBEB group

6. Lagos State

St Theresa Primary School, Marine Beach
Agege Primary School

CSOs group

Apapa LGEA group
ESs
SBMC chairs

SUBEB: Head of Social Mobilisation and Board
Secretary