

Aid to Education in Nigeria

This EDOREN note is about aid to education in Nigeria from 2000. It summarises aid levels and trends to the extent that the data allow drawing primarily on OECD-DAC sources. It highlights the modesty of aid relative to both educational need and financing from the Nigerian government. It shows the peaks and the troughs of aid commitments reflecting the operational planning and project cycles of major development agencies. The paucity of readily accessible aid data at the State level is noted, as is the weak evaluation base from which to learn strategic lessons from aid supported education programmes.

1. Aid to Education: The Challenge

Making the case for aid to education in Nigeria is both easy and deeply problematic. The deficiency of the education system in terms of learning, access and equity indicators is stark. The need for systemic, sustained reform is evident. But determining the means of initiating and supporting change through aid is beset by political uncertainties, deep-seated institutional weaknesses, insecurity and instability in parts of the country, and a lack of voice and accountability. Together these problems create a complex environment in which to support and implement credible and effective aid-supported educational interventions.

The core question is how to invest strategically and smartly, helping to demonstrate that Nigerian-led reforms are technically manageable, politically realistic and sustainable. At the same time, aid has to be seen to deliver tangible results in relatively short time spans, to match public and political expectations within donor countries. And all this needs to be done with modest funds relative to the scale of Nigeria's educational access, quality and equity deficits.

Defining an appropriate, realistic aid for education strategy in Nigeria that matches ambitious and demanding objectives is hindered by a weak evidence and data base. The literature on lessons learned lies largely and unevenly within individual development agencies. There is no point or process within the Nigerian government or across development agencies which draws data, review and evaluation material together.

Most agencies work in selected partner states, predominantly in northern Nigeria, where the poverty of basic education is pronounced. In some states (e.g. Kano and Kaduna) there has been aid for basic education for over 10 years, but there is no longitudinal review work to gauge effectiveness and learn lessons across projects at the state level.

2. Total aid for education 2000–2013

From 1960 to 2011, Nigeria received an average of below US\$ 0.5 billion net Official Development Assistance (ODA) annually (Fuady, 2014). But for 2012, OECD records net ODA at US\$ 1.916 billion rising to US\$ 2.529 in 2013 (an increase of 32%). In 2013, 46% of net ODA was derived from OECD-DAC countries and 54% from multilateral sources. Per capita the figure has risen from US\$ 11.5 to US\$ 14.6 (2012–2013).

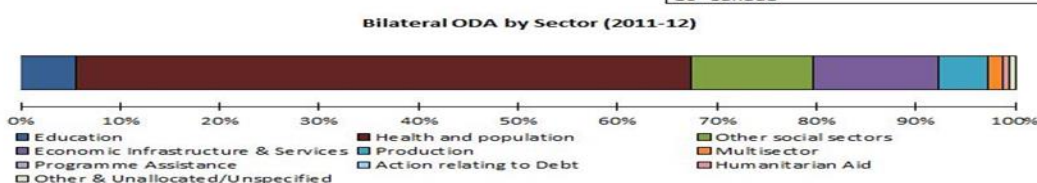
In 2013, three development agencies (the World Bank IDA, USAID and the UK) provided 62% of net ODA (75% for 2011–2012 average). In 2012, net ODA represented less than half inward private investment flows to Nigeria.

Aid to education in Nigeria is modest, perhaps 1.5% of the country’s domestic expenditure on primary education alone.¹ It is not an aid priority, comprising 5% of total **bilateral** ODA 2011–12 average and 6.5% in 2013 – a poor relation to spending on health and population. For DFID alone, education comprises 9.4% of the country aid budget, and health 23.4% (<http://devtracker.dfid.gov.uk/countries/NG/>). Exploration of, and the rationale for, this marked difference deserves investigation in its own right.

Table 1 ODA to Nigeria 2010–2012

Nigeria			
Receipts	2010	2011	2012
Net ODA (USD million)	2 062	1 769	1 916
Bilateral share (gross ODA)	41%	46%	46%
Net ODA / GNI	1.0%	0.8%	0.8%
Net Private flows (USD million)	- 608	2 081	4 429
For reference	2010	2011	2012
Population (million)	159.7	164.2	168.8
GNI per capita (Atlas USD)	1 240	1 260	1 430

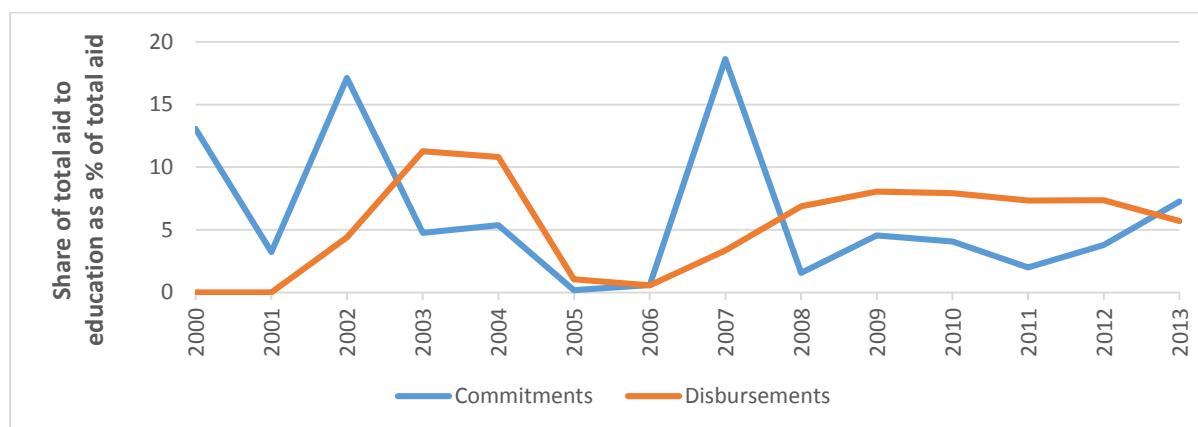
Top Ten Donors of gross ODA (2011-12 average) (USD m)		
1	IDA	604
2	United States	414
3	United Kingdom	335
4	Global Fund	164
5	EU Institutions	111
6	UNICEF	53
7	Japan	43
8	AfDF	40
9	GAVI	36
10	Canada	34



Sources: OECD - DAC, World Bank; www.oecd.org/dac/stats

Recent data for 2013 show little change in the distribution of aid by sector shown above (Table 1). Unsurprisingly, the averages hide year-on-year fluctuations (Figure 1). In 2002 and in 2007, the proportion of education for aid as a percentage of total aid was over 17%, whereas in 2005 and 2006, commitments were below 0.6%, rising and levelling out since then to over 5%. From 2008, commitments were lower than disbursements, until 2013, when commitments rose above disbursements for the first time in five years. The latter have levelled off to approximately 7–8%, a little higher than the DAC figure as a proportion of net bilateral aid shown in Table 1.

Figure 1 Share of total aid to education as a percentage of total aid 2000–2013



Source: Author’s own calculations based on data from OECD-DAC (2015)²

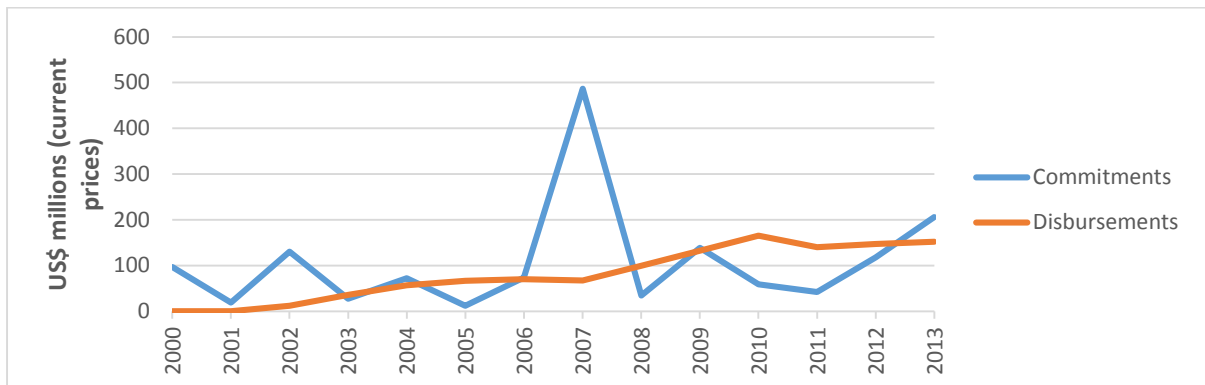
Figure 2 shows the peaks and the troughs in aid to education – total commitments and disbursements – since 2000. The commitment peak in 2007 is clear (US\$ 487 million, including US\$ 212 million from DFID and US\$ 245 million from World Bank IDA) at the beginning of new programme and project cycles. The year 2013 shows the beginnings of a new peak, reflecting the

¹ Santcross et al., February 2010.

² <http://stats.oecd.org/Index.aspx?datasetcode=CRS1#>

inception of new World Bank and DFID projects in particular. Disbursement levels have risen gradually from zero reported in 2000 to nearly US\$ 150 million in 2012, peaking in 2010.

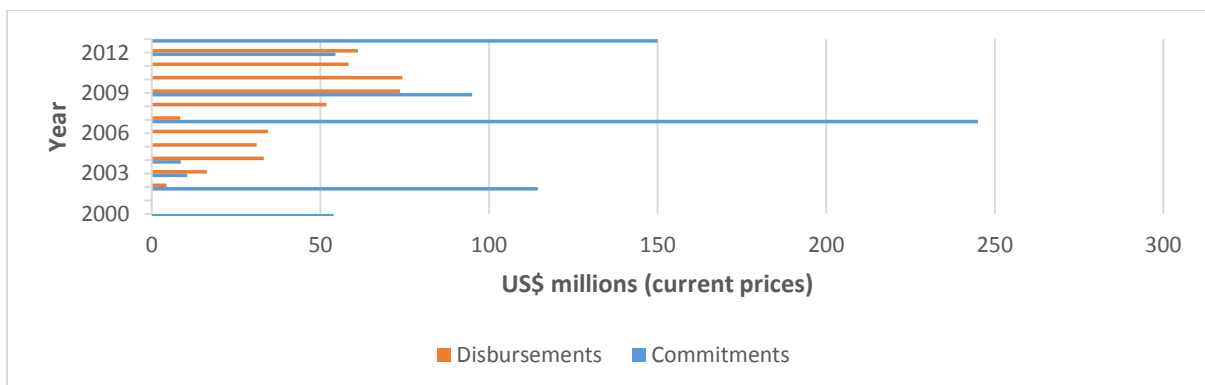
Figure 2: Totals of commitments and disbursements to aid to education in Nigeria 2000–2013



Source: OECD-DAC (2015)

Figure 3 shows a more detailed breakdown for the World Bank, the largest provider of aid for education. This indicates a significant increase in support for education from the first half of the decade (2000–2010) to the second.

Figure 3: Total commitments and disbursements of aid to education by the World Bank IDA 2000–2013



Source: OECD-DAC (2015)

These national data provide a useful overview of trends. They paint a picture typical of aid provided through discrete (and largely state-based) projects. The decade of budget and sector support has passed Nigeria by. Patterns of commitment and expenditure reflect agency operational programme planning and project cycles. There is no clear and direct relationship with federal and state planning and programming – except within and through projects. Alignment is therefore local and largely pragmatic.

Of more interest than the national figures would be commitments and disbursements at the state level. This would provide a much more nuanced understanding of aid in terms of the plans, objectives targets and results of individual states where aid for education is concentrated.

3. Aid for education: sub-sector allocations

The annexes to this note provide data on the totals of commitments and disbursements of direct aid to education in Nigeria by sub-sector/input typology (Annex 1 using the OECD-DAC classification) and for DFID in Annex 2. These tables are difficult to interpret, for example in judging whether categories such as policy and management are sub-sector specific or not. The same applies to teacher training. If the DAC category of primary education is taken alone, over the period 2000–2012 primary education received the highest level of total commitments for all but three years. In terms of disbursements, however, primary education had 58% of these on policy and management. For DFID the major 2007 commitment peak is ascribed entirely to policy and management, although this was when DFID launched major basic education projects. Similar reporting problems arise on disbursements. Accordingly, these official data should be treated with considerable caution.

4. Aid for education: directions for better analysis

The tables and the figures above outline a story of commitments and disbursements over time. The importance of these investments relative to need and to levels of investment in education by federal and state governments is a much harder story to tell. On need, it is possible to construct some proxy measures. For example, if the figure of 10.5 million children out of school in Nigeria is accepted (EFA Global Monitoring Report 2013/14), then using a total disbursement figure of US\$ 150million to the education sector (2012) would mean an allocation of US\$ 14.5 per out-of-school child per annum. This assumes that all of the aid goes to primary education, which, as Annexes A and B show, it does not. The 2012 EFA Global Monitoring Report records that total aid to basic education per primary school aged child in Nigeria was US\$ 3 in 2010 (compared with Ethiopia US\$ 14, Zambia US\$ 23 and Tanzania US\$ 16).

Measuring the contribution of aid to education relative to Nigeria's own investment in the sector is almost impossible in the absence of detailed estimates of total public spending on education. Overall, public spending on education has increased since the early 2000s because additional funds have been made available for the implementation of the Universal Basic Education Reform Programme and Millennium Development Goal-related activities financed by the debt-relief initiative. However, aggregate public spending on education cannot be estimated because of the lack of expenditure data from states and local governments (World Bank 2008). There are no estimates for public spending on education in any of the EFA Global Monitoring Reports.

In a brief analysis of the 2014 Federal Budget by PwC, it is stated that education would receive 10.6% of the expenditure budget – a total of approximately NGN 464 billion or US\$ 2.9billion (an increase of NGN 493 billion over 2013). However, it should be noted that this excludes state-level budgets. Nevertheless, if this figure is accepted, aid to education is a tiny drop in the education budget. The report on Nigeria for the mid-term evaluation of FTI (now GPE) concludes: 'External aid is, and is always likely to be, only a very marginal source of finance for public expenditures on primary education in Nigeria. Even very substantial multiples of current aid would have little impact on the gap between the current level of funding and the amount required to provide all children with a quality education' (Santcross et al. 2010). It finds that for the decade from 1999, aid has been equivalent to, at most, 1.5% of total domestic expenditure on primary education alone.

Aid to education in Nigeria is through projects and focuses primarily on individual states, especially in northern Nigeria. The spiky and uneven nature of commitments (especially) and disbursements is typical of agency project cycles with relatively significant (often technical assistance-related) investments in the early years of project cycles. These cycles are agency-driven.

A more informative analysis both overall and for DFID in particular would be to calculate the levels of investment which have been made in individual states against state-level results over the past decade.

References

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Annex A Total commitments and disbursements of direct aid to education in Nigeria by sub-sector

A.1 Commitments to direct aid to education in Nigeria by sub-sector

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
Education policy and admin. management	1.93	0.55	7.18	6	0.213	0.177	6.68	224	1.05	30.9	2.51	5.25	5.28	88.5
Education facilities and training	0.19	0.13	28.7	10.6	0.252	0.538	0.67	36.1	3.47	2.79	20.2	1.91	0.713	1.57
Teacher training	0.0235	0.0367	1.3	0.08	0.317	0.0307	0.0848	21.5	0.0396	0.0582	0.153	1.04	1.68	2.10
Educational research	0	0	0	0	0	0	0	0.386	0.022	0	0.000473	0.00334	0.792	33.0
Primary education	66.3	6.09	55.9	0.622	52.1	6.27	9.72	11.4	15.1	19.5	17.7	18.4	38.8	20.4
Basic life skills for youth and adults	11	6.72	0	0.494	0.656	0.796	0.169	0.164	0.215	0.286	4.15	0.914	0.756	0.355
Early childhood education	0	0	0	0.0259	0	0.0218	0.339	0.355	0.793	0.67	0.545	0.1	0.0617	0.324
Secondary education	0.47	0.635	30.3	0.617	0.743	0.192	0.51	0.543	0.651	70.1	1.69	2.58	8.84	0.4
Vocational training	0.232	0.161	1.21	0.686	5.02	0.608	45.3	3.18	0.997	0.707	0.403	0.101	47.7	39.1
Higher education	16	4.27	5.16	7.3	8.34	3.17	9.88	159	12.1	13.9	11.2	10.9	11.4	11.2
Advanced tech. and managerial training	0.723	0.431	0.472	1.13	4.48	0.311	0.00363	31.3	0.00144	0.0836	0.311	0.69	2	9.12

Source: OECD-DAC (2014)

A.2 Disbursements to direct aid to education in Nigeria by sub-sector

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
Education policy and admin. management	0	0	4.95	7.81	10.2	2.73	2.38	4.25	6.94	25.5	43.1	45.1	44.8	37.4
Education facilities and training	0	0	0.1	0.983	1.51	4.69	7.79	8.78	13.3	16.4	42.3	11.9	2.2	2.53
Teacher training	0	0	0.0541	0.0801	0.28	0.0307	0.825	0.171	2.97	4.81	9.43	5.15	1.66	2.10
Educational research	0	0	0	0	0	0	0	0.265	0.12	0.0211	0	0.00334	0.000337	3.36
Primary education	0	0	3.68	12.9	26.8	38.8	37.4	41.2	23.2	18.4	20.6	23.1	24.9	34.0
Basic life skills for youth and adults	0	0	0.131	0.674	0.445	1.18	0.311	0.559	0.344	0.289	3.64	0.914	0.501	3.50
Early childhood education	0	0	0	0.0259	0	0.0218	0.339	0.355	0.793	0.67	0.545	0.1	0.0611	0.324
Secondary education	0	0	0	0.617	1.71	7.28	9.76	0.536	0.574	12.3	13.3	14.4	20.2	23.4
Vocational training	0	0	0.877	0.978	0.56	1.03	1.13	1.17	2.66	1.41	2.74	1.09	5.77	17.0
Higher education	0	0	2.01	10.5	15.1	10.5	9.47	9.22	41.5	44.8	25.9	32.2	39.3	23.7
Advanced tech. and managerial training	0	0	0.386	1.08	0.204	0.504	0.507	0.959	6.98	7.54	3.91	5.85	8.02	4.10

Source: OECD-DAC (2014)

Annex B Commitments and disbursements of aid to education in Nigeria by DFID by sub-sector

B.1 Commitments of aid to education in Nigeria by DFID by sub-sector

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
Education policy and admin. management	1.35	0	0	0	0	0	0	212	0	4.15	1.01	2.2	3.22	2.53
Education facilities and training	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Teacher training	0	0	0	0	0	0	0	0	0	0	0.114	0.408	1.37	1.77
Educational research	0	0	0	0	0	0	0	0	0	0	0	0	0.792	0.001
Primary education	18.9	0	0	0	47.6	0	0	0	0	2.86	0	0	2.89	0
Basic life skills for youth and adults	0	0	0	0	0	0	0	0	0	0	1.78	0.00843	0.292	0.166
Early childhood education	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Secondary education	0	0	0	0	0	0	0	0	0	0	0.691	0	0	0
Vocational training	0	0	0	0	0	0	0	0	0	0	0	0	0	0.134
Higher education	0.227	0	0	0	0	0	0	0	0.899	0.553	0.665	0.322	0.693	0.658
Advanced tech. and managerial training	0.452	0	0	0	0	0	0	0.0158	0	0	0	0.676	1.86	2.210

Source: OECD-DAC (2014)

B.2 Disbursements of aid to education in Nigeria by DFID by sub-sector

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
Education policy and admin. management	0	0	1	0.552	0.219	0.08	0	0.144	4	17.4	27.6	30.8	35.2	28.2
Education facilities and training	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Teacher training	0	0	0	0	0	0	0	0	0	0	0.114	0.408	1.35	1.77
Educational research	0	0	0	0	0	0	0	0	0	0	0	0	0.000337	2.70
Primary education	0	0	0	0	0.17	14.6	14.5	32.8	9.99	6.59	10.7	6.72	11.7	19.3
Basic life skills for youth and adults	0	0	0	0	0	0	0	0	0	0	1.27	0.00843	0.292	3.26
Early childhood education	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Secondary education	0	0	0	0	0	0	0	0	0	0	0.691	0	0	0
Vocational training	0	0	0	0	0	0	0	0	0	0	0	0	0	0.134
Higher education	0	0	0	0	0	0	0	0	0.899	0.553	0.665	0.322	0.693	0.658
Advanced tech. and managerial training	0	0	0	0	0	0	0	0.0158	0	0	0	0.676	1.86	2.22

Source: OECD-DAC (2014)