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DELVe Technical Report: A synthesis of three FCDO-funded Education in Emergencies programmes in North-East Nigeria (2017-21)

Revised December 2022

Executive Summary

North-East Nigeria is undergoing an educational crisis, caused partly by conflict and insecurity in the region starting in 2009. This insecurity has accentuated long-standing weaknesses in the region's education system. The educational crisis in Borno and Yobe states is characterised by a high number of out-of-school children and children at risk of dropping out of school or facing learning losses. In addition, many children, especially girls, experience difficulties accessing education due to the socioeconomic, cultural and religious dynamics of the region.

In the period between 2017 and 2021, the Foreign, Commonwealth and Development Office (FCDO) has supported three education in emergencies (EiE) interventions in Borno and Yobe. Two of the programmes were fully funded by FCDO – one implemented by the International Rescue Committee (IRC), and another implemented by the United Nations Children's Fund (UNICEF). FCDO also provided top-up funds for one of the components of the United States Agency for International Development's (USAID) Addressing Education in Northeast Nigeria (AENN) programme. This support has been provided under two portfolios: The North-East Nigeria Transition to Development Programme (NENTAD) during an initial stage and then through the first phase of the Partnership for Learning for All in Nigeria (PLANE).

Since 2021, FCDO-Nigeria is funding a second phase of PLANE (2021-2028). This phase of PLANE is structured around three streams of support which are referred to as windows. Each window has a specific thematic focus: Window 1 - Getting the Foundations Right (A Systems Approach) focuses on teaching and learning, improved governance (for state and non-state education delivery) and increased use of data and evidence; Window 2 - Education in Emergencies focuses on support to help marginalised children affected by conflict learn foundational skills, and support to recovery of systems; Window 3 - Community Support to Learning targets improving inclusion and learning for marginalised children.

FCDO-Nigeria has partnered with UNICEF to implement Window 2 of PLANE from December 2021 to December 2025. The objectives of Window 2 are: i) Improve quality of teaching and learning in formal and/or non-formal learning settings to deliver on foundational numeracy and literacy; ii) Enable girls and children with disabilities in conflict-affected areas to complete primary and transition to junior secondary education; iii) Improve the well-being, protection and safeguarding of conflict-affected children, particularly girls and children with disabilities; iv) Strengthen the capacity of governments and communities to plan, finance and implement education in emergency context in line with evidence and best practices

This report was commissioned by FCDO to synthesise the results and lessons learned from these three EiE programmes to share achievements and recommendations with the wider EiE community informing adaptations to ongoing programmes and future programming, as well as to inform FCDO and UNICEF decisions on the implementation of the current phase of PLANE.

The three EiE programmes included interventions targeting both the formal and non-formal education sectors. The programmes developed different interventions. IRC supported out-of-school learners through an Accelerated Learning Programme and those at risk of dropping out with a tutoring programme. UNICEF mainstreamed new teaching methodologies such as Teaching at the Right Level and the Kanuri Arithmetic and Reading Initiative. AENN supported the development of education data hubs. Common activities included training teacher and learning facilitators, strengthening community engagement, rehabilitating infrastructure, and improving education budgeting and monitoring.

Together, the programmes enrolled a total of 273,344 children in the interventions (143,366 girls and 129,978 boys). 42,894 of the children enrolled were out-of-school children, out of which 94% were mainstreamed to formal schools at the end of the programme. A total of 15,385 adults – many of them teachers and community members



– were trained. In terms of infrastructure, 298 classrooms were rehabilitated, and 263 schools were provided with water, sanitation, and hygiene facilities.

The programmes showed strong achievements in terms of improving learning outcomes, especially literacy and numeracy. 92% of the children that participated in the Accelerated Learning Programme and 91% of those enrolled in the tutoring intervention improved their reading comprehension. The Teaching at the Right Level intervention proved to be especially effective with regards to learning results, with improvements of up to 21% and 32% in literacy and numeracy respectively. On the other hand, the programmes did not show substantial achievements in terms of social-emotional learning. A summary of findings is presented as an infographic in Annex 1.

Some of the most relevant lessons learned include the possibility of scaling up contingency measures for remote provision introduced due to Covid-19 for post pandemic implementation, such as the provision of education through radio programming in case of school closures. Additionally, it was observed that partnerships, especially with civil society organisations and government authorities, enabled reduction in costs, increased effectiveness, and allowed for mitigation against disrupted implementation due to Covid-19 and conflict.

Several recommendations emerged from this synthesis. Funders should consider complementing EiE support with “enabling” interventions such as improvements in education monitoring and governance. Additionally, mainstreaming the use of theories of change is advised to strengthen design, implementation, monitoring, course-correction, and evaluation of interventions, as well as to strengthen programmes’ focus on gender and disadvantaged groups. A full list of the recommendations reached is provided below.

Recommendations

1. Consider complementing EiE programmes with “enabling” interventions that target other areas of the education system such as education monitoring and governance.
2. Strengthen and mainstream the use of theories of change to help design, implement and monitor at intervention, programme and portfolio level. For instance, consider developing theories of change at programme level to align programme and portfolio objectives as well as enable coordination and consensus between the teams involved.
3. To strengthen programmes’ focus on gender and disadvantaged groups, particularly on people with disabilities, consider developing strategies to better understand the needs of target groups and monitor efforts to reach them.
4. Strengthen the evidence base on what has proved to work in North-East Nigeria, including the Teaching at the Right Level methodology, and what has not worked, including approaches to improve social-emotional learning.
5. Encourage implementing partners to use and build on the existing repository of teaching and learning materials across interventions and development partners.
6. Strengthen programmatic monitoring, evaluation and learning – especially the focus on equity, value for money and sustainability.
7. Engage local communities extensively and meaningfully to design, implement and monitor interventions.
8. Ensure close monitoring of non-formal education provision to ensure that only eligible students are enrolled in programming
9. Work with implementing partners and government authorities to leverage the development of technology-based solutions during Covid-19 for emergency response preparedness (for example, radio use in volatile conflict situations).
10. Take a multi-layered approach to institutional strengthening targeting different levels of the education system to complement EiE interventions.
11. Increase focus on sustainability by leveraging relations with – and influence on – federal and state government partners to secure policy and practice changes.

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Abbreviations

AENN	Addressing Education in North Nigeria	NENTAD	North-east Transition to Development
ALP	Accelerated Learning Programme	NFE	Non-formal education
BAY	Borno, Adamawa and Yobe	NFLC	Non-formal learning centre
CC	Community coalition	NGO	Non-governmental organisation
CSO	Civil society organisation	OCHA	Office for the Coordination of Humanitarian Affairs
DFID	(Former) UK's Department for International Development	OOSC	Out-of-school children
DELVe	Human Development Evaluation, Learning and Verification Service	OPI	Organisational Performance Index
EGMA	Early grade maths assessment	PLANE	Partnership for Learning for All in Nigeria
EGRA	Early grade reading assessment	PSS	Psychosocial support
EiE	Education in Emergencies	RA	Result area
EiEWG	Education in Emergencies Working Group	SA	Synthesis Area
EMIS	Educational Management Information System	SAME	State Agencies for Mass Education
FCDO	Foreign, Commonwealth and Development Office	SBMC	School-based management committee
FGD	Focus group discussions	SEL	Social-emotional learning
IDP	Internally displaced people	SSO	School Support Officers
IPs	Implementing Partners	SUBEB	State Universal Basic Education Boards
IRC	International Rescue Committee	TaRL	Teaching at the Right Level
KARI	Kanuri Reading Initiative	ToC	Theories of change
KII	Key informant interviews	UNICEF	United Nations Children's Fund
LGA	Local government authority	USAID	United States Agency for International Development
LGEA	Local government education authority	WASH	Water, Sanitation and Hygiene
NE	North-East Nigeria		



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Programme Summary

Programme name	Human Development Evaluation, Learning and Verification Service (DELVe)
Donor	UK aid / The Foreign, Commonwealth and Development Office (FCDO) Nigeria
Duration	August 2020 – August 2028
Consortium	Ecorys Ltd (lead supplier); Itad Ltd; Preston Associates for International Development Ltd
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1.0 Introduction

The Foreign, Commonwealth and Development Office (FCDO) has built significant track record over the last years supporting the provision of Education in Emergencies (EiE) in North-East Nigeria (NE) and has funded several programmes in recent years. Most recently, from 2017 FCDO-Nigeria (FCDO-N) has funded three EiE programmes in NE under two portfolios: The North-East Nigeria Transition to Development Programme (NENTAD) during an initial stage and the Partnership for Learning for All in Nigeria (PLANE) thereafter.

FCDO-N signed a partnership agreement with the United Nations Children's Fund (UNICEF) to implement Window 2 of PLANE from December 2021 to December 2025. The overall objective of PLANE Window 2 is to improve access to safe quality learning for children, particularly girls, affected by conflict, and support recovery of the education system in NE. More specifically, Window 2 has the following aims:

- ▶ Improve quality of teaching and learning in formal and/or non-formal learning settings to deliver on foundational numeracy and literacy.
- ▶ Enable girls and children with disabilities in conflict-affected areas to complete primary and transition to junior secondary education.
- ▶ Improve the well-being, protection and safeguarding of conflict-affected children, particularly girls and children with disabilities.
- ▶ Strengthen the capacity of governments and communities to plan, finance and implement education in emergency context in line with evidence and best practices.

To support PLANE Window 2 implementation and maximise learning from previous experiences, FCDO-N tasked the Human Development Evaluation, Learning and Verification Service (DELVE) to synthesise the results and learning from the last three EiE programmes funded by FCDO-N. This report presents findings and insights resulting from this exercise. A summary of findings is presented as an infographic in Annex 1.

This synthesis report covers three EiE programmes funded by FCDO-N during the period 2017–2021 in NE. Two of the programmes were fully funded by FCDO - one implemented by the International Rescue Committee (IRC) (Programme 1 IRC hereafter), and another implemented by UNICEF (Programme 3 UNICEF hereafter). Phase 1 of these programmes was funded under NENTAD and phase 2 of the programmes was funded under PLANE. FCDO-N also provided top-up funds for one of the components of the United States Agency for International Development' (USAID) Addressing Education in Northeast Nigeria (AENN) programme (Programme 2 AENN hereafter).

The three EiE programmes included interventions targeting both the formal and non-formal education sectors. The programmes developed different interventions. IRC supported out of school learners through an Accelerated Learning Programme (ALP) and those at risk of dropping out with a tutoring programme. UNICEF mainstreamed new teaching methodologies such as Teaching at the Right Level (TaRL) and the Kanuri Arithmetic and Reading Initiative (KARI). AENN supported the development of education data hubs. Common activities included training teacher and learning facilitators, strengthening community engagement, rehabilitating infrastructure, and improving education budgeting and monitoring. The intervention areas, time frame, budgets and other further details of the three programmes are summarised in Annex 2.

1.1 Purpose, objectives and scope

The dual purpose of the synthesis is to inform FCDO and UNICEF's decisions on key aspects in the implementation of the ongoing phase of PLANE, and to share achievements and lessons learnt with the wider EiE community to



inform adaptations to ongoing programmes and future programming. More specifically, the synthesis has five main objectives:

1. To summarise the achievements of the three programmes and the context in which they have been implemented.
2. To analyse and synthesise the number of people reached by the three programmes, individually and jointly, and disaggregated by key social demographics where possible.
3. To summarise the main challenges faced by the programmes.
4. To consolidate lessons learnt, best practices and recommendations across the programmes.
5. To highlight success stories under each programme.

1.2 Synthesis questions

The synthesis was guided by 17 evaluation questions grouped under four synthesis areas (SA): SA1 – Context, design and implementation; SA2 – Results; SA3 – Value for money and sustainability; SA4 – Challenges and lessons learnt. The full list of questions is presented in Annex 3.

This report is structured around the SAs. Section 2 provides a summary of the context, design and implementation features of the programmes. Section 3 summarises the main results and achievements of each of the three programmes individually and cumulatively. Section 4 highlights the value for money (VfM) and sustainability aspects of the programmes, and section 5 presents the challenges and success stories. The report finishes with a summary of the conclusions (section 6) and a set of lessons learnt and recommendations for future programming (section 7).

1.3 Methodology

The synthesis took a mixed-methods approach. This enabled the research team to explore quantitative data at output, outcome and reach¹ levels, provide a narrative where necessary, and explore the reported data and information in depth and detail. The synthesis involved four steps which were implemented sequentially:

1. A light-touch review of available documentation on each of the three programmes to identify the type of data and information reported under each of the programmes and the potential for aggregation. This informed the development of synthesis tools, both quantitative and qualitative.
2. An in-depth review of reporting data from each of the three programmes focusing on pulling out and unpacking data from the different reports. A full list of the documents reviewed is provided in Annex 4.
3. Interviews with 10 key stakeholders across the three programmes to complement the initial synthesis insights and identify non-reported issues related to each of the SAs. A full list of the stakeholders interviewed is provided in Annex 5.
4. Analysis of primary and secondary datasets to generate synthesis insights under each of the SAs. The main insights and conclusions of this exercise are described in sections 2–7 of this report.

¹ In the context of this report, reach is defined as the number of individuals that benefited directly from the programme.

1.4 Limitations

This subsection describes the main limitations influencing the synthesis process and outputs.

- ▶ Document availability. The synthesis had access to many documents overall. However, significantly more documents were available relating to Programmes 1 IRC and 3 UNICEF compared to Programme 2 AENN.
- ▶ Data aggregation. Data limitations impacted the ability to aggregate programme data at output, outcome and impact levels. None of the programmes provided fully disaggregated data on reach, outputs and outcomes. All three programmes reported data differently:
 - ▷ Programme 1 IRC reported reach numbers disaggregated by gender and disability, and output and outcome data disaggregated by gender. It did not disaggregate data by any other social demographics. The result frameworks available did not report data against impact indicators, though impact data was presented in the studies and evaluations described in the results section of this report.
 - ▷ Programme 2 AENN reported data (on the FCDO-funded component) on reach and output disaggregated by gender. It did not disaggregate data by any other social demographics. Available documentation did not report on outcome or impact level.
 - ▷ Programme 3 UNICEF reported reach data disaggregated by gender, disability, Internally Displaced Person (IDP) or host community status and state (Borno and Yobe). Output and outcome level data was disaggregated by gender and state (Borno and Yobe). There was no reporting at impact level.
- ▶ Number and diversity of key informants. The synthesis team conducted nine interviews with 10 stakeholders, all of whom were either implementing partner or donor agency staff². The limited number of interviews and homogeneity of roles poses a limitation regarding the diversity of views engaged with.
- ▶ Synthesis depth. The number of synthesis questions in relation to resources available for the study, alongside data and documentation limitations described above, may have had an impact on the length and depth of responses to some questions.

2.0 Context, design and implementation

2.1 Implementation context

Summary: The three programmes began implementation in Borno and Yobe during 2017/2018 amid one of the largest crises of out-of-school children (OOSC) in the world³ and a sustained lack of learning for those children who were in formal education. This crisis was in part caused by ongoing conflict in the region, which exacerbated existing weaknesses in Nigeria's education sector.⁴ While the conflict had become more stable allowing for socio-economic and educational access improvements, the Covid-19 pandemic set back socio-economic issues and worsened access to schooling.⁵ Education needs are still large, alongside major protection risks for girls in and out of education.

The three programmes cited an education crisis in their rationales for pursuing EiE and education system support. The crisis was characterised by (a) a large number of OOSC; and (b) learning losses for those children enrolled

² All Programme 1 IRC and 3 UNICEF stakeholders were implementing partner staff (IRC; UNICEF; Communal Conservation Friendly, Health and Social Development Support Initiative and Save the Children). Programme 2 AENN stakeholders were USAID staff.

³ In 2008, "almost one out of every three primary age children [was] out of school, and roughly one out of four junior secondary age children [was] out of school". UNICEF, 'Nigeria Country Study - Global Initiative on Out-of-School Children', 2012, [link](#).

⁴ Human Rights Watch, 'They set the classrooms on fire': Attacks on Education in North Eastern Nigeria', 2016, [link](#).

⁵ OCHA, 'Humanitarian Needs Overview Nigeria', February 2022, p.103, [link](#).



in formal education who failed to acquire basic literacy, numeracy and social-emotional learning (SEL). While these two issues are widespread across Nigeria, they are particularly acute in Borno and Yobe, which are at the epicentre of the conflict between armed opposition groups (notably Boko Haram) and the Nigerian government. Millions of children in the region required support to be mainstreamed into formal education and/or catch up with basic foundational skills to continue progressing through the education system.

Box 1: The education context by 2017 in numbers

- ▶ In 2015, only 17% of primary-school-age children attended primary school in Borno.⁶
- ▶ By 2016, approximately 952,029 school-age children had fled the region.⁷
- ▶ By 2017, over 2,295 teachers had been killed and 19,000 displaced.⁸
- ▶ In 2017, 1,400 schools had been destroyed, damaged or looted in NE, and more than half of all schools remained closed.⁹
- ▶ In 2017, 91% and 72% of schoolchildren were unable to read after completing grades 4 and 6, respectively.¹⁰
- ▶ In 2017, 29% of schoolchildren were unable to do simple arithmetic after primary education.¹¹
- ▶ In 2017, 85% of girls could not read.¹²

The education crisis in Borno and Yobe was caused by compounding emergencies, most prominently a protracted conflict which commenced in 2009 and was marked by frequent attacks on learners, educators, and education sites.¹³ The Boko Haram insurgency and associated conflict has had a 'devastating impact on an already weak education system in Nigeria'.¹⁴ This violent campaign against what is viewed as Western education has crippled the educational opportunities afforded to children in NE. The conflict also caused substantial internal displacement, putting pressures on the capacity of the education system.¹⁵ Sustained attacks on education sites (including the kidnapping of children) have left a sometimes traumatised teaching workforce.¹⁶ The conflict may have also opened a window of opportunity for increased demand for formal education. Studies have uncovered that community members believe lack of education is the 'root cause of the violent conflict' by making children vulnerable to recruitment. Displacement from rural to urban settings also introduces rural people to the value of education, reinforced by reported changing attitudes from religious and community leaders towards formal education.¹⁷

The three EiE programmes cited lack of systemic capacities in the sector in their intervention rationales. Even before the conflict erupted, the education sector in Nigeria (especially in Borno and Yobe) lacked well-trained

⁶ National Population Commission (Nigeria) and RTI International, '2015 Nigeria Education Data Survey (NEDS): Borno State Report', 2016.

⁷ Human Rights Watch, 'They set the classrooms on fire': Attacks on Education in North Eastern Nigeria', 2016, [link](#).

⁸ UNICEF, 'More than half of all schools remain closed in Borno State, epicentre of the Boko Haram crisis in northeast Nigeria', 2017, [link](#)

⁹ Ibid.

¹⁰ Imrana Alhaji Buba, 'Towards Addressing Primary Education Crisis in North-East Nigeria', 2017, [link](#).

¹¹ Ibid.

¹² Ibid.

¹³ See Human Rights Watch, 'They set the classrooms on fire': Attacks on Education in North Eastern Nigeria', 2016, [link](#).

¹⁴ Dr Silvia Diazgranados, et al., 'The Effects of Tutoring on Children's Learning Outcomes in Northeast (End line Assessment on 2019 Tutoring Cohort)', 2019, p. 13.

¹⁵ AJ Isokpan & E Durojaye, 'Impact of the Boko Haram Insurgency on the Child's Right to Education in Nigeria', PER / PELJ 2016(19), 2016, [link](#).

¹⁶ Human Rights Watch, 'They set the classrooms on fire': Attacks on Education in North Eastern Nigeria', 2016, [link](#).

¹⁷ A participatory rural appraisal commissioned by DFID suggested that parents in Borno were increasingly demanding primary education access for their children. See Emily Coinco & Rober Morris, 'Primary School Attendance in the Wake of Conflict In Borno, Nigeria', 2017, [link](#).

teachers, strong data management systems, appropriate pedagogies, and basic infrastructure.¹⁸ The region was also suffering from high levels of poverty which have continued throughout the conflict and worsened due to the Covid-19 pandemic. Programme documentation has noted that one of the main barriers to education for OOSC continues to be poverty.

Since 2016, the security situation has improved and the region has gained some stability. However, the situation is still volatile. For instance, in March 2022 at least three armed opposition group attacks were recorded near IDP camps in Bama, Damboa and Ngala Local Government Areas (LGA), at least one civilian was killed with many others wounded, one aid worker was abducted in a breach to an International Non-governmental Organisation (NGO) accommodation facility in Mognuno town. The threat of rocket attacks and/or improvised explosive device damage on citizens and/or educational facilities is still high.¹⁹

The Covid-19 pandemic has unequivocally set back the region in the socio-economic progress made since the conflict stabilised in 2016/17. Due to the pandemic, the three programmes had to adapt their implementation to a new context. The Nigerian government imposed a closure of schools from April to October 2021 to control the spread of the virus. All three programmes saw their implementation disrupted by the school closures, having therefore to adapt to remote modalities and attempt to mitigate attrition from programmes. The pandemic also worsened socio-economic conditions in the area, compounding on the issues created by the conflict. Between 2019 and 2020, the number of people in need of humanitarian assistance in Borno, Adamawa and Yobe (BAY) states grew by 800,000 and the number of people estimated to be facing crisis or emergency food insecurity in June–August 2020 increased by 20% on the previous year (to 3.6 million).²⁰

Box 2: The context in North-East Nigeria (BAY states) by June 2022

- ▶ 2.8 million children still need education support.²¹
- ▶ 802 schools still unable to reopen.²²
- ▶ 497 classrooms listed as destroyed, and 1,392 as damaged but repairable.²³
- ▶ 56% of displaced children do not attend school.²⁴
- ▶ 10.5 million children are out of school.²⁵
- ▶ The average student-teacher ratio is 95:1 in Yobe and 67:1 in Borno.²⁶
- ▶ 4.1 million people projected to face acute Integrated Food Security Phase Classification levels 3 or above.²⁷

¹⁸ Imrana Alhaji Buba, 'Towards Addressing Primary Education Crisis in North-East Nigeria', 2017, [link](#).

¹⁹ OCHA, 'Current developments affecting the humanitarian response', 2022 [link](#).

²⁰ Includovate, 'Final Report: Assessment, Learning and Evidence Generation for the Teaching at the Right Level (TaRL) Borno State-Northeast Nigeria', 2021.

²¹ UNICEF, 'Education', 2022 [link](#).

²² Ibid.

²³ Ibid.

²⁴ OCHA, 'Humanitarian Needs Overview Nigeria', February 2022, p.103, [link](#)

²⁵ UNICEF, 'Education', 2022 [link](#).

²⁶ Ibid.

²⁷ OCHA, 'Current developments affecting the humanitarian response', 2022 [link](#).



The humanitarian situation in NE is still an emergency at the time of writing. Education needs are significant and like those at the beginning of programme implementation. These needs include a significant lack of infrastructure, lack of education supplies, and teacher shortages. Constant conflict flare-ups and attacks on education sites and humanitarian workers continue to challenge intervention activities and the overall recovery of the region. The number of IDP in the BAY area has increased since the start of programme implementation, with almost 90% of all IDP facing multiple needs (such as health, educational and financial needs). The United Nations Office for the Coordination of Humanitarian Affairs' (OCHA) notes substantial gaps in 'specialised child protection services and structured mental health and psychosocial support services for children traumatised by conflict', 'insufficient hygiene and poor or non-existent Water, Sanitation and Hygiene (WASH) facilities', and that 'gender-based violence and child/forced marriages are major protection risks that contribute to low enrolment and retention of girls in schools'.²⁸

2.2 Design quality

Summary: The theories of change (ToCs) for the three teaching and learning interventions that are part of the programmes (tutoring, accelerated learning and TaRL) have a similar structure which provides a clear picture of the problem to be addressed and the desired outcomes of the programmes. However, the ToCs have substantive weaknesses including lack of clear causal pathways to achieve the intended results and lack of accuracy and detail in the expected results of the interventions. All the programme logframes included all the key components of a good quality logframe. However, there were important gaps in data reported against some of the key components such as the absence of impact data.

This synthesis identified formal ToCs for three teaching and learning interventions that were part of the programmes subject of this synthesis: tutoring and ALP interventions for Programme 1 IRC programme and TaRL intervention for the Programme 3 UNICEF. Programme 2 AENN documentation included a results framework for the full programme. Annex 6 includes the items presented in this section.

The ToCs for the three teaching and learning interventions mentioned above provide a simple, clear and visually appealing description of what the programmes intend to do. The three of them have a similar structure which presents the problem to be solved, the programme interventions, and the desired outcomes. From the perspective of an external audience, this type of ToC seems appropriate and useful as it shows a simple and easy to read picture of what the programmes aim to achieve.

The ToCs analysed have substantive weaknesses for facilitating the implementation of the programme, effective and targeted monitoring of the interventions and their evaluation. There is no clear demonstration of the causal relationships between specific inputs, outputs and outcomes; and some key terms at impact level are not explicitly defined (such as 'successful', 'academic achievement'). This lack of accuracy and detail has implications at different levels, including facilitating evaluation of programme interventions. The ToCs could also better account for complexity (i.e., different interactions, and challenges to tackle), and assumptions could be clearly stated, to facilitate assessments of how realistic the results chains proposed are. Finally, there is no explicit use of evidence to sustain assumptions about impact.

AENN's results framework covers the full programme, including the FCDO-funded component. The results framework provides a higher level of detail and some details on the causal pathways to achieve intended results. However, it is not as clearly and visually presented as the ToCs for Programmes 1 and 3.

²⁸ OCHA, 'Humanitarian Needs Overview Nigeria', February 2022, p.103, [link](#).

The synthesis team could identify log frames for phases 1 and 2 of Programme 1 IRC and phase 1 of the Programme 3 UNICEF. AENN log frames were not reviewed as FCDO only supported one component of the programme. The three log frames and the targets included in them are the subject of synthesis in this section.

All the programme log frames included all the key components of a good quality log frame. However, there were important gaps in data reported against some of the key components such as the absence of impact data. All the log frames had the same structure including indicators at impact, outcome and output level, baseline data, achievements at milestone date and overall, and assumptions. While the overall quality and amount of data reported in the log frames is good, none of the programmes reported data at impact level. In addition, the IRC programme sometimes reported data making use of long narrative which made analysis complicated. The UNICEF log frame reported data in a concise and precise manner, making the analysis of the log frame easier.

Most of the targets defined at output and outcome level in the log frames are of good quality as they are considered to be specific, measurable, attainable, realistic and time-bound. Targets set up at impact level differ from Programme 1 IRC to Programme 3 UNICEF. Most of the outputs and outcomes targets set up for the IRC and UNICEF programmes provide a high level of detail of the unit of analysis – the trend that is expected – and the domain to be measured.

2.3 Level of partnership

Summary: The programmes established and sustained multiple partnerships with different types of organisations including local NGOs/civil society organisations (CSOs), state and federal education authorities, and international organisations. Different types of partnerships were sustained such as:

- ▶ Implementation agreements through which local or national CSOs implemented portions of the interventions.
- ▶ Policy collaboration with state or federal authorities to support policy or curriculum development.
- ▶ Cross-programme collaboration through which programmes utilised materials produced by other FCDO-funded components.

Partnerships were a helpful way to improve efficiency and sustainability of the interventions, in particular when it came to validating curricular approaches at the state level and ensuring the continuity of programming when Covid-19 or the conflict complicated access for the implementing partners.

The programmes engaged local and/or international CSOs, mainly as implementing partners. These partnerships supported efficient and effective programming and monitoring. In some cases where either conflict flare-ups or Covid-19 mobility restrictions prohibited the movement of programme staff, local CSOs were able to step in and ensure continuity and monitoring. IRC worked with six local CSOs between 1 November 2019 and 31 May 2020. Due to uncertainties caused by the pandemic, contracts were not renewed. Two of the six initial CSOs – Communal Conservation Friendly, Health and Social Development Support Initiative (COCOSOHDI) and the Centre for Community Health and Development International (CHAD) – were later re-contracted between March and August 2021. CHAD was engaged in supporting non-formal education (NFE) implementation in Jere LGA (Borno State) and COCOSOHDI to support NFE implementation in Biu LGA (Borno State) and Bade LGAs (Yobe State). These organisations directly supported the interventions by carrying out training, joint monitoring visits and providing support to IRC for Non-formal Learning Centres (NFLCs). IRC deemed that the performance of the CSOs was good during the implementing period. UNICEF and USAID partnered with international NGOs to deliver their programmes. AENN was implemented by FHI 360. UNICEF co-delivered the programme with Plan International,



Save the Children and Street Child.²⁹ UNICEF also received technical assistance from TaRL Africa for the development of the TaRL curriculum.

The programmes engaged federal and state government education stakeholders, mostly with the focus on enabling advocacy to promote programme components, foster sustainability through infrastructure handovers and budget advocacy, or engagement with policy or curriculum development. IRC collaborated with State Universal Basic Education Boards (SUBEBs) in Borno and Yobe to deliver radio sets and pre-recorded educational content to mitigate against school closures due to the Covid-19 pandemic. It also handed over 14 temporary learning spaces (including six that were upgraded to semi-permanent structures) to the Bade LGA and SUBEB.³⁰ AENN staff collaborated with the Nigerian Educational Research and Development Council and other partners to develop a comprehensive accelerated learning curriculum contextualised to NE.³¹ State partners were also involved in the development and sustaining of the FCDO-funded data centres in Programme 3 AENN, which were handed over to federal and state government authorities after the implementation period ended. AENN also collaborated with government stakeholders at different levels to promote enrolment of OOSC into formal and non-formal learning centres. UNICEF supported the Federal Ministry of Education (in collaboration with the Education in Emergencies Working Group in Nigeria) to develop minimum standards for the implementation of the National Policy on Safety, Security and Violence-Free Schools. It also engaged SUBEBs in Borno and Yobe so they could support implementation of programme elements such as teacher-training, school-based management committees (SBMC) capacity development, development of teaching and learning materials for TaRL and KARI, establishment of temporary learning spaces, rehabilitation of classrooms and WASH facilities.

Key informants did note a need for deepening of partnerships, however. For instance, there is still a need for deeper coordination of implementing partners and donors at state levels, to ensure the avoidance of duplication of efforts and identify gaps.

Annex 7 shows a simplified overview of the different partnerships identified across the programmes' lifespans.³²

2.4 Networks and communities of practice

Summary: There were some networks and communities of practice involved in the programmes, which served purposes such as local community member mobilisation, teacher and school peer-learning, and donor coordination. While programme documentation from all three programmes suggests that these networks and/or communities were in place, the effectiveness or consistency of these engagements is difficult to establish.

- ▶ Community coalitions (CC) and SBMCs. These groups of five to seven community members, including community leaders and educators, served purposes of community mobilisation and monitoring. IRC (principally) and AENN (on some occasions) engaged and nurtured CCs. CCs supported both projects in several activities, including monitoring teacher and learner attendance, identifying non-eligible students enrolled in non-formal education, engaging the community in sensitisation campaigns, supporting distribution of materials. IRC noted that members of the community volunteered their land for free for the construction of 59 temporary learning spaces in 2020 and 2021. SBMCs served similar purposes to CCs centres that were already established within

²⁹ Street Child supported the programme with programme planning, implementation, technical support, monitoring and reporting of activities in Konduga, Maiduguri Metropolitan Council (MMC) and Jere LGAs in Borno State. Plan International Nigeria supported with programme planning, implementation, technical support, monitoring and reporting of activities in Bama, Gwoza, Jere, MMC and Monguno LGAs in Borno State and Damaturu, Gujba and Potiskum in Yobe State. UNICEF deemed that the performance of these partners was satisfactory – issues were raised related to capacity gaps due to staff turnover (with Plan International) and timeliness or reporting (with Street Child).

³⁰ IRC, 'FCDO Education In Emergency (EiE) Program Final Evaluation Report', 2021.

³¹ USAID, 'AENN: Final Technical Report: October 28, 2018 – September 27, 2021', 2021, p.94.

³² Engagement with informal local community organisations is discussed in the next section.

formal schools. AENN and IRC key informants and programme documentation suggest that CCs were ‘critical’ for programme success (see lessons learnt).

- ▶ Group learning or practice-sharing circles. This type of network involved meetings at regular intervals between individuals tasked with elements of programme delivery. IRC supported two of these networks: Teacher Learning Circles and Teaching Facilitator Learning Circles. These were groups of three to five participants coordinated by head teachers. The aim was to foster peer-to-peer learning. IRC supported and trained head teachers on how to organise and foster these circles, and then monitored implementation. IRC interviewees suggested that these circles were seen as a programme ‘ritual’ and were not sustained after the programme ceased. UNICEF supported fortnightly meetings of implementing schools clustered geographically, weekly TaRL and KARI review meetings at school level, and monthly practice-sharing meetings between LGAs.
- ▶ Education in Emergencies working group (EiEWG). The EiEWG was established in 2012 and functions as a regular forum to coordinate EiE responses in Nigeria. Its three main aims are to serve as a coordination forum, to plan and implement response strategies, ultimately ensuring continued access to quality education. The group is chaired by the Federal Ministry of Education, and co-chaired by UNICEF and Save the Children. USAID and IRC are also members of the group. The EiEWG was mentioned as a coordination forum in some programme documentation. Notably, UNICEF coordinated its support for the development of a National Policy on Safety, Security and Violence-free Schools and implementing guidelines through the EiEWG. However, key informants from the three programmes suggested that future programmes could benefit from stronger coordination mechanisms between donors, especially at the state level.

3.0 Results

This section provides insights on SA2: Results. It summarises the results and main achievements of the three programmes individually and jointly. The section is structured in two main sub-sections: main results (section 3.1), and other results (section 3.2).

3.1 Main results

This section starts presenting the number of beneficiaries reached by the programmes individually and combined. It then presents the main achievements of each of the three EiE programmes individually (3.1.2–3.1.4) and jointly (3.1.5). Both parts are structured into achievements at output and outcome level. In addition, a high-level description of the highlights is included for each of the programmes individually and combined.

3.1.1 Reach

Table 1 presents the number of children and adults reached by each of the three programmes individually and combined and disaggregated by gender and disability. In addition, it provides a high-level description of the key highlight on each of the domains.

Table 1 Number of children and adults reached by each of the three programmes individually and combined

Beneficiaries	Programme 1 IRC	Programme 2 AENN	Programme 3 UNICEF	Total	Highlights ³³
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³³ There is no available data from Programme 1 IRC on children reached from IDP and host communities and neither disaggregated by geographical location. Therefore, it is not possible to aggregate reach numbers in those domains.

Children	Girls & Boys	120,795	N/A	152,549	273,344	<ul style="list-style-type: none"> ▶ A total of 273,344 children were reached jointly by the two EiE programmes fully funded by FCDO. ▶ 48% were boys and about 52% were girls. ▶ Both programmes performed very similarly in the share of girls and boys reached by the programmes
	Boys	57,193	N/A	72,786	129,978	
	Girls	63,603	N/A	79,763	143,366	
	Children with disabilities	3,506	N/A	8,756	12,262	
Adults	Men & Women	5,583	253	9,561	15,385	<ul style="list-style-type: none"> ▶ A large proportion of the total number of adults trained participated in activities implemented by the UNICEF programme (9,562, 62%) and especially teachers of head teachers who were trained in new teaching methodologies (TaRL and KARI) ▶ There is a difference in the total number of adult males and the number of females reached by the three programmes combined. Men represent around 61% of the total number of adults, with the remaining 39% being women.
	Men	3,613	181	5,506	9,444	
	Women	1,970	72	3,955	6,146	

Source: Programme 1 IRC and Programme 3 UNICEF end of project reports and log frames for phases 1 and 2 of the programmes, and AENN final evaluation report

3.1.2 Programme 1 IRC³⁴

Summary:

Output level	Target number of children (110,000) was exceeded	<ul style="list-style-type: none"> ▶ 120,795 children enrolled in the programme interventions. ▶ 42,894 OOSC and 77,901 children at risk of dropping out of school. ▶ 57,192 boys, 63,603 girls.
	40,380 children successfully graduated and mainstreamed into formal schools	<ul style="list-style-type: none"> ▶ 23,888 girls and 16,411 boys ▶ 94% of the total number of OOSC enrolled in the programme
Outcome level	ALP and tutoring interventions achieved great progress in reading comprehension and numeracy	<ul style="list-style-type: none"> ▶ 92% of children improved their reading comprehension from baseline to endline. 87% of boys and 95% of girls. ▶ 85% of children improved their ability to add numbers from baseline to endline, 81% of males and 87% of girls.
	Tutoring programme results	<ul style="list-style-type: none"> ▶ 91% of children improved their reading comprehension, 93% of males and 90%

Output level achievements³⁵

The programme succeeded meeting its objective to enrol 116,000 children in the programme interventions, when looking at the combined sum of the targets of the ALP and tutoring programmes. Overall, the programme reached 120,795 children who were either out of school or at risk of dropping out of school. The main driver for the overachievement is the high number of children at risk of dropping out of school that were enrolled throughout the programme, particularly in the year 2020 when the efforts to compensate the underachievement of 2019 greatly exceeded the target set up for that year.

The ALP and tutoring programmes performed differently in terms of achieving their enrolment targets. While the tutoring programme overachieved its enrolment target over the life of the programme enrolling a total of 31,100 children compared to an initial target of 31,000, the ALP did not achieve it as it enrolled 23,108 children compared to the initial target of 24,000 – neither over the life of the programme nor at the end of each of the two phases. According to reporting from implementing partners, the target was not achieved due to security reasons – some of the LGAs where the ALP programme was being implemented were inaccessible.

The ALP component of the programme greatly overachieved its overall attendance objective over the two phases of the programme which aimed at getting 85% of the OOSC enrolled in the programme attending NFLCs. It managed to get a 97% attendance. According to implementing partners' reporting and stakeholder views, the

³⁴ Achievements attributed to phase 1 of the programme were funded by FCDO through NENTAD and achievements attributed to phase 2 of the programme were funded through PLANE

³⁵ Phase 2 of the programme did not report on enrolment data disaggregated by gender, IDPs, host communities or location so it is not possible to show the programme achievements disaggregated by those domains.



reason for the success was the high and regular engagement of community structures such as community coalitions and the provision of recreational facilities for children such as skipping ropes, footballs, etc., which provided an incentive for kids to attend the lessons.

Although there were no targets set up on gender equity, the numbers of girls vs boys enrolled in the two main components of the programmes suggests that the programme performed well when considering the sociocultural limitations and patterns of marginalisation against girl's education in Borno and Yobe. The ALP particularly succeeded in this regard by managing to enrol 24,896 (58%) out-of-school girls in the programme compared to 17,897 boys (42%)

As opposed to underachievement observed in the enrolment outputs, the ALP component of the programme achieved its main capacity building output while the tutoring component did not achieve it. The ALP reached its target to train 958 learning facilitators in numeracy, literacy and SEL over the full life of the programme. On the other hand, the tutoring programme did not quite manage to achieve its target of training 2,259 tutors. The reason for the underachievement was that the number of schools available for the tutorial component during the first phase of the programme were less than originally thought which impeded the recruitment of the expected number of tutors. This could not be compensated in the second phase of the programme, contrary to the number of children which did manage to be compensated in the second phase.

The programme trained a total of 2,770 community coalition members over the four years of implementation. The CC members were trained on several topics including centre management, early warning signs, resource mobilisation, child protection issues and rights of a child, and project sustainability. Phase 1 of the programme did not report a target of community coalition members trained so it is not possible to establish whether the overall programme target was met. Phase 2 of the programme had a target of 860 members trained, which the programme overachieved by training 1,212.

Phase 1 managed to establish 115 community coalitions to ensure meaningful engagement of local communities in non-formal education programmes and facilitate implementation and monitoring. The original target of the phase was 100 so the programme exceeded this over the first period. Phase 2 of the programme did not establish a target on the number of CCs to be established nor reported on these achievements, so it is not possible to assess the overall achievement of the programme over its full life.

More than 90% of the CCs established by the programme led information dissemination activities to engage caregivers and parents on the importance of EiE and child protection in their respective communities. This represents an overperformance in respect to the established target of 70% of the established CCs.

A total of 1,989 SBMC members were trained to support the tutoring programme. They were trained in several topics including early warning signs, resource mobilisation, child protection issues, rights of a child, and project sustainability. Phase 2 of the programme excelled meeting its target of training 800 members by achievement a final number of 978. Phase 1 of the programme did not report a target of SBMC members trained so it is not possible to establish whether the overall programme target was met.

The programme underperformed in its ambition to conduct trainings with government officials on budget analysis to support NFE activities. The programme aimed to carry out a total of 290 trainings with staff of the Ministry of Education, State Agencies for Mass Education (SAME), SUBEB and Local Government Education Authorities (LGEAs) but could conduct just 268. The main reason for the underperformance was the shift in government priorities due to campaigning during the political election period in 2019 which made officials unavailable for trainings.

On the other hand, the programme exceeded the 265 target by facilitating a total of 460 visits by government officials to NFLCs and tutorial centres. This overachievement was driven by the 366 visits conducted over the first

period of phase 1 of the programme compared to a target of 120. However, the second period of phase 1 and phase 2 of the programme underperformed in the facilitation of visits due to the disruption caused by the election period.

Although gender balance targets were not set for people to be trained, the numbers of women vs men trained suggest that the programme failed to achieve gender balance. Only 35% of the total number of people trained were female. The dramatic difference is especially significant in the case of government officials, community coalition members and SBMC members (just 21%, 30% and 27% of people trained in those positions were women). The proportion is more balanced in the case of teachers (46% women vs 54% men). This synthesis has not been able to identify the reasons for the gender imbalance in the people trained as the implementing partners do not report meaningfully on this regard providing that there are not targets set up on this domain.

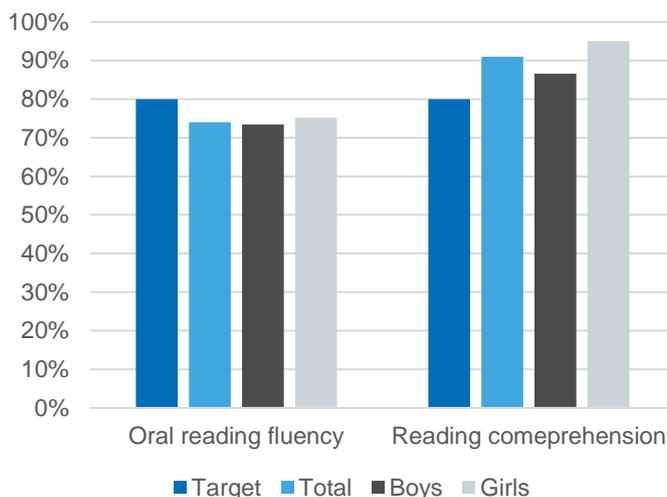


Figure 1 Effects of ALP on literacy

Outcome level results

With the aim of assessing the learning outcomes achieved by the two main interventions of the programme (ALP and tutoring) in the domains of literacy, numeracy and SEL, two studies were conducted:

1. The Effects of an Accelerated Learning Programme on Out-of-School Children's Academic and Social-Emotional Learning Outcomes in Northeast Nigeria (February 2021). Below referred to as *ALP assessment*.
2. The Effects of Tutoring on Children's Learning Outcomes in Northeast Nigeria (December 2019). Below referred to as *Tutoring assessment*.

The sections below synthesise the findings of these studies and show the results of the programme at outcome level on literacy, numeracy and SEL.

Literacy

The results of the two studies show how, overall, the programme was not able to achieve all its literacy targets, although children did experience good progress in some of the literacy domains, particularly in listening and reading comprehension. The studies introduced above concluded the following in terms of literacy:

- ▶ ALP. As Figure 1 shows, the ALP intervention achieved great results with respect to the target

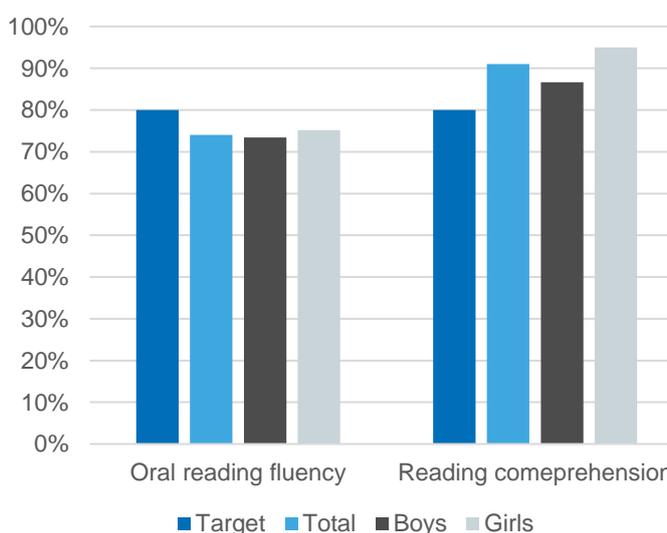


Figure 2 Effects of tutoring intervention on literacy



in the reading comprehension domain but did not achieve its target in oral reading fluency. Compared to the programme target of 80%, the study found that 74% of OOSC in the ALP improved their oral reading fluency score and 92% improved their reading comprehension from baseline to endline. 73% of boys improved their oral reading fluency and 87% improved their reading comprehension from baseline to endline. On the other hand, 75% of girls improved their oral reading fluency and 95% improved their reading comprehension from baseline to endline.

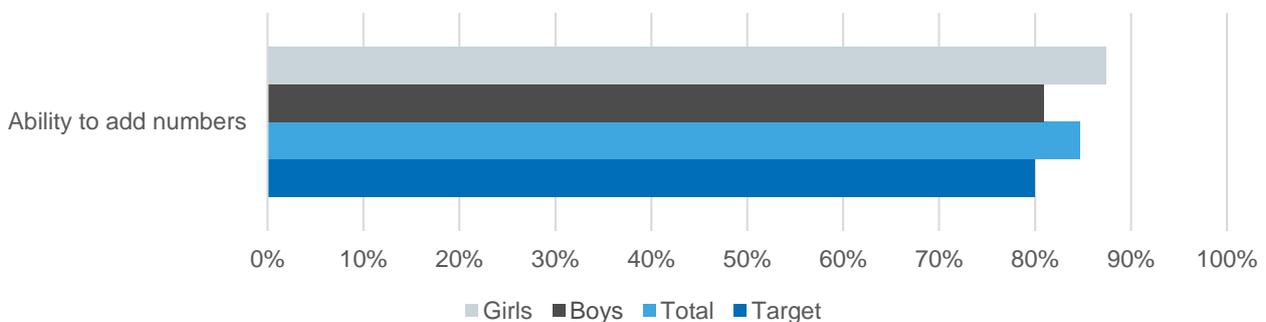
- ▶ Tutoring programme: Similar to the ALP, the tutoring intervention achieved great results in the reading comprehension domain when compared to the initial target. However, it did not achieve its oral reading fluency target. Compared to the programme target of 80%, 76% of children in the study treatment group improved their oral reading comprehension (80% of boys and 72% of girls). On the other hand, 65% of children in the control group improved their oral reading comprehension (66% of boys and 63% of girls). In addition, 91% of children in the study treatment group improved their reading comprehension comparison (93% of males and 90% of girls) and 88% of children in the control group improved their scored in this domain (87% of boys and 90% of girls).

Numeracy

The ALP and tutoring programme had an initial numeracy target of 80% of children improving their ability to add numbers. As Figure 3 and Figure 4 show, while the ALP programme achieved this target greatly, the tutoring programme did not meet that target. The two studies mentioned above found that:

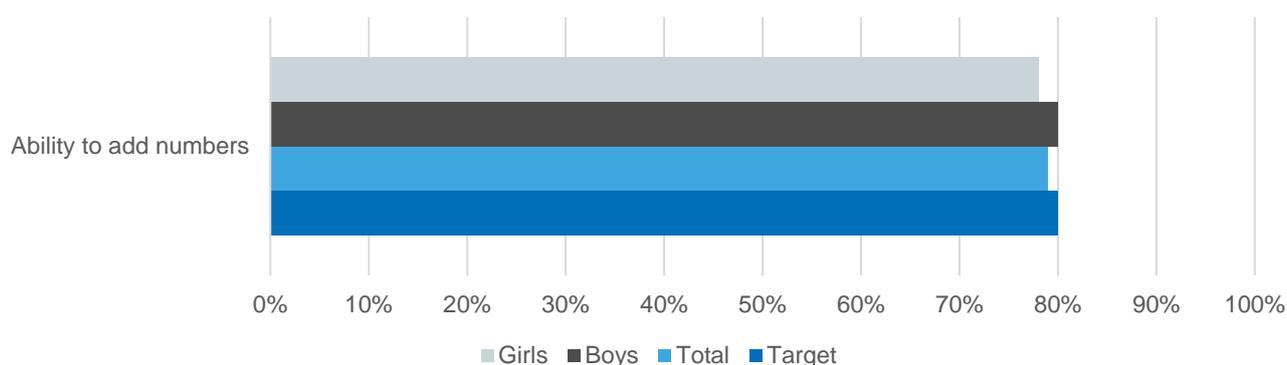
- ▶ ALP. Compared to the target of 80%, 85% of the children in the treatment group improved their ability to add numbers from baseline to endline. 81% of males improved their ability to add numbers from baseline to endline. 87% of girls improved their ability to add numbers.

Figure 3 Effects of ALP on numeracy



- ▶ Tutoring. Compared to the target of 80%, 79% of children in the treatment group improve their ability to conduct additions correctly (80% of boys and 78% of girls).

Figure 4 Effects of tutoring intervention on numeracy



Social-emotional learning

Evidence suggests that the programme did not have a large impact in the SEL outcomes of the children that participated in both the ALP and tutoring programmes. There was no significant difference in the improvements in the key SEL domains³⁶ between the treatment and comparison groups when compared from endline to baseline. Both the ALP and tutoring programme experienced similar trends in the key SEL domains, though the tutoring programme resulted in a decrease in children's hostile attribution bias. The two studies concluded the following:

- ▶ The ALP study found improvements in both the treatment and comparison groups in the number of children at a lower score level in problem-solving. In emotional attribution accuracy, there were no observed changes in either group. In terms of socially less desirable outcomes (hostile attribution bias, sadness intensity, anger intensity, aggression or depression symptoms) where lower scores are desired, the study found decreases in most of the outcomes including hostile attribution bias (9% decrease in treatment group vs a 3% comparison group), sadness intensity (8% in the treatment group vs 8% decrease in the comparison group), and anger intensity (4% decrease in the treatment group vs 0.2 % in the comparison group). However, the percentages increased in depressive symptoms (8% in the treatment group vs 11% increase in the comparison group).
- ▶ Table 2 shows how the tutoring programme study found that average scores at endline increased in three subtasks including emotional accuracy and problem-solving. The same pattern was observed in the control group except for hostile attribution bias where the average score increased, and emotional accuracy where the average score decreased. In terms of socially less desirable outcomes where lower scores are desired average scores, decreases were observed at endline in 5 SEL subtasks including hostile attribution, sadness and anger dysregulation, aggression and depression, implying an overall positive change. The same pattern was observed in the comparison group.

Table 2 Tutoring intervention baseline-endline SEL average scores

SEL domain	Change from baseline to endline	
	Tutoring group	Control group
Hostile attribution bias (avg.)	-0.05	0.04
Sadness dysregulation (avg.)	-0.09	-0.03
Anger dysregulation (avg.)	-0.16	-0.07
Disengagement (%)	1.03	0.75
Problem solving (%)	18.21	15.50

³⁶ Hostile attribution bias, sadness dysregulation, anger dysregulation, disengagement, problem solving, aggression, depression, emotional accuracy



Aggression (%)	-15.54	-14.58
Depression (total)	-0.69	-0.66
Emotional accuracy (%)	3.16	-0.85

Source: *The Effects of Tutoring on Children's Learning Outcomes in Northeast Nigeria (End line Assessment)*

3.1.3 Programme 2: AENN

Summary:

Output level	Support the establishment of 37 data hubs	<ul style="list-style-type: none"> ▶ Data hubs at SUBEBs in Borno and Yobe ▶ Data hubs in 35 LGAs, 19 in Borno and 16 in Yobe
	70% of the data hubs targeted have improved their Organisational Performance Index (OPI) score from baseline to endline	▶ 70% of data hubs targeted improved their (OPI) over the course of the programme, exceeding the AENN target for 30%
	Education authorities in Borno and Yobe can visualise that on the annual school census	▶ Staff at SUBEBs can now access data on annual school census digitally and in real-time

FCDO provided funds to implement results area (RA) 1.3 of the AENN programme which focused on 'improving education monitoring, establish data hubs and education sector plans at state and LGA levels'. Given the limited role of FCDO in the programme, achievements at output and outcomes level are limited to the RA for which the funds were provided. In addition, given FCDO's partial contribution to the implementation of the RA, it is difficult to establish the overall contribution of FCDO's funds to the achievement of outputs and outcomes. Therefore, the analysis below shows these achievements as reported by USAID and triangulated with evidence from key informants. The achievements are presented around some of the key areas of education monitoring: data equipment, data collection and analysis, data use and school monitoring.

Output level results

The text below discusses the most relevant outputs resulting from FCDO contribution to the AENN programme as presented in the final evaluation of the programme. The most notable achievements of this contribution are focused on the capacity of the data hubs to undertake data collection and analysis and school support and monitoring.

Data hubs capacity

Improved the organisational performance of 23 data hubs (2 SUBEBs, 2 SAMEs and 19 LGAs) by mentoring staff on eight domains of the OPI tool. The eight domains are: results, standards (effectiveness), delivery, reach (efficiency), target population, learning (relevance), resources, social (sustainability).

Improved the capacity of 42 data hubs staff by conducting 21 routine monitoring visits to LGAs (9 in Borno and 12 in Yobe).

Data collection and analysis

Enabled digitalisation of annual school census data collection by training staff in 16 LGAs of Yobe State to use digital Open Data Kit. This resulted in:

- ▶ Elimination of risk of loss or damage associated with paper-based tools
- ▶ Cost savings of engaging data entry clerks to populate results from paper to excel sheet
- ▶ Real-time monitoring and tracking of coverage and data quality using the dashboard which the data from Open Data Kit is flows into

Data use

Improved capacity of data hubs to analyse and visualise data by training 15 SUBEB Educational Management Information System (EMIS) Officers (14 males, 1 female) on use of Power BI dashboard

Improved capacity of education authorities to access, interpret and share data by training 29 SUBEB EMIS officers (26 males, 3 females) on how to use datahub dashboards. By using the data datahub dashboards, the education authorities were able to visualise and use data on:

- ▶ Annual school census, school support visits and teacher coaching
- ▶ Partner organisations
- ▶ Number of children, teachers and adults reached and NFLCs supported
- ▶ Early warning signs in supported communities
- ▶ Humanitarian interventions, displacement and migration data

One key education data available on these dashboards was the 2018/2019 annual school census reports and education support provided by development partners in the states.

School support and monitoring

Improved the SUBEB capacity to mentor and coach teachers through school support visits by:

- ▶ Training 52 school support officers (SSOs) (45 males, 7 females) and 6 data collection managers (5 males, 1 female) on school support visits for teachers coaching and mentoring support.
- ▶ Training of 17 Trainers (14 males, 3 females) from SUBEBs on conducting school support visits and Teachers Coaching through practical demonstration of use of monitoring tools.

Digitised the teacher's class observation tool used by SSOs to carry out class observation during school support visits. SSOs are now equipped with the tool, knowledge and skills required to perform effective school support visits, carry out class observation and provide instant coaching and mentoring support to teachers using the scripted guides from the class observation tool.

Supported 6 LGEAs to monitor and supervise learning outcome of children in schools, and NFLCs which improved their skills to support and monitor outcomes on early grade reading and maths assessments (EGRA/EGMA)

Digitalisation of the class observation tool ensured that feedbacks provided to teachers by SSOs are systematic and tailored to the classroom instructional practices observed. The observed classroom instructional practices can be accessed by the SUBEB and LGEA officials through the school support visit dashboards domiciled at data hubs. The information from school support visit and teachers/classroom observation can help SUBEB and LGEAs plan for teaching and learning improvement activities such as re-training of teachers.

Outcome level results

This synthesis was not able to identify contributions of the FCDO support to the AENN programme towards outcomes. The data reported by AENN in the final report and attributed to FCDO funding was limited to a

description of the activities funded by FCDO and some of the outputs of these activities. When examining the activity goal indicators of the programme, we were not able to identify evidence of links between the outputs and activities attributed to the FCDO and any of the outcomes.

3.1.4 Programme 3: UNICEF³⁷

Summary:

Output level	Successfully met all key targets over the full life of the programme	<ul style="list-style-type: none"> ▶ When analysed across the two phases, the programme overperformed relative to the key targets established on education access and quality as well as government and community support to education.
	152,540 children enrolled in the targeted schools	<ul style="list-style-type: none"> ▶ More than 150,000 children enrolled compared to the 138,000 target. ▶ 79,763 girls (52%) vs 72,786 boys (48%)
	Almost all the targeted schools prepared conflict/disaster risk reduction plans	<ul style="list-style-type: none"> ▶ 99% of the schools with an established SBMCs prepared conflict/disaster risk reduction plan by the end of the programme.
Outcome level	TaRL intervention achieved great results in literacy and numeracy	<ul style="list-style-type: none"> ▶ The programme achieved its literacy and numeracy outcomes attributed to the use of the TaRL methodology and tools. The targets for literacy and numeracy varied from 2 to 5% increases, while the achievements were within the range of 20–50% in the case of both domains.

Output level results

The programme excelled at achieving its targets related to improve the children's access to education in the areas where it was implemented. The three key education access targets were comfortably met, especially the number of children enrolled in the targeted schools (10% achievement over the target) and the number of schools/centres with rehabilitated WASH facilities (achievement more than doubled the target). Implementing partners reporting and interviews with key informants of the programme show that the main driver of the overachievement in terms of children enrolled in the programme was the home-based learning that was established following the school closures due to the Covid-19 pandemic. This allowed the programme to add additional learners within the school catchment areas and provide additional learning opportunities beyond those initially established. The remote learning modality and features provided more flexibility than formal schooling.

Targets were not set up on gender equity for the programme. However, the numbers of girls vs boys enrolled suggest that the programme performed well when considering the region's cultural and religious context that marginalises school-age girls by preventing them from attending school. The programme managed to enrol a higher number of girls than boys (52% vs 48%). This synthesis could not identify the reasons or factors for this as implementing partners do not report substantially on gender equality as part of their programme reporting.

³⁷ Achievements attributed to phase 1 of the programme were funded by FCDO through NENTAD and achievements attributed to phase 2 of the programme were funded through PLANE

The key quality education targets were significantly exceeded by the achievements of the programme in the number of teachers with improved capacity to teach in the key programme approaches and the percentage of children who received learning supplies. On the former, the programme overperformed by training a total of 3,507 teachers compared to the combined target phase 1 and 2 of 3,350 teachers. The proportion of children who received learning supplies was also comfortably met with an achievement 9% over the target. This synthesis could not identify the reasons for the over performance in these two outputs.

During the second phase, the programme targeted government officials with a result of 135 officials being able to conduct effective mentoring and monitoring of teachers 'implementation of TaRL following programme training and 61 being able to conduct mentoring and monitoring of implementation of Early Grade Reading (EGR)'. This represents an overperformance compared to the targets set up for phase 2 which consisted of 130 government officials in the case of TaRL approach and 50 for EGR. This synthesis could not identify the reasons for the over performance in these two outputs.

Similar to the overperformance with respect to the rest of outputs, the programme also overachieved its targets focused on the involvement of communities in education. The targets around establishing functional SBMCs in the targeted schools and preparing schools conflict/disaster risk reduction plans were significantly overpassed. This synthesis could not identify the reasons for the over performance in these two outputs.

No gender balance targets were set for the people trained, and implementing partners did not report substantially on this domain. However, the overall numbers of the programme show how the programme failed to achieve gender balance in their training. Males comprised 58% of the total number of people trained and 42% females. The dramatic difference is especially significant in the case of master trainers and head teachers (75% and 76% were men respectively). On the other hand, there is better gender balance in the case of teachers trained by the programme (60% women vs 40% men). This synthesis has not been able to identify the reasons for the gender imbalance in the people trained as the implementing partners do not report meaningfully on this where there are no targets set up for this domain.

Outcome level results

The programme achieved its literacy and numeracy outcomes attributed to the use of the TaRL methodology and tools. The percentage of targeted primary aged 4–6 students who improved numeracy and literacy scores increased greatly from baseline to endline in both phases of the programme and overperformed compared to the targets. While the targets were set up both in literacy and numeracy from 2 to 5% increases, the achievements were within the range of 20–50% in the case of both domains, which shows the great overperformance of the programme in using the TaRL approach.

Regarding the targets linked to the percentage of targeted students who are emerging readers in EGRA, while there were no substantial improvements over the first phase of the programme, the second phase showed great achievements and overperformed by reaching percentages of 17% (Borno) and 24% (Yobe) compared to the 3% target set for both states. This synthesis could not identify the cause of the underachievement in phase 1 of the programme, as we could not identify the study that assessed the intervention outcomes and did not provide a rationale for the underperformance at the end of project reporting.

When comparing achievements between Borno and Yobe states, it is observed that Borno overperformed with respect to Yobe in all the outcomes where significant overall improvements were achieved.

Table 3 below show the key literacy and numeracy outcomes of the UNICEF programme as reported in the end of project reports for phases 1 and 2.

Table 3 Programme 3 UNICEF: literacy and numeracy outcomes

Outcome	Location/domain		Phase 1		Phase 2	
			Target	Achievement ³⁸	Target	Achievement
Percentage of targeted students who are emerging readers in EGRA test in Hausa or Kanuri (reading 32–61 words per minutes)	Borno	Literacy	5% above the baseline	No significant improvement	3% above the baseline	17% improvement above the baseline
	Yobe		5% above the baseline	No significant improvement	3% above the baseline	24% improvement above the baseline
Percentage of targeted primary 4–6 students who improved numeracy and literacy using TaRL assessment tools	Borno	Literacy	5% above the baseline	51% improved literacy	2% above the baseline	21% improvement above the baseline for literacy
		Numeracy	5% above the baseline	53% improved numeracy	3% above the baseline	32% improvement above the baseline for numeracy
	Yobe	NA	NA	NA	NA	NA

Source: Programme End of project reports

3.1.5 Cumulative results

Summary:

Output level	273,344 school children enrolled in the programmes	► Large over performance compared to the combined target of 254,000
	6,661 teachers, learning facilitators and tutors trained by the programmes	► Programmes jointly over performed with respect to the combined target of 6,207
	More than 90% of SBMCs and CCs supported by the programme proved to be functional or active	<ul style="list-style-type: none"> ► 93 % of the SBMCs supported by Programme 3 UNICEF met the functionality criteria ► 90% of the CCs supported by programme 1 IRC led information dissemination activities by the end of the programme

Output level

³⁸ Assessed by the study

This section presents the combined results of the programmes in the outputs related to access to education, quality education, and community and government support to education. Given that the component of the FCDO-funded AENN programme did not report on the targets, this section shows the combined results of Programme 1 IRC and Programme 3 UNICEF.

The programmes excelled in their key access to education target by supporting the enrolment of 273,344 school children in their interventions. This represents a great success when we compare the figure with the combined target of 254,000 children. Both programmes had a focus on formal education and therefore aimed at supporting learners at school. However, just Programme 1 IRC focused on non-formal education and reported on the numbers of children enrolled in learning centres. Therefore, the total number of OOSC enrolled by the three programmes remains the same as the individual number for programme 1 IRC (41,894).

A positive trend is also observed when analysing the key quality of education indicator: number of facilitators, teachers and tutors trained as part of the programme interventions. The programmes overperformed by training 6,661 practitioners when compared to the target of 6,207. The overachievement is driven by the performance of Programme 3 UNICEF, training a high number of teachers on TaRL approaches, EGR pedagogy, psychosocial support (PSS) and essential skills.

The programmes were successful in their efforts to engage communities in support education as a very high number of the community structures supported by the programme interventions prove to be active or functional. The two main indicators of the programmes (percentage of SBMCs that meet functionality criteria and percentage of CCs leading information dissemination) were easily met by both programmes with overachievements of between 13–20%.

The programmes did not meet targets to engage government personnel in support to education interventions as they were able to train 454 government officials compared to the combined target of 470. The main driver of the underperformance is the low number of government officials trained by Programme 1 IRC owing to the shift in government priorities due to campaigning during the political election period in 2019, which made officials unavailable for training courses.

Outcome level

The following sub-sections show the combined results at outcome level of Programme 1 and 3 on literacy and numeracy. Programme 3 UNICEF did not report on data on SEL so it is not possible for this synthesis to show cumulative results for this. The synthesis could not identify any contribution from the FCDO-funded component of Programme 2 AENN and therefore its results are not included here.

Literacy

The literacy outcomes of the two programmes fully funded by FCDO differ by programme intervention, with TaRL intervention of Programme 3 UNICEF showing great achievements compared to the modest achievements of the interventions part of Programme 1 IRC. While the TaRL intervention (Programme 3 UNICEF) showed excellent results and overachieved its literacy objectives, the ALP and tutoring programmes (Programme 1 IRC) underperformed relative to the targets and only achieved some modest results in some of the literacy domains, particularly in listening and reading comprehension.

Numeracy

Similarly, the numeracy outcomes varied by programme intervention, though the overall outcomes show better results than those achieved in literacy. The TaRL interventions also shows the best results in terms of literacy when compared to the rest of interventions. While the ALP component of Programme 1 IRC easily achieved is



numeracy targets, the tutoring programme did not meet the target set up at the beginning of the programme. On the other hand, the TaRL intervention of Programme 3 UNICEF greatly overperformed with respect to the targets and showed very positive results.

3.2 Other results

3.2.1 Policies

Summary: The main policy support observed throughout the three FCDO-funded programmes was a contribution towards the development of the National Policy on Safety, Security and Violence-Free Schools (NPSSVS) alongside minimum standards for its implementation, which UNICEF contributed to. IRC and AENN key informants suggested that policy support was low and/or not prioritised in their programmes.

UNICEF coordinated with the Federal Ministry of Education and the EiEWG to develop minimum standards for the implementation of the NPSSVS. This included a field study to help develop the minimum standards necessary to define a safe school, and a workshop on minimum standards for safe schools held in April 2021 in Plateau State to develop operational guidance to follow the global Safe Schools Declaration. Following discussions on the draft SSD guidance and instruments, UNICEF helped conduct pilot testing exercises held in Ekiti, Borno and Enugu and supported a validation meeting organised by the Federal Government in July 2021.

UNICEF stakeholders also noted that the programme has supported the development of a national bill for Discrimination Against People with Disability, which at the time of the interview was in second reading. This policy engagement had the initial aim to support children with disabilities but expanded its scope after a gap in the legislation for overall discrimination was found.

No significant contributions to policy development were identified in the FCDO-funded components in the IRC and AENN programmes. IRC stakeholders suggested that policy development was not prioritised as part of the programme. AENN stakeholders noted that an indirect attribution to FCDO funding could be made to policy development efforts conducted in the broader AENN programme. For instance, support to the development of a National Accelerated Learning Policy, and the adoption of an accelerated learning curriculum.

Box 3: Safe Schools Declaration & National Policy on Safety, Security and Violence-Free Schools (NPSSVS)³⁹

The endorsement of the Safe Schools Declaration and creation of the NPSSVS are seen as two significant policy developments committing the Nigerian government to formally ensure access to education for all children.

The Safe Schools Declaration is ‘an inter-governmental political commitment to protect students, teachers, schools, and universities from the worst effects of armed conflict’⁴⁰. Nigeria was part of the original endorsers of the declaration, officially signing in 2018.

Through the NPSSVS, the Nigerian government set out a series of commitments to a zero-tolerance approach to ‘to any type of threat to the school environment’⁴¹

³⁹ See also EiEWG briefing on SSD, [link](#).

⁴⁰ Safe School Declarations Website, [link](#).

⁴¹ NPSSVS, [link](#).

3.2.2 Manuals, teacher guides and instructional materials

Summary: The programmes developed teacher guides, training materials, and curricula to provide educators with support teaching new methodologies, such as TaRL, SEL, and ALP. There is evidence that some of the materials developed by the programmes were used by others.

IRC developed teaching and learning materials for both non-formal and formal interventions in areas such as numeracy, literacy and SEL. The SEL curricula and associated materials were later used and adapted by other donor programmes.⁴² Teaching materials were validated by local experts and officials from the Federal Ministry of Education, Nigerian Educational Research and Development Council, SUBEBs, SAME and the SAME. Key informants noted needs to further contextualise SEL materials to the Nigerian context. As the SEL material relies on stories and anecdotes, these should resonate with the context – for example, some stakeholders viewed elements of the materials as very western. IRC is currently undergoing work to further contextualise and pilot these materials with other donor funding.

UNICEF introduced two novel teaching methodologies –TaRL and KARI – and developed teaching and learning materials. At the beginning of the implementing period, teachers were trained and encouraged to produce their own TaRL teaching materials. Later on, the services of a printing press were acquired to produce and distribute TaRL literacy and numeracy teaching and learning materials and assessment tools. UNICEF also produced KARI course materials, teachers’ handbooks, and trainers’ guides.

3.2.3 Research pieces, studies, assessment and evaluations

Summary: Some rigorous research pieces, studies and evaluations were conducted as part of the programmes including pilot studies, randomised control trials, third party monitoring reports and evaluations. Table 4 provides a summary of the research pieces, studies, assessments and evaluations conducted as part of programmes 1 and 3 and identified by this synthesis.

Table 4 Summary of research pieces, studies and evaluations

Shortened document reference	Type of study	Summary of findings
Programme 1 IRC		
The effects of tutoring on children’s learning outcomes in northeast (Dr Silvia Diazgranados, et al., 2019)	Randomised control trial	The study supported tutoring as an effective intervention to improve low-performing children’s reading and math skills. Results on SEL are more mixed, with some positive impacts on hostile attribution bias.
The effects of an ALP on OOSC’s academic and SEL outcomes in NE (Dr Jeongmin Lee and Dr Silvia Diazgranados, 2021)	Randomised comparison-led trial	The study tested whether the ALP programme appropriately supported OOSC. Results are positive in some areas, such as decreasing the proportions of children who obtained zero scores in numeracy. However, for literacy and SEL results are somewhat mixed.
IRC, ‘FCDO Education in Emergency (EIE) Programme	Programme final evaluation	Main contributions identified include reduction of OOSC, improvement of learning outcomes, tutors and learning

⁴² According to a stakeholder, SEL materials were later used in USAID and Norwegian Refugee Council programmes, among others.

Shortened document reference	Type of study	Summary of findings
Final Evaluation Report' (2021)		facilitators trained, and some institutional strengthening. Challenges cited include continued attrition and absenteeism due to poverty.
IMPACT, 'NENTAD third party monitoring partner system review on conflict' Sensitivity: IRC (2021)	Third party monitoring review UNICEF	Continuous reviews of IRC's integration of conflict sensitivity and do-no harm principle in their programming. The year 3 review cited here finds that IRC Education seems to be aware of and actively engaged in strengthening conflict sensitive programming, especially by conducting consultations with community leaders, promoting participation and respecting local customs and norms during assistance delivery.
IRC, 'Meeting the Academic and Social-Emotional Needs of Nigeria's Out-of-School Children What works and what doesn't for an accelerated learning programme' (2019)	Mixed-methods, longitudinal randomised controlled trial	The study compared outcomes for children assigned to basic ALP programme and those assigned to the ALP + Coaching (who additionally benefit from on-site coaching visits). Conclusions support the effectiveness of the basic ALP packet on short-term numeracy and literacy outcomes and reduction of use of aggressive conflict resolution strategies (but not other SEL outcomes) and find the ALP+ coaching model is not cost-effective.
Programme 3 UNICEF		
IMPACT, 'NENTAD TPM partner system review on conflict sensitivity: UNICEF Education', 2021	Third party monitoring review	Continuous reviews of UNICEF's integration of conflict sensitivity and do-no harm principle in their programming. The year 3 review cited here finds UNICEF Education seems to be aware of and engaged in strengthening conflict sensitive programming, especially by respecting local customs and norms during assistance delivery.
Includovate, 'Final report: assessment, learning and evidence generation for the TaRL Borno State NEN', 2021	Mixed-methods evaluation	The study suggests that most pupils enrolled were able to read within 60 days, while also having acquired the ability to read, write and do simple mathematical operations (addition and subtraction). The programme is considered cost-effective and relevant to the context.
UNICEF, 'KARI report on the endline assessment', 2021	Endline assessment	Comparison of EGRA/EGMA results from KARI implementation in Borno and Yobe. Concludes that there is evidence of growth in learning in each state (with achievements being more significant in Yobe).
Myfriend B. K, 'Seven days in-classroom coaching for teachers of public primary schools and Islamiyas in Maiduguri metropolis and Jere LGA of Borno State.', 2021	Evaluation	Survey evaluation of in-classroom coaching of PSS teaching. Suggests mixed findings related to teacher quality, attendance, and use of appropriate teaching materials and pedagogies.

Source: Elaborated by the authors

3.2.4 Practices

Summary: The programmes supported changes in pedagogical and education management practices. The main changes in pedagogical practices related to modes of curricular delivery or classroom management, such as building capacity to deliver TaRL, KARI and SEL curricula, promoting student-centred approaches, and promoting positive disciplining to discourage corporal punishment. Through its data hub programme stream, AENN supported improvements in government capacity for education data management.

IRC supported changes in pedagogy, including SEL training. Tutors and learning facilitators were provided training in classroom management, student-centred pedagogy, SEL curricula, and Hausa language teaching. Key informants also mentioned work on changing teaching practices towards positive disciplining instead of corporal punishment. There was some evidence that the training provided to selected educators spilled over to those who did not receive training.

UNICEF introduced novel teaching methodologies into NE – TaRL and KARI. KARI was delivered to children in grades 1, 2 and 3, and TaRL targeted children in higher grades (4, 5, and 6) who had missed foundational learning skills. The introduction of these teaching methodologies changed learning practices in targeted educational facilities, with impact spreading to other states in Nigeria which became convinced that TaRL is a strong approach to mitigate against learning losses. Given that TaRL requires the collection of base-, mid- and endline assessments in learning and is implemented through master trainers, UNICEF noted improvements in data collection practices, as well as the capacity of teacher master trainers to continue spreading TaRL practices in the region.

The establishment of data hubs and upskilling of state employees in data management and analysis supported changes in education data practices in NE. AENN key informants pointed to several changes in data practices. For instance, the availability of real-time contextual information (conflict scans, etc.) and data dashboards supported increased planning, analysis, and real-time decision-making. The expansion of EMIS into SAMIS (EMIS for SAME) allowed for expanded data access on OOSC. Digitalising data collection also improved reliability given the ability to verify data capture locations through geo-tagging. Beyond hardware and software support, AENN supported practice changes by training education managers on data systems, planning and decision-making.

3.2.5 Teaching and learning materials

Summary: The programmes distributed teaching and learning materials throughout the implementing period. The supplementary materials ranged from general classroom materials such as blackboards and books, to targeted inputs such as wheelchairs and eye drops.

Among other inputs, the Programme 1 IRC distributed materials to teachers and learners in both components of its programmes. Notebooks, bags, pens and erasers were given to children who participated in the ALP. Mainstreamed children often received support, including school uniforms, sandals, socks, school bags and scholastic materials. Teachers were provided with lesson guides and materials, as well as other teaching aids, blackboards, chalk, workbooks and attendance books.

UNICEF also distributed learning supplies, and assistive learning devices. 147,529 children (71,347 boys and 76,182 girls) received learning supplies such as school bags with stationery for the duration of the three school terms across the school year. UNICEF also identified individuals with different types of disabilities (with support from the Christoffel Blindenmission) and distributed teaching and learning assistive devices to 73 teachers (61 men and 12 women) and 3,899 learners (1,956 boys and 1,943 girls) (2019–2021). Devices included corrective lenses, wheelchairs and crutches. Medications were also provided including different types of eye drops, ciprofloxacin and chloramphenicol. Support was also provided to the Borno Special School for the Blind (which



mainly serves adults and adolescents) – UNICEF provided braille equipment for the school, consisting of a 2020 edition embosser, software, three laptops and braille paper.

To mitigate the impact of Covid-19 related school closures, IRC and UNICEF distributed learning materials and radio sets. IRC provided 12,542 children provided with approximately 19,000 story books written in Hausa (each child received two books); 1,400 radio sets were also distributed. Some 12,542 children were provided with pre-recorded literacy and numeracy lessons that were broadcasted by the Borno and Yobe SUBEBs and produced by FHI 360 under Programme 2 AENN. Radio sets were distributed in clusters, where a group of three to five learners shared one radio. UNICEF distributed 6,000 solar powered transistor radios, and engaged radio stations in Borno (Peace FM, Dandakura FM, and BRTV) to transmit lessons and trained a group of educators to transmit lessons for three days a week in June and the first week of July 2020.

3.2.6 Learning infrastructure

Summary: The three FCDO-funded components had different approaches to learning infrastructure development. IRC and AENN (in the data hub component) mostly leveraged existing infrastructure while UNICEF built or rehabilitated infrastructure.

Programme 1 IRC leveraged government and community infrastructure to establish the NFLCs and provided tutoring in existing school infrastructure. Programme 2 AENN embedded the data hubs in existing government institutions. Both programmes provided physical inputs to prepare these spaces. For instance, AENN distributed computer hardware and accessories to set up the data hubs, and IRC distributed handwashing stations to the NFLCs to ensure sanitation.

Programme 3 UNICEF built and rehabilitated classrooms and temporary learning structures. These were frequently handed over to communities or SUBEBs for sustainability after implementation. In total, 298 classrooms or temporary learning structures were established or rehabilitated (113 in Borno and 85 in Yobe), and 262 schools or centres were provided with rehabilitated WASH facilities (170 in Borno and 92 in Yobe). Key informants from UNICEF suggested that the provision of WASH facilities mitigated barriers to accessing education.

4.0 Value for money and sustainability

4.1 Value for money

Summary: The three programmes showed instances of some practices that improved the overall cost-effectiveness of the interventions based on the following strategies: smart adaptations of implementation models and approaches used; use and leverage of local resources, mainly human resources, infrastructure and learning materials; and use of tested cost-effective models for programme delivery. However, the synthesis could not identify a systematic approach to VfM reporting, for instance through the FCDO's VfM 5Es approach (economy, efficiency, effectiveness, equity, cost-effectiveness).⁴³

Findings relevant to this question are structured under the VfM 5Es:

- **Economy.** There are a few instances of economy gains achieved by the programme, the main one being purchasing local goods at lower prices than internationally imported goods. Programme 3 UNICEF distributed wheelchairs made locally in Maiduguri at a unit cost of NGN 35,000 (USD 87), instead of about NGN 80,000

⁴³ FCDO, 'VfM Guidance: Education', 2017.

(USD 198) which would have been the cost of imported wheelchairs. In addition, the local manufacturer provided a two years' warranty, making them easier to repair and maintain.

There is some evidence that recruiting resources from the target and local communities reduced costs in the short and long term as (1) reduced cost of travel and (2) allowed for flexibility in case of emergencies. Programme 1 recruited learning facilitators and tutors from the target community: learning facilitators and tutors were recruited from community hosting the learning centres or tutors in the school where the tutoring programme was happening. This reduced logistic costs and was very helpful during the Covid-19 lockdown as IRC was able to leverage on this to implement her core activities irrespective of the movement restrictions and security situations.

All programmes showed economy gains resulting from partnering and leveraging on the resources of institutions in the target states such as the government and other NGOs, which is proved to reduce greatly the cost of implementing the programme. Programme 1 saved NGN 2,625,000 (approximately GBP 5,614)⁴⁴ by leveraging on the classroom buildings and facilities in government-owned schools. The savings were made when using this approach instead renting learning spaces at the current market price in the project communities. AENN saved NGN 210,000 (USD 552.63/GBP 387.39) when conducting a training of 23 master trainers on conducting endline learning assessments. The programme achieved this by leveraging on government structures such as the hall of one of the supported formal schools as a training venue. This saved the cost of renting a hall for the three-day activity. Programme 3 UNICEF trained teachers in classrooms rather than renting commercial halls at an estimated cost of NGN 2,800,000 (USD 6,930). Savings were reinvested to finance teacher-training, reading and numeracy clubs.

- ▶ **Efficiency.** There is strong evidence that programmes adapted their approaches to maximise the efficiency of their interventions. Evidence from Programme 1 IRC shows that these adaptations and reductions of costs did not have an impact in the final outcomes of the programmes. IRC conducted a pilot study that showed that the basic ALP was more cost-effective than conducting ALP plus coaching. As a result, the programme discontinued coaching as a way to improve cost-effectiveness of the programme. This adjusted model of the ALP was implemented in subsequent phases of the programme with the result showing that the adjusted model of ALP was effective in improving OOSC's literacy skills in various areas encompassing letter sound recognition, non-word reading, oral reading fluency and reading comprehension despite the Covid-19 disruption that occurred in the year 2020. AENN saved NGN 1,102,000 (USD 2,900/ GBP 2,033) by conducting training with EMIS officers in two states simultaneously rather than one centralised training. The savings were made on funds that would have been used to procure air tickets, provide accommodation and meal allowances for the training of trainers on school support visits of 17 (14m, 3f) SUBEB EMIS staff. Programme 3 implemented by UNICEF repurposed funds originally intended to purchase two vehicles and used it to produce more than 80,000 facemasks and more than 20,000 soap bars to support a safe return to schools, as well as funding activities related to the Safe Schools Declaration in Nigeria.

There is some evidence from programmes that the use of technology and cascade training models enables efficiency. Programme 2 shows how the collection of data virtually saved travel time and reduced risk, and the cascade training approach enabled the effectiveness of the trainings. AENN trained SUBEB EMIS staff as master trainers and supported them to cascade the training to SSOs in education in LGAs. Transferring knowledge and skills to government officials is an effective way to encourage the project's sustainability.

- ▶ **Effectiveness.** Reporting from the programmes suggests that the desired outcome targets were met, for instance around targets met on enrolments, mainstreaming into formal education, and more results reported

⁴⁴ Exchange rate 1 GBP = ~ 467 NGN.



under section 3. However, a more explicit and evidence-based causal ToC would allow for improved evaluation of the effectiveness of spend when considering the overall outcomes of the interventions.

- ▶ Equity. There is a need to improve reporting around equity considerations in spend, as very little evidence was available from programme documentation. Disaggregated targets (and therefore cost measurements) would support improved reporting around equity from implementing partners and therefore paint a fuller picture of VfM considerations.
- ▶ Cost-effectiveness. Overall, there are highlights from programmes when it comes to economy and efficiency of spending. Effectiveness and equity are less considered in financial reporting, and therefore would benefit from more attention in monitoring and evaluation frameworks for the programmes. A more explicit use of FCDO's VfM 5Es framework would be welcome in reporting templates.

4.2 Sustainability highlights

Summary: There are some instances where the programmes showed emerging signs of potential sustainability of some of the interventions implemented. Some of these highlights are presented below:

- ▶ There is evidence that the programme models and approaches have been scaled up by different development and implementing partners.
- ▶ There is limited evidence of the continuity of funding by government institutions, especially in the payment of incentives to teachers and other employees under the government payroll.
- ▶ There are some potential drivers of sustainability observed as part of the three programmes such as the strong engagement with government and local partners throughout the life of the programme and especially at the beginning, and the need for a step-by-step approach with a start at small scale.

There is evidence of programme models being replicated and used by other partners, both implementers and donors. This is based on the success observed by other partners and the adaptability of the models for new implementation. In the case of Programme 1 IRC, one of the main CSOs implementing the programme at community level, COCOSOHD, studied the IRC approach and replicated this model by establishing another 10 non-formal learning centres in Biu. COCOSOHD made use of the master trainers trained by IRC to support the training of their learning facilitators and was able to enrol 500 learners across 10 communities through the support of philanthropic and development partners. In the case of Programme 3 UNICEF, when UNICEF presented the results of the TaRL pilot in front of several development partners, many donors were interested in using their model for other interventions. The German Development Bank, KfW, and Norway provided UNICEF with funding adapt the TaRL methodology and Norway helped them adapt the materials to be used in education interventions in education camps.

There is some evidence of spillover effects due to the training conducted by the programmes, especially at the classroom level where teachers participating in the programmes influenced the practices and routines of teachers who did not participate. Programme 1 IRC showed how in some schools where the tutoring programme was implemented, some of the teachers trained by IRC influenced the teaching strategies they had learnt as a result of the IRC trainings. A tutor in Injiwaji-1 primary school, Damaturu, mentioned how 'her colleagues have learnt from her alternative ways of keeping the children engaged with the lesson without using physical discipline'.

There is some evidence that a multi-layer capacity building of government systems has spillover effects. In this sense, it is key to include representatives of the different levels of the system not just in the capacity building activities as implemented, but also in the planning, implementation and monitoring phases of the programmes. The intervention for the non-formal education was designed in line with strategies formulated by the SAME. The training and learning materials used were contextualised and validated through the participation of 35 relevant

government education officials from the Federal Ministry of Education, the Nigerian Educational Research and Development Council, the SUBEBs, SAME and the State Ministry of Education from both Borno and Yobe States. According to key informants, the engagement of the government officials at design and planning stages and the alignment of the programme strategy with the SAME strategy was a key driver of the success of the programme and has increased the potential for sustainability.

The three programmes show evidence that partnering and collaborating with government agencies and local partners fosters programmatic ownership at state and local levels, especially when leveraging existing infrastructure and human resources from the partners. Programme 1 IRC used classroom buildings and facilities owned by the government to set up learning centres and conduct tutoring lessons. Local CSOs were also involved to manage the NFLCs. This approach has proved to build capacity of the existing institutions and foster programmatic ownership that would ease the sustainability of the gains of the EiE. In the case of the AENN programme, engagements with stakeholders were targeted at transferring knowledge and skills and to promote ownership of the programme. This has translated into IT in data hubs of 35 LGEAs, two SUBEBs and two State Ministries of Education currently being managed and maintained by trained IT support leads who are existing staff of these-ministries, departments and agencies.

There is no evidence of sustainability of programme incentives provided to trainees as part of the programme in any of its models, though there is strong agreement that these have proved necessary for the successful delivery of the programmes. Key informants of the three programmes state that no one can make a strong argument against incentivising learning facilitators from an intervention delivery perspective, though it does bring questions when looking through the lens of sustainability. The topic is being discussed at the EiEWG.

5.0 Challenges and success stories

5.1 Main challenges

Summary: Several challenges were identified in programme documents and through key informant interviews. The provision of EiE got more complex with the onset of the Covid-19 pandemic and associated mobility restrictions, which challenged the implementation of effective interventions. To ensure effectiveness and sustainability, the programmes had to maximise cost-effectiveness and government buy-in, as well as the design of appropriate curricula delivered, having to engage with challenges related to the language of instruction. Programmes also faced challenges related to teacher turnover, absenteeism and poor teaching quality; reaching hard-to-reach areas with remote programming; and learner absenteeism, over-subscription and ineligible enrolments.

Turnover, absenteeism, and poor teaching quality were commonly cited as challenges threatening the effectiveness of interventions. Turnover was noted in IRC documentation, which stated that a relatively low but notable number of facilitators had left due to finding better remunerated work. Tutors and facilitators frequently requested higher stipends. An AENN stakeholder also noted that trained civil servants could often be redeployed to other policy areas, meaning that capacity gains derived from education-specific training could be lost when a civil servant was moved to another area. This highlights the importance of strengthening *systems* (for instance of planning and governance) alongside *people*. The issue of absenteeism from facilitators or teachers was noted. The main mitigation strategy – which was deemed successful by key informants – was the recruitment of community monitors such as CCs or SBMCs that would monitor educator attendance and notify implementing partners when absentee educators required corrective measures. Poor teaching quality was observed, even after training. UNICEF teacher reports suggested that psychosocial support strategies in the classroom were poorly implemented – a majority (77%) of teachers in the observation did not ‘infuse PSS with passion’, almost all teachers



failed to prepare lesson notes, and a majority of teachers (56%) did not use instructional materials in their teaching.⁴⁵

Accessing hard-to-reach areas with remote programming challenged the implementation of strategies to mitigate against school closures. For instance, three out of eight LGAs where AENN operated were not covered by radio and telephone signals. AENN also noted that most learners in the areas they operated in did not have access to radios.

Attrition and over-subscription challenges such as learner absenteeism, over-subscription and ineligible enrolments were significant in some cases. Poverty is still a major barrier to accessing education – children miss school in order to support their families with work or engage in street work. Another issue noted relates to over-subscription to non-formal education opportunities, often fuelled by the enrolment of ineligible students (for instance, those who are already enrolled in formal education). A key informant suggested that without mitigation, this could amount to a sizeable challenge. The recruitment of community bodies (such as CCs) as monitors and communicators helped mitigate this challenge. CC members were able to identify ineligible learners and engage the community in sensitisation campaigns to prevent ineligible enrolments.

The ongoing conflict continued to complicate the design and delivery of interventions. The main challenges to implementation related to mobility restrictions due to security risks, and the continued targeting of intervention sites by armed opposition groups. The conflict also makes cost-efficiency more difficult – travel to intervention sites has been comparatively expensive due to security risks, and service providers such as constructors have had diminished interest in operating in the conflict-affected areas.⁴⁶

The Covid-19 pandemic led to the disruption of physical interventions for six months, which required the design of mitigation strategies involving remote delivery. Covid-19 also significantly worsened socio-economic conditions in the region, which in turn has increased educational needs. IRC and UNICEF required no-cost extensions to deliver the interventions in full after in-person programming was permitted.

A general challenge was ensuring that the designed interventions were cost-effective and systematically scalable by local governments. AENN documentation addresses the matter directly, while other programme documentation mentions related challenges in areas such as lessons learnt and VfM. Principal design preoccupations, therefore, were ensuring low cost per child, and ensuring that programmes are designed in a way that can be institutionalised by relevant local authorities. Lack of engagement from government authorities is noted as a barrier to ensuring that.

There is conflicting evidence from the programmes when it comes to language of instruction. It was noted that multilingual teaching hinders student engagement and overall learning. Similarly, using only one single language of instruction acts as a barrier to access and learning. For instance, IRC and AENN programme documents note learning in a second language (for those who do not speak Hausa) was challenging, in the case of IRC interventions it is noted that 'the facilitators and tutors improvised by providing interpretation in their language

⁴⁵ Myfriend B.K., 'Seven days in-classroom coaching for teachers of public primary schools and Islamiyas in Maiduguri metropolis and Jere LGA of Borno State', 2021, p.10.

⁴⁶ Some specific instances of conflict-related challenges include: the continued insecurity of the route between Damaturu and Maiduguri since December 2019 led to IRC banning staff from travelling through it, and the eventual discontinuation of support to a new set of OOSC in the LGA; AENN was unable to conduct physical monitoring of its NFLCs in several areas, and suspended travel through several routes; UNICEF also had to cease travel or noted increased travel costs due to the use of flights instead of road travel; In February 2021, a block of two classrooms at a primary school built with FCDO funding in Yobe were burnt down by suspected Boko Haram insurgents; In 2020 a UNICEF truck with USD 52,463 worth of educational materials destined to 11 targeted schools was intercepted and set on fire by insurgents.

where possible'.⁴⁷ UNICEF documentation discusses that language of instruction evolved three times to attempt to overcome language instruction challenges, and stated that 'stakeholders are of the view that for any scale up to be meaningful and successful, the issue of languages of instruction in a multilingual environment must be given a consideration'.⁴⁸

5.2 Success stories

Summary: There are several success stories showcased in programme documentation, providing anecdotes demonstrating the impact of the interventions at the individual level.⁴⁹ Success stories include changes in teacher practices or confidence, learners who managed to avoid falling out of education, and those who massively improved their learning performance thanks to the interventions.

Table 5 Some success stories from Programme 1 IRC

Programme 1 IRC Success stories

Habiba: Escaping child marriage through education (Gwoza LGA, Borno)

Habiba is a displaced child who at the time was living in Monguno stadium camp. Her father revealed how the EiE+ project had brought a positive turnaround in the life of his daughter. Habiba had witnessed killings, and she was also a victim of a fire outbreak that burned their makeshift tent and everything in it. Before Habiba's enrolment in the programme, there was an arrangement to marry her off. A few months after having enrolled in an NFE intervention run by ROHI, Habiba was able to identify the alphabet, then began to read. Seeing this, her father was filled with pride, and he changed his mind and allowed Habiba to continue schooling.

Tahir: From dropping out in primary school to catching up

Tahir Kaumi was a 14-year-old boy who dropped out of school in primary 3. Most of his friends are now in JSS3. 'I was in primary 3 when my father told me and my brother to drop out and stay at home until he secured another job, as the expenses of schooling were unbearable to the family. I had to stay home with my brother until we heard the good news that IRC was enrolling OOSC into a non-formal learning centre, established about 4 km from our home. We told our father about it, and he promised to go and confirm if it is free to take us there. Teachers at the NFLC don't beat us but always encourage us to do the right thing, to be obedient and read our books. Any time we have a problem we should ask them, and they will happily guide us. We were taught and encouraged to always accommodate one another. Any time someone offends us we should not fight the person but report to our teachers or elders. After we completed the non-formal education programme at the centre, I was taken to Shehu Sanda Kyarimi primary school and placed in primary 4. I am very happy because I can now go to school like my friends every day.'

Rabiu: Learning how to teach using child-centred learning methods (Bade LGA, Yobe)

'Over the past few months of the programme, we have learnt numerous skills which enable us to teach learners in a better way.' He says, 'before the training, I partially made use of teaching aids such as counters, bottle tops and flashcards in my lesson and used to apply teacher-centred methods in delivering lessons to the learners. I thought scripted lesson were difficult to understand due to the many steps involved. However, after the training, I now use teaching aids because I understand that it makes the delivery of lessons easier

⁴⁷ IRC, 'FCDO Education In Emergency (EiE) Program Final Evaluation Report', 2021, p.49

⁴⁸ Includovate, 'Final Report: Assessment, Learning and Evidence Generation for the Teaching at the Right Level (TaRL) Borno State-Northeast Nigeria', 2021, p. 48

⁴⁹ No AENN success stories related to the data hubs activity were identified.

and helps learners to understand the concept clearly. I now understand that the use of the child-centred teaching method is the best method for teaching children. Using child-centred teaching methods enables learners to actively participate in a lesson and learn better. I learnt to employ the approach of teaching learners by grouping them so that they can learn from each other.'

Kabalan Kara Community head: Appreciation for the improvements in his community (Bade LGA, Yobe)

'Some of the children who could not read or calculate simple Lissafi (numeracy in Hausa) can now do so confidently, and when IRC came, they provided us with what even our parents could not do for us. They had identified the gaps we have in education and decided to intervene by shouldering our responsibilities and putting us through the right path of educating us. After they realised we got the necessary skills, now they assisted us, they bought for us scholastic materials (uniforms, exercise books, pencils, sandals etc.) so that we will become like any other good children in the society. We say a big thank you to the IRC.'

Source: Edited excerpts from programme documentation

Table 6 Some success stories from Programme 3 UNICEF

Programme 3 UNICEF: Success stories

Aisha: Engaging with lessons in Kanuri (Maiduguri LGA, Borno)

'The lessons stick because it is taught in Kanuri. I am able to go over my lessons – rhymes and songs after school, over the weekend as I play or in the mornings as I prepare for school because I remember them.'

Babakuru: Improvements observed by using KARI instead of English teaching (Borno)

'Before KARI, you will take your time to teach pupils alphabets in English from A to Z. Give them 2 minutes and ask them to repeat what you just taught them, someone will call A Z' bursting out with laughter as he shakes his bowed head bowed as if in self-pity of past frustrations. (...) 'In KARI we teach alphabets and sounds in Kanuri. Using the sounds pupils can now easily write their names and even the names of other pupils. In the past, this was nearly impossible.'

Zarah, Fatima and Gambo: The first time enrolling in formal education (Damaturu LGA, Yobe)

Seven-year-old twin sisters Zarah Hassana and Fatima Hussaina and their five-year-old younger sister Gambo are daughters of the revered Mallam Yerima Alhassan, the owner of the largest Tsangaya in Moduri community, Damaturu LGA in Yobe State. They are attending formal school for the first time in their lives because their father who had always been against western education had a change of heart. The change came when Mallam came in contact with members of the school management-based committee during a mobilisation exercise to promote remote learning and motivate learners during the prolonged school closure due to the Covid-19 pandemic (...) 'I don't like western education, but when I heard the lessons being taught in Kanuri Language, I was impressed. It changes the perception that education can only be achieved using English language' says Mallam Yerima. This was enough for Mallam Yerima Alhassan to enrol all three of his daughters into a listening club and enrol them in school when they reopened.

Umulkhaltum: Returning to school thanks to disability support

Umulkhaltum, is a 15-year-old girl who dropped out of school for some years now as a result of lack of access and mobility. She is now eager and ready to return to school and make something of her life. Her caregiver shares how this lack of access has affected Umul: 'all Umul's classmates are now in JS1 in secondary schools. They have left her behind. She crawls on the ground each time she has to go to school. Even when it rains, she crawls in the mud when we are not there to back her to school. Even each time we back her, she gets pelvic dislocation, as such we decided to let her stay at home. So, she dropped out so she

could live, at least healthy. Thanks to Street Child that has donated a wheelchair she can now go back to school and do something worthwhile with her life’.

Source: Edited excerpts from programme documentation

6.0 Conclusions

Conclusions relating to SAs 1, 2 and 3 are presented below.⁵⁰ These are a summary of the evidence presented in each corresponding section alongside analyst judgement. The conclusions aim to highlight potential areas relevant to future programming, and complement the answers provided to each synthesis question throughout the report.

Conclusion 1. The educational needs of OOSC and children in formal education in NE remain similar to the initial implementation context. Though the security situation in the region has improved, the Covid-19 pandemic has set back socio-economic conditions and heightened barriers to education. NE’s education system has major gaps in its capacity to plan, monitor and implement quality education. The programmes responded well to challenges and enabled pandemic mitigation. They were appropriately designed to target and reach OOSC, children at risk of dropping out, and education data systems. More could have been done to address systemic challenges in NE, especially by engaging local authorities more meaningfully beyond providing training to specific individuals.

Conclusion 2. Design tools (such as ToCs) were present at the intervention level but none were identified at the higher programme or portfolio levels. There is a need for holistic ToCs that can allow for better implementation and evaluation. Interventions within the programmes (such as NFE or TaRL) presented clear and visually appealing ToCs. However, these had significant weaknesses which hindered the ability of the programmes to show causal links between inputs, outputs, outcomes and impact. This acts as a barrier for appropriate monitoring, course-correction, and evaluation. The lack of ToCs at programme or portfolio level does not allow for a coherent picture of how different interventions fit together to emerge.

Conclusion 3. Partnerships (with international and local NGOs/CSOs and government authorities) were key to support effective implementation and monitoring of the interventions. Agreements with local CSOs supported implementation and monitoring at community level. More engagement with government authorities would have helped achieve systemic results and unlock some of the bottlenecks experienced by the programmes. There is evidence that the programmes meaningfully engaged with local and international NGOs/CSOs to deliver interventions, ensure continuity in the face of challenges and achieve local buy-in.

Conclusion 4. The three programmes achieved good individual and cumulative results in terms of reach and outputs, with a successful overall rate of target achievements. One of the main drivers for good performance was the capacity to adapt to new contextual circumstances resulting from conflict and pandemic shifts. The level of enrolment achieved by Programme 1 IRC and Programme 3 UNICEF was particularly good, surpassing targets and reaching a total of 273,344 children in NE. One of the main achievements is the high number of children that were successfully mainstreamed into formal schools – 40,380 children (23,888 girls). The capacity to adapt to challenges may explain the overachievement in many key reach and output metrics. The programmes reacted to underachievement during certain phases with overperformance in subsequent phases following adaptations to delivery models.

Conclusion 5. The programmes achieved mixed results in terms of literacy, numeracy and SEL outcomes. The TaRL intervention was the most effective methodology in terms of learning outcomes. While there were positive learning outcomes results in the implementation of the ALP and tutoring within Programme 1 IRC, these were

⁵⁰ A synthesis of challenges and success stories is included in section 5.



limited to improvements in certain aspects of numeracy and literacy. For instance, 85% of children improved their ability to add numbers from baseline to endline. No substantial progress was observed in SEL for Programme 1 IRC. On the other hand, the TaRL intervention – which was the flagship intervention by Programme 3 UNICEF – showed significant results in literacy and numeracy in phases 1 and 2 overperforming its targets.

Conclusion 6. It was difficult to establish a comprehensive picture of achievements in relation to gender equity given the lack of specific targets and reporting. It was possible to establish that the programmes achieved mixed results in terms of gender equity when comparing children and adults. In terms of gender equity in learner enrolment, the programmes can be considered successful given the context in which they operated which tends to marginalise school aged girls given sociocultural and religious dynamics. However, the programmes failed to achieve gender equality when it came to individuals trained. The proportion of males involved was much higher for the three programmes, even considering the context in which they operated.

Conclusion 7. The programmes contributed to the development of the education sector in NE through other inputs such as policy and curriculum contributions, infrastructure development, and practice changes. There is room for scale up of some of these efforts to contribute towards systems-strengthening by increasing policy advocacy and calls for budgetary support. The synthesis identified policy support to improve adherence to the Safe Schools Declaration; contributions to curricular quality through the development of SEL, PSS, TaRL, and KARI curricula and teacher/learner materials; the construction and rehabilitation of schooling infrastructure; improvement of data management and analysis practices; and promotion of behavioural changes including positive disciplining. There is some evidence of potential spillover and sustainability for these contributions.

Conclusion 8. VfM reporting mechanisms did not provide a comprehensive picture of different key considerations, such as effectiveness and equity. However, there is evidence and highlights of economy and efficiency gains. Better evaluation of VfM would be facilitated by more systematic VfM reporting (for instance by explicitly utilizing FCDO's VfM 5Es approach). In particular, the synthesis identified very little evidence of equity in spend considerations and reporting.

Conclusion 9. Instances of sustainability were largely driven through partnerships with NGOs/CSOs and LGA stakeholders. There is more space to increase this type of engagement and scale up system strengthening efforts. For instance, there is evidence that the programme models and approaches have been scaled up by different development and implementing partners and some instances of state budget support for the continuity of interventions, especially in the payment of incentives to teachers and other employees under the government payroll. These considerations further highlight the need for system-strengthening.

7.0 Recommendations and lessons learnt

7.1 Recommendations

Several recommendations have been identified. These have been developed based on synthesis conclusions, recommendations provided by implementing partners in their documentation, and advice given by key informants.

Recommendation 1. When implementing this type of programme, consider complementing these with “enabling” interventions that target other areas of the education system such as education monitoring, governance and WASH infrastructure. While the programmes had a good understanding of the key educational needs within NE and have achieved gains in reaching OOSC and mitigating learning losses, a more systemic approach could have been taken if key interventions were complemented by other interventions targeting systems strengthening. While some of the learning methodologies and capacity building approaches have proved to work well, they had mixed

outcome-level effects. Other interventions in key fields such as education monitoring, education governance and building WASH infrastructure could help overcome key bottlenecks in the education system.

Recommendation 2. Strengthen and mainstream the use of ToCs to design, implement and monitor at intervention, programme and portfolio level. For instance, consider developing ToCs at programme level, with clear information on the causal pathways, to align programme and portfolio objectives as well as enable coordination and consensus between teams.

Recommendation 3. To strengthen programmes' focus on gender and disadvantaged groups, particularly on people with disabilities, consider developing strategies to better understand the needs of target groups and monitor efforts to reach them. Strengthening the focus of programme monitoring and reporting on key areas of gender equality, for example, would allow donors and implementers to identify progress in addressing objectives for and gaps.

Recommendation 4. Strengthen the evidence base on what has proved to work in NE, including the TaRL methodology, and what has not worked, including approaches to improve SEL. TaRL has been shown to be effective and has a significant evidence base, particularly in South Asia. However, its use in NE is one of the only instances of TaRL in conflict-affected contexts. Therefore, expanding the evidence base on its effectiveness in NE would be a significant contribution to the evidence base within the education sector. There is a need to research why tested methodologies achieved mixed results and find new methodologies.

Recommendation 5. Future education and EiE interventions should use and build on the existing repository of teaching and learning materials across interventions and development partners. Key informants suggested that funders should encourage the sharing of existing teaching and learning materials to ensure cost-effectiveness and the utilisation of tried and tested pedagogic materials. This synthesis has identified several instances in which efficiency and effectiveness were supported through the sharing of pedagogic material across interventions.

Recommendation 6. Strengthen programmatic monitoring, evaluation and learning – especially the focus on equity, VfM and sustainability. Ensure monitoring, evaluation and learning tools capture the necessary information to achieve a comprehensive picture of the progress and performance of programmes in key domains, especially with regards to equity, VfM and sustainability. Equity should be a priority for the programmes and monitoring, evaluation and learning mechanisms should reflect that, including specific targets to track progress and course correct. Structured and evidenced approaches to the reporting format of VfM and sustainability would help identify progress and gaps.

Recommendation 7. Engage local communities extensively and meaningfully to design, implement and monitor interventions. The buy-in and engagement of local stakeholders was viewed to be crucial for the efficiency and effectiveness of interventions under the synthesised programmes. Implementing partners should engage local stakeholders through informal and formal mechanisms and utilise participatory modalities to ensure buy-in and engagement from local communities, including the most marginalised within these. Local community members have been effectively recruited as monitors, to counter against attrition and poor attendance, and communicate the value of interventions. DELve produced a study on Community Support to Learning in NE that could provide a good initial picture of the status of NFE in NE and help identify potential opportunities.

Recommendation 8. Ensure close monitoring of non-formal education provision to ensure that only eligible students are enrolled in programming. When providing non-formal education opportunities partners noted that ineligible students – such as those already enrolled in formal education – often tried to enrol in NFLCs. This could be due to the extensive support provided under these packages and therefore their attractiveness for parents and learners alike. Implementing partners noted that community bodies such as CCs can be successfully leveraged to identify and exclude ineligible learners to mitigate against this challenge.



Recommendation 9. There is potential to leverage the development of technology-based solutions during Covid-19 for emergency response preparedness (e.g., radio use in volatile conflict situations). Mitigation strategies put in place during the Covid-19 pandemic show promise as scalable interventions to allow for mitigation in cases where conflict escalations lead to the closure or lack of access to schools. Funders should consider supporting the government to design emergency response preparedness plans that include this type of remote education provision to mitigate against diminished access to in-person schooling.

Recommendation 10. Take a multi-layered approach to institutional strengthening targeting different levels of the education system to complement EiE interventions.. While capacity building activities, such as wide training of teachers, have proven to be necessary and effective, more should be done to address key bottlenecks in education systems in NE. For instance, the education system in NE still has significant gaps in capacity when it comes to the planning, delivery, monitoring and evaluation of quality education. To support long-term sustainable improvements in NE's education system, funders and implementers should engage in extensive capacity building. Key informants suggest that the use of local NGOs and CSOs should be part of this approach.

Recommendation 11. Increase focus on sustainability by leveraging relations with – and influence on – federal and state government partners to secure policy and practice changes. Support is needed to ensure that key policy and practice changes are implemented to facilitate the impact aims of funded interventions. There is also a need to support efforts to convince federal and state governments to increase budgetary support to education in the region. The funder could coordinate more closely with implementers when it comes to facilitating engagement with federal and state government partners.

7.2 Lessons learnt

Lesson 1. Programmes were often able to leverage partnerships to reduce costs, increase effectiveness, and mitigate against disrupted implementation related to Covid-19 and conflict. Partnerships at different levels were viewed as a key tool to ensure efficient and effective implementation.

For instance, IRC was able to save £379,352 during EiE+ (2019-21) by leveraging the use of classrooms and facilities in 203 government-owned schools and other community-owned infrastructures. It was noted that utilising the AENN/FHI 360 radio programming also saved IRC an estimated £12,847 that would have been used in procuring pre-recorded literacy and numeracy lessons. Partnerships with local CSOs (such as COCOSHODI and CHAD) as well as engagement with community structures (such as CCs) allowed both IRC and UNICEF to continue monitoring programme implementation and even ensure continuity in the implementation. AENN noted that “working with government officials as enumerators and monitors immensely reduces many problems associated with survey and data collection” as well as reducing “community suspicions of the survey and helps to manage the high expectations of the IDP groups”.⁵¹ Community-based groups (such as CCs) also supported with other aspects of implementation, such as the identification of ineligible learners, community sensitisation, and mobilisation.

More broadly, engagement with government and community structures was viewed by the three programmes as essential to ensure appropriate programme design and foster sustainability. These interactions were seen to allow for local ownership and provide opportunities for programme staff to build capacity. UNICEF, for instance, suggests that engagement with line ministries was key to government buy-in of TaRL and subsequent scale ups.

⁵¹ USAID, 'AENN: Annual Report: October 1, 2019 – September 30, 2020', 2020, p.86

Other studies have suggested that educational focal points (such as SBMCs which are like CCs) fail to properly represent the most marginalised families in their communities.⁵² These concerns should temper lessons learnt around community sensitisation and engagement during implementation.

Lesson 2. Some of the contingency measures introduced due to Covid-19 are scalable for post-pandemic implementation. Elements of remote programming were deemed to be welcome additions to the interventions, allowing increased reach in situations where physical access is impossible. This is particularly relevant for a conflict affected area such as NE, in which security concerns can often lead to mobility restrictions. The three programmes suggested that lessons can be drawn from remote implementation (e.g., radio programming, SMS blast, learning packages) to support contingency planning and reach harder-to-reach populations. It should be noted, however, that the programmes had to mitigate against lack of access to radios or mobile coverage. While remote provision can be scalable, this should be accompanied by further research to ensure equitable and reliable access to provide strong mitigations against school closures or lack of access.

Lesson 3. There is a tension around the use of incentives for teachers during programme implementation and sustainability. Some programme documentation noted concerns regarding the use of financial incentives to support implementation (for instance, in the form of stipends to teachers or learning facilitators), related to whether state or federal authorities are able or willing to support these costs. While these stipends were viewed as a requirement to compensate work properly and fairly and incentivise attendance and good performance, there are worries for long term sustainability. For instance, the final evaluation for the UNICEF EiE programme noted that “teachers and headteachers are of the view that the government will not be able to pay for the incentives they now enjoy, which according to them is the main motivator”.⁵³ Key informants suggested that the use of incentives was key for the successful implementation of the programme, and that more advocacy is required to ensure the government takes on implementation costs after the interventions.

Lesson 4. Building capacity on data management practices can support better decision making and monitoring. Improving planning and decision-making capacity through better education data management practices shows promise, and stakeholders from the AENN programme suggested that there is increasing interest from state authorities and other donors (in programmes such as World Bank’s BESTA) to improve capabilities in this area.

Lesson 5. Programmes that aim to provide foundational skills to those students who are facing learning losses or are out of school can improve educational outcomes and ensure children continue in (or access) formal education. The programmes contributed to the evidence base that curricula/educational practices such as TaRL, KARI, the ALP, and tutoring components are cost-effective ways of improving educational outcomes for those reached. IRC noted that mainstreamed students were seen to perform well in formal education, with tracer studies suggesting that 86% of the learners mainstreamed in 2020 are still attending formal schools in 2021, and 60% of mainstreamed learners scored 70 or above in English language and mathematics in the last term examination.⁵⁴ The implementation of TaRL in NE was innovative insofar as the introduction of the methodology in a conflict setting. The success of the Borno pilot led to interest from other states’ authorities in the expansion of this methodology into neighbouring states such as Adamawa, Jigawa, Kaduna, Kano and Yobe.

Lesson 6. There is still a large need for education systems strengthening, including improving teacher capacity, reviewing teaching methodologies, and implementing monitoring systems. Despite the successes of each programme, there is a consensus that much more is required to mitigate learning losses, reduce the number of OOSC, and improve the capacity of federal and state education stakeholders. All programmes noted lacking

⁵² DELve, “Community Support to Learning (CStL) Scoping Study Report”, 2022

⁵³ Includovate, ‘Final Report: Assessment, Learning and Evidence Generation for the Teaching at the Right Level (TaRL) Borno State-Northeast Nigeria’, 2021, p.50

⁵⁴ FCDO, ‘PLANE EiE+ Project Completion Report’, 2021, p.30



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capacity to implement educational policy at the state and federal levels, and a need to continue to contribute towards the improvement of planning and delivery capacity as well as government buy-in to ensure budgetary commitment into curricular and pedagogical improvements.

Teacher capacity is also still lacking. Classroom observations and studies from the programmes continue to suggest that teachers still require support to improve their skills and capacity – teachers were often not well prepared, lacked classroom management skills, and programmes had to frequently counter absenteeism. However, there is evidence that the implemented programmes supported changes in practices.

Annexes

Annex 1: Summary of findings infographic

Attached separately.

Annex 2: Programme summaries

Programme 1 International Rescue Committee	
Goal/focus	To ensure a predictable, well-coordinated and equitable provision of education for populations affected by humanitarian crises.
Programme components and main interventions	<p>Accelerated Learning Programme - Non-formal education</p> <ul style="list-style-type: none"> ▶ Designed for school-aged children (8–14 years) who were out of school or had never had the chance to go to school. ▶ Training of learning facilitators on content knowledge (of the curriculum materials) and pedagogy skills. ▶ Establish learning circle platforms.
	<p>Tutoring Programme - Formal education</p> <ul style="list-style-type: none"> ▶ Designed for in-school children who were at risk of dropping out in formal schools ▶ Training of tutors on content knowledge (of the curriculum materials) and pedagogy skills ▶ Establish learning circles platforms ▶ Training of education officers and education supervisors from the LGAs to make classroom observations and report
	<p>Community support to education</p> <ul style="list-style-type: none"> ▶ Training members of Community Coalitions (CC) and School-Based Management Committees (SBMs) on centre management, early warning signs, resource mobilization, monitoring, importance of education, and child protection issues, etc.
	<p>Engagement with state and local governments in education</p> <ul style="list-style-type: none"> ▶ Training of government officials on project management, budget analysis and planning and the importance of education in emergency interventions ▶ Establishment of Technical Working Groups with representatives of SUBEB, SAME and MOE, LGEA and other government stakeholders
Funding, timeframe & phases	<p>GBP 10,530,689 from 1 October 2017 to 30 September 2021 distributed as follows:</p> <ul style="list-style-type: none"> ▶ Phase 1 EiE: GBP 6,141,724 from 1 October 2017 to 31 May 2021 ▶ Phase 2 EiE+: GBP 4,388,965 from 1 June 2019 to 30 September 2010

Implementation locations	Borno (5 LGAs) - Biu, Kaga, Konduga, Jere, and Maiduguri Metropolitan City Yobe (3 LGAs) - Damaturu, Potiskum and Bade	
Programme 2 Addressing Education in North-East Nigeria (FCDO-funded results area 1.3)		
Goal/focus	The overall activity goal was that “girls and boys in Northeast Nigeria equitably access certified basic education opportunities”. The goal of FCDO-funded results area 1.3 was improving education monitoring, establish data hubs and education sector response plans at state and LGEA levels.	
Programme components and main interventions	Establishing monitoring systems	<ul style="list-style-type: none"> ▶ Conduct Organisational Performance Index assessments to SUBEBs, SAMEs and LGEAs ▶ Support to create class observation tool ▶ Support to establish digitalised annual school census ▶ Training of EMIS officers on data use and design of Power BI dashboard
	Institute School Support Visits	<ul style="list-style-type: none"> ▶ Training of SSOs to provide coaching and mentoring support to teachers ▶ Training of SSOs and Master trainer on early grade reading and math assessments (EGRA/EGMA) ▶ Training teachers on pedagogical skills
	Establishing data hubs and support SUBEBs and LGEAs	<ul style="list-style-type: none"> ▶ Set-up data hubs ▶ Capacity building of data hubs on routing monitoring visits
Funding, timeframe & phases	Total funding: USD 3 million (approx.) committed by FCDO at the beginning of the program, USD 1,8 million (approx.) was disbursed. Timeframe: 28 September 2018 to 27 September 2021	
Implementation locations	Borno (19 LGAs) - Dikwa, Konduga, MMC, Jere, Monguno2, Askira/Uba, Bama, Bayo, Biu, Gubio, Hawul, Kaga, Kwaya-Kusar, Mafa, Magumeri, Marte, Ngala, Nganzai, and Shani Yobe (16 LGAs) - Damaturu, Potiskum, Bade, Fune, Fika, Gulani, Geidam, Nangere, Jakusko, Machina, Nguru, Karasuwa, Yusufari, Yunusari, Bursari and, Tarmuwa	
Programme 3 UNICEF Phase 1		
Goal/focus	To ensure that children affected by conflict have access to, and can complete, a good-quality education in a safe learning environment, so that they can gain skills and knowledge for lifelong learning. Particular emphasis throughout the programme was on girls and children with disabilities.	
Programme components and main interventions	Access to safe and protective education	<ul style="list-style-type: none"> ▶ Psychosocial support and child safeguarding sessions for conflict-affected children ▶ Set-up temporary learning spaces/classrooms ▶ Set up latrines with handwashing stations

Capacity of teachers and schools to provide a good-quality and inclusive education	<ul style="list-style-type: none"> ▶ Capacity building of teachers on effective TaRL approaches, Early Grade Reading Assessments, psychosocial support, and essential life skills ▶ Providing learning supplies to children
Capacity and engagement of government education agencies and communities	<ul style="list-style-type: none"> ▶ Training of government officials in effective mentoring and monitoring of teachers' implementation of TaRL ▶ Capacity building of School-Based Management Committees ▶ Support to conflict/disaster risk reduction/school emergency preparedness response plans
Funding, timeframe & phases	<p>Total funding: GBP 11,200,787 from 10 October 2017 to 31 December 2021 distributed as follows:</p> <ul style="list-style-type: none"> ▶ Phase 1: GBP 6,500,000 from October 2017 to October 2019 ▶ Phase 2: GBP 4,700,787 from November 2019 to December 2021
Implementation locations	<p>Borno (6 LGAs) - Bama, Gwoza, Jere, Konduga, Maiduguri Municipal Council and Monguno) Yobe (3 LGAs) - Damaturu, Gujba, and Potiskum</p>

Annex 3: Synthesis questions

Synthesis Area	Synthesis Questions
SA1: Context, design & implementation	<ul style="list-style-type: none"> ▶ 1a. What was the initial implementation context for Education in Emergency for the programmes and how has it shifted when compared with the situation today? ▶ 1b. Were there theories of change, targets and log frames, and what was their quality? ▶ 1c. What was the level of partnership in the programmes and what local and international partners were involved? What government and non-governmental organisations were involved across the programmes? ▶ 1d. Were there networks and communities of practice nurtured, supported, or involved?
SA2: Results	<ul style="list-style-type: none"> ▶ 2a. What were the specific achievements of each of the three programmes? ▶ 2b. What were the cumulative achievements of the three programmes? ▶ 2c. What policies were supported, pioneered, championed and achieved? ▶ 2d. Were there manuals, teacher guides and instructional materials developed? ▶ 2e. Were there any rigorous research/studies, assessments and/or evaluations conducted, including publications? If so, what was the summary of their findings?

	<ul style="list-style-type: none"> ▶ 2f. What practices were supported, championed and institutionalised? ▶ 2g. How many beneficiaries were reached by each of the programmes in total and disaggregated by social demographics where possible? ▶ 2h. How many beneficiaries were reached jointly by the three programmes in total and disaggregated by social demographics where possible? ▶ 2i. What teaching and learning materials were supplied – e.g., books, aids for special students etc ▶ 2j. What learning infrastructure was developed – e.g., latrines, temporary learning spaces.
SA3: Value for Money & Sustainability	<ul style="list-style-type: none"> ▶ 3a. What are the key highlights of the programmes in terms of VfM? ▶ 3b. How could spend have been maximised (efficiently and effectively) further? ▶ 3b. Is there any evidence of potential sustainability for any of the programmes?
SA4: Challenges & Lessons learnt	<ul style="list-style-type: none"> ▶ 4a. What were the main challenges encountered by the programmes? ▶ 4b. What lessons can be learnt from the implementation of the programmes? ▶ 4c. What are the key recommendations arising from each programme? ▶ 4d. Are there any stories of success under each of the programmes?

Source: DELVe Concept note: Synthesis of FCDO Education in Emergencies (EiE) programmes results reporting in Nigeria 2017-2021

Annex 4: List of documents reviewed

Programme 1 IRC Documentation

- ▶ Dr. Silvia Diazgranados, et al., 'The Effects of Tutoring on Children's Learning Outcomes in Northeast Nigeria (End line Assessment on 2019 Tutoring Cohort)', 2019
- ▶ Dr. Jeongmin Lee, & Dr. Silvia Diazgranados, 'The Effects of an Accelerated Learning Programme (ALP) on Out-of-School Children's Academic and Social-Emotional Learning Outcomes in Northeast Nigeria (End line Assessment Report on the EiE+ 2019/2020 NFE Cohort)' 2021
- ▶ Logframe EiE+
- ▶ IRC, 'FCDO Education In Emergency (EiE) Program Final Evaluation Report', 2021
- ▶ FCDO, EiE+ End of Project Report, 2022
- ▶ FCDO, EiE End of Project Report, 2020
- ▶ IMPACT, 'NENTAD Third Party Monitoring (TPM) Partner System Review (PSR) on Conflict Sensitivity: IRC Education', 2021
- ▶ IRC, 'Meeting the Academic and Social-Emotional Needs of Nigeria's Out-of-School Children What works and what doesn't for an accelerated learning program', 2019, [link](#).

Programme 2 AENN Documentation

- ▶ USAID, 'AENN: Annual Report: October 1, 2019 – September 30, 2020', 2020
- ▶ USAID, 'AENN: Final Technical Report: October 28, 2018 – September 27, 2021', 2021,
- ▶ List of AENN Materials Distributed

Programme 3 UNICEF Documentation

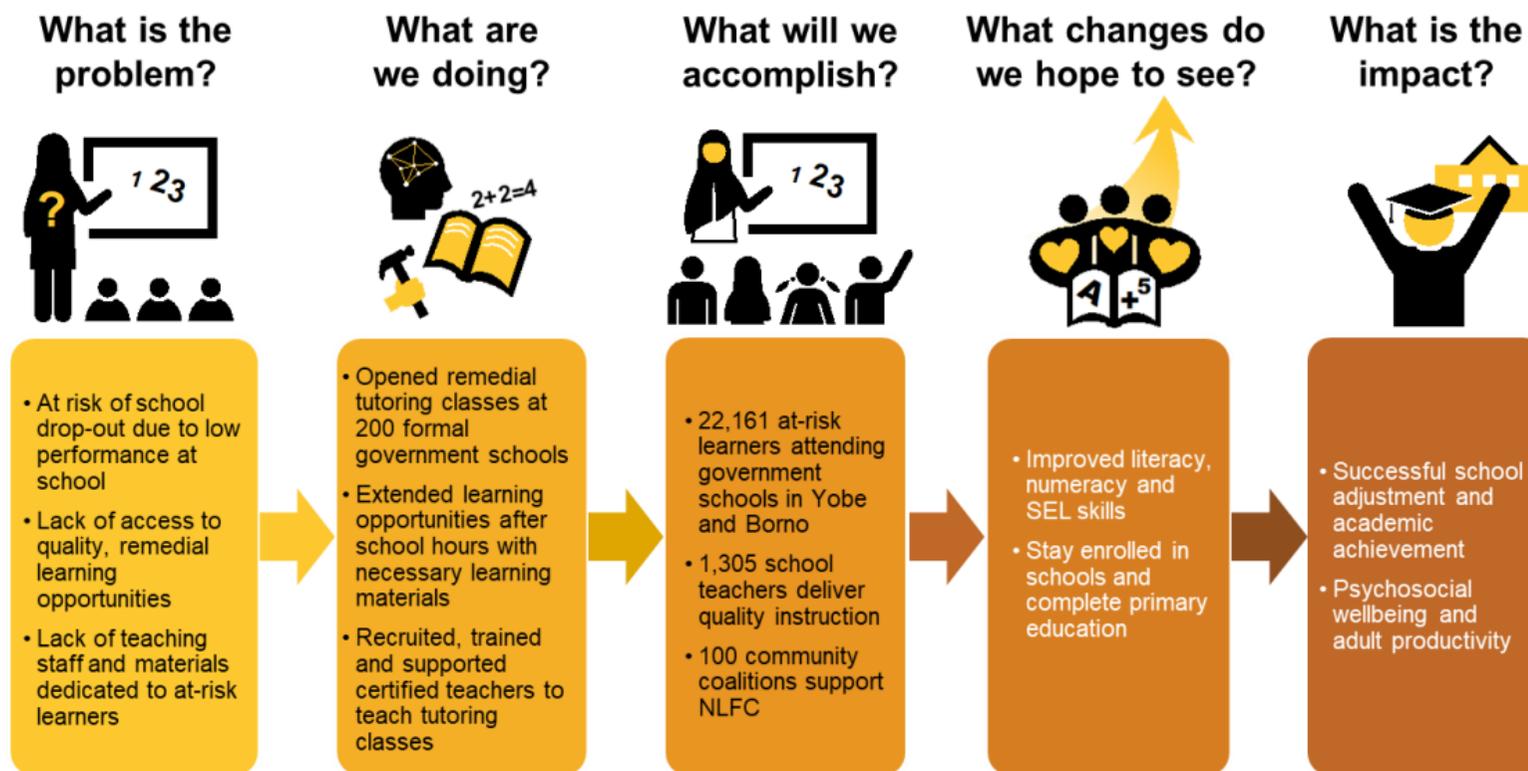
- ▶ UNICEF, 'Improving Education outcomes through KARI – creating opportunities and sustaining change' (Human Interest Story)
- ▶ Fatima Shehu, 'The fun filled lessons in Kanuri have improved school absenteeism while sustaining school attendance and punctuality of pupils and teachers' (Human Interest Story)
- ▶ UNICEF, 'Kanuri Reading Initiative (KARI) Report on The Endline Assessment', 2021
- ▶ Myfriend B. K, 'Seven Days In-Classroom Coaching For Teachers Of Public Primary Schools And Islamiyas In Maiduguri Metropolis And Jere Lga Of Borno State.' 2021
- ▶ UNICEF 'Teaching at the Right Level Baseline and Midline Analysis', 2020
- ▶ UNICEF, 'January – March 2021 Implementation Report', 2021
- ▶ FCDO, 'PLANE UNICEF EIE Project Completion Report', 2019
- ▶ IMPACT, NENTAD Third Party Monitoring report Y3Q2
- ▶ IMPACT, 'NENTAD Third Party Monitoring (TPM) Partner System Review (PSR) on Conflict Sensitivity: UNICEF Education', 2021
- ▶ Includovate, 'Final Report: Assessment, Learning and Evidence Generation for the Teaching at the Right Level (TaRL) Borno State-Northeast Nigeria', 2021

Annex 5: List of stakeholders interviewed

- ▶ **Samuel Olawale**; Education Programme Manager, USAID; interviewed on 14.04.2022
- ▶ **Nura Ibrahim**; Education Programme Manager, USAID; interviewed on 14.04.2022
- ▶ **Astrid Irene Vanackere**; Senior Grants Manager, IRC; interviewed on 20.04.2022
- ▶ **Yilkal Chalachew**; Education Coordinator, IRC; interviewed on 20.04.2022
- ▶ **Isaac Olugbenle**; Senior Education Manager, IRC; interviewed on 21.04.2022
- ▶ **Yusuf Ismail**; Education Specialist, UNICEF; interviewed on 21.04.2022
- ▶ **Ma'azu Andrew**; Education M&E Officer, IRC; interviewed on 22.04.2022
- ▶ **Nebath Mela**, Education Coordinator, Save the Children; interviewed on 05.05.2022
- ▶ **Sherrif Kura Ibrahim**; Executive Director, COCOSHODI; interviewed on 06.05.2022
- ▶ **Kachalla Bukar Mustapha**; Programme Manager, COCOSHODI; interviewed on 06.05.2022

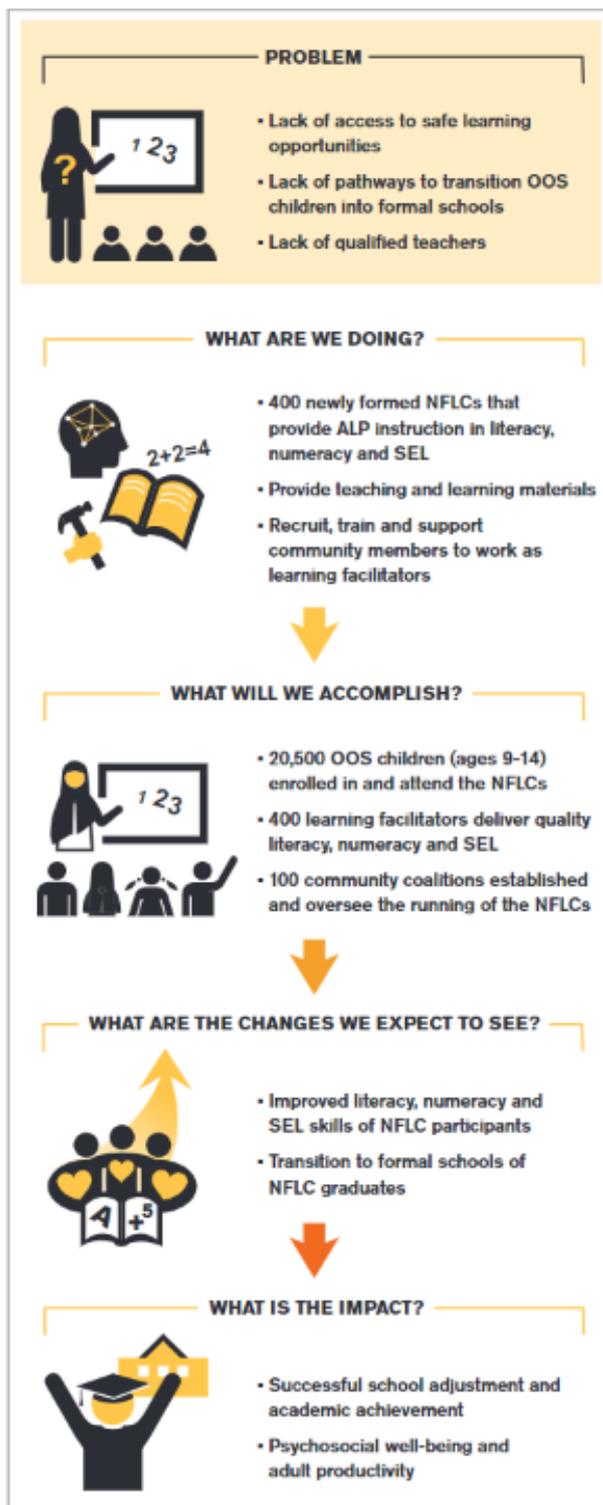
Annex 6: Theories of change and results framework

Theory of Change for Programme 1 IRC Tutoring intervention



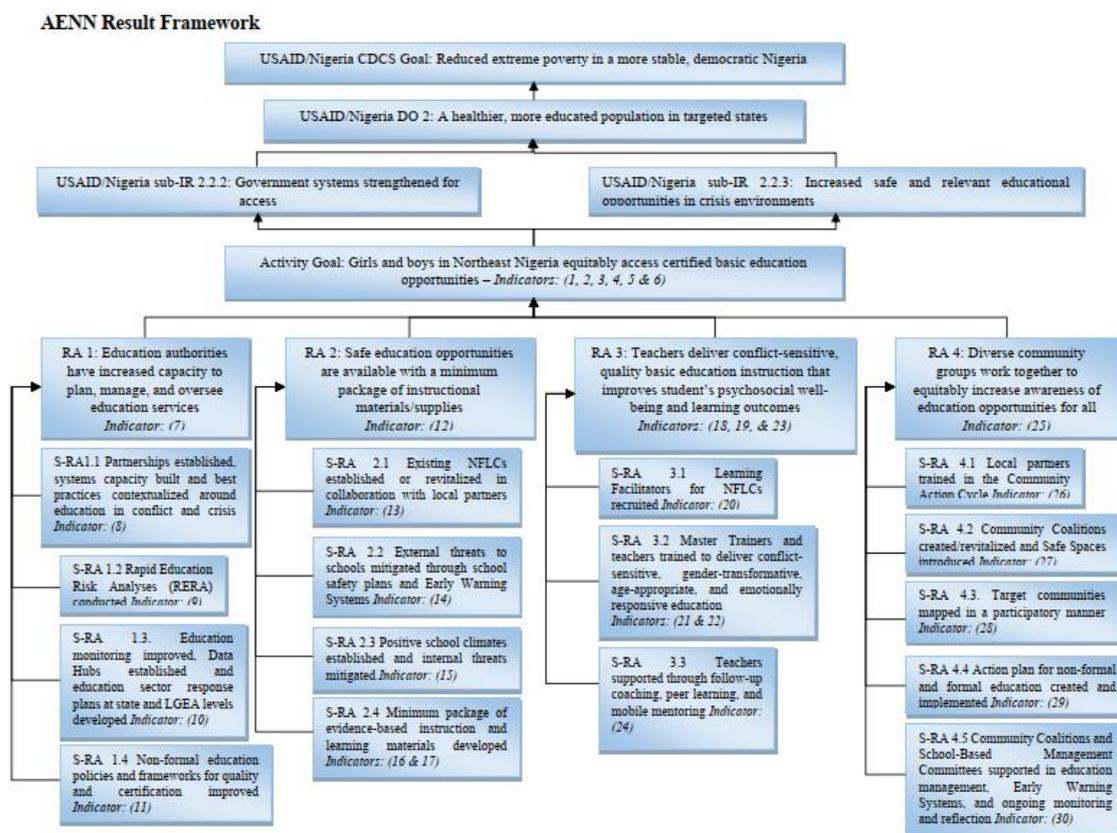
Source: Dr. Silvia Diazgranados, et al., 'The Effects of Tutoring on Children's Learning Outcomes in Northeast (End line Assessment on 2019 Tutoring Cohort)', 2019

Theory of Change for Programme 1 IRC ALP intervention



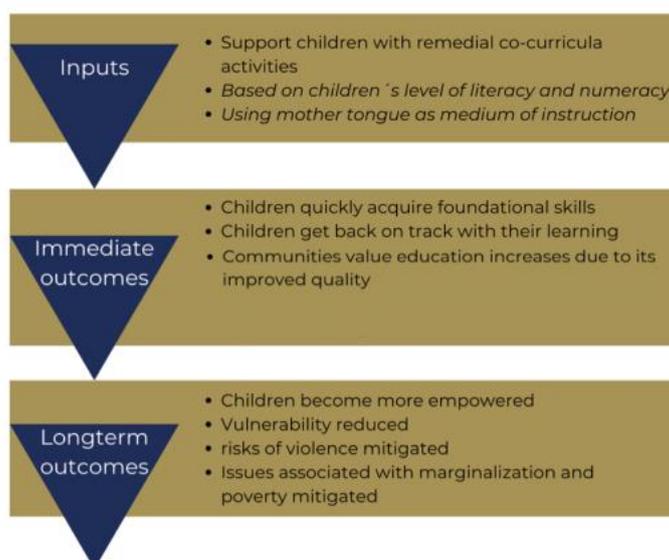
Source: IRC, 'Meeting the Academic and Social-Emotional Needs of Nigeria's Out-of-School Children What works and what doesn't for an accelerated learning program', 2019, [link](#).

Results framework for Programme 2 AENN



Source: USAID, 'AENN: Final Technical Report: October 28, 2018 – September 27, 2021', 2021

Theory of Change for TaRL Initiative under Programme 3 UNICEF



Source: Includovate, 'Final Report: Assessment, Learning and Evidence Generation for the Teaching at the Right Level (TaRL) Borno State-Northeast Nigeria', 2021

Annex 7: Programme partnerships

	EiE International Rescue Committee			Addressing Education in Northeast Nigeria (AENN) USAID			EiE UNICEF		
Implementing Partner	Communal Conservation Friendly	Yobe Peace and Community Development Initiative (YOPCODI)	Health and Social Development Support Initiative (HSDSDSI)	School Based Management Committees	FYH 360	Federal Ministry of Education	Local Government	State Universal Basic Education Boards (SUBEB)	Plan International
	Restoration of Hope Initiative (ROIHI)	Civil Society Action Coalition on Education For All (CSACEFA)	Women in the New Nigeria and Youth Empowerment Initiative (WINN)				Street Child		
	Centre for Community Health and Development International (CHAD)								
Received infrastructure handovers	Local Government	African Humanitarian International							
Covid-19 contingency monitoring				Community Coalitions					
Programme consultation and/or engagement	Community Coalitions	Other Community Members (landowners, volunteers)		Community Coalitions	Other CBOs		Community Coalitions	Kari Partnership (different groups)	
Policy development collaboration							Federal Ministry of Education	Education in Emergencies Working Group in Nigeria (EEWGN)	
Provided technical support							TaRL Africa	Street Child	Plan International
Cooperated to develop curriculum	States Agencies for Mass Education (SAME)	State Universal Basic Education Boards (SUBEB)		State Universal Basic Education Boards (SUBEB)	States Agencies for Mass Education (SAME)	Nigerian Educational Research and Development Council (NERDC)			
Volunteered land for NFLCs	Other Community Members (landowners, volunteers)								
Cooperated to develop/provide distance education programming	State Universal Basic Education Boards (SUBEB)	Addressing Education in Northeast Nigeria USAID							
Promoted activities, enrolment or mainstreaming				State Universal Basic Education Boards (SUBEB)	States Agencies for Mass Education (SAME)				
Provided evaluation services							INCLUDIVATE		
Improved support for children with disabilities							Christoffel Blindenmission		
	Consultancies	Local Communities	International NGOs	Local Government	Local CBOs	Federal Government			