SDCI
Sustainable Development Conversations Initiative

The Bauchi Question
Education & Skills

An evidence-led assessment of access, learning, teaching capacity, equity, financing and education-system performance in Bauchi State

Volume 01/09 The Nine-Pillar Research Series | **SECTOR ASSESSMENT . NOV 2026**



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About SDCI
The Sustainable Development Conversations Initiative (SDCI) is an independent policy think tank headquartered in Bauchi State, Nigeria. SDCI builds the evidence base for accountable governance, fiscal transparency, and equitable development.

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READER'S GUIDE

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ABOUT THIS REPORT

This publication is an evidence-based assessment of **Bauchi State's education system.** It brings together historical data on learning and attendance and more recent administrative records to identify priorities for policy and field verification. Historical measures provide a baseline, but cannot establish 2026 learning or attendance outcomes. Administrative ratios flag where to investigate, but cannot on their own confirm operational failures.



This report offers a consolidated, independent assessment of basic and secondary education in Bauchi State, Nigeria. It brings together household-survey evidence, national learning assessments, administrative school statistics, education financing records, programme documentation and comparative research to examine whether schooling is translating into learning, completion and equitable opportunity. The findings and policy options are intended for state institutions, legislators, education practitioners, researchers, development partners and the public.

The central analytical lens is an education-delivery chain: participation, regular attendance, adequate teaching conditions, effective instruction, measured learning, educational progression and sustained institutional performance. The report examines how constraints and accountability failures at any stage may prevent increased investment or enrolment from producing better educational outcomes.

READER'S GUIDE

Abbreviations & Acronyms

Key institutions, datasets, programmes and implementation terms used throughout this education-sector assessment.

Abbreviation	Full Meaning
AGILE	Adolescent Girls Initiative for Learning and Empowerment
ASC	Annual School Census
BEAP	Basic Education Action Plan
DLI	Disbursement-Linked Indicator
DLR	Disbursement-Linked Result
DNEMIS	Digital National Education Management Information System
ECE	Early Childhood Education
EMIS	Education Management Information System
FME	Federal Ministry of Education
FOI	Freedom of Information
GEP3	Girls' Education Project, Phase 3
GPE	Global Partnership for Education
HOPE-EDU	Human Capital Opportunities for Prosperity and Equity – Education
HOPE-GOV	Human Capital Opportunities for Prosperity and Equity – Governance
IDA	International Development Association
IQS	Integrated Qur'anic Schools
IVA	Independent Verification Agent

Abbreviation	Full Meaning
LGA	Local Government Area
LGEA	Local Government Education Authority
MICS	Multiple Indicator Cluster Survey
NALABE	National Assessment of Learning Achievement in Basic Education
NBS	National Bureau of Statistics
OOSC	Out-of-School Children
PRS	Planning, Research and Statistics
RANA	Reading and Numeracy Activity
SDCI	Sustainable Development Conversations Initiative
SPIU	State Project Implementation Unit
SUBEB	State Universal Basic Education Board
TaRL	Teaching at the Right Level
TVET	Technical and Vocational Education and Training
UBE	Universal Basic Education
UBEC	Universal Basic Education Commission
UNICEF	United Nations Children's Fund
WASH	Water, Sanitation and Hygiene

THE STORY IN NUMBERS

What the available evidence can - and cannot - tell us

These three figures signal the scale of the historical access problem, a specific learning gap, and a reported service-capacity measure. Their periods and denominators differ, so they are not a synthetic 2026 score.

38.2%

Primary-school-age adjusted net attendance

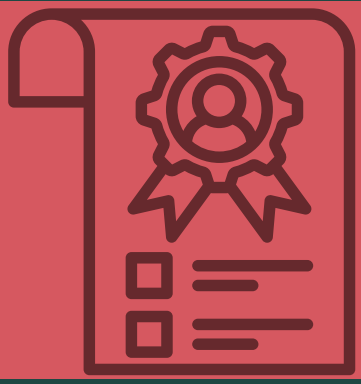
MICS 2021



16%

P3 English minimum proficiency

NALABE 2022



47.4

Reported statewide learners per teacher

FME 2024/25



Evidence Timeline

2021

- MICS household survey

2022

- NALABE learning assessment

2024/25

- Federal school census

2025

- Budget-performance accounts

2026

- Policy/programme documents

EVIDENCE NOTE

The report treats the 2021 MICS, NALABE 2022, the 2024/25 school census, 2025 fiscal records and 2026 programme documents as complementary but non-equivalent sources

How to Read This Report

A quick explanation of page references, source identifiers and the limits of the available evidence.

01

Find your way

Roman numerals (I–VI) identify the front matter. The Executive Summary starts the main report at page 1. The contents page uses the printed page numbers, which differ from PDF viewer page counts.

02

Decode an evidence reference

E means "evidence source". [E01] points to one documentary entry; [E01, E02] points to two; [E01–E04] means the consecutive entries E01 through E04. These are source IDs, not scores or rankings.

03

Compare like with like

The report draws on different periods and populations: MICS 2021 (households), NALABE 2022 (sampled enrolled learners), 2024/25 school-census returns, fiscal records and 2026 programme documents. They are not a single 2026 trend.

04

Know what the evidence proves

Historical results are baselines, not current outcomes. Reported staffing or facility ratios are signals for verification—not proof of absence, misconduct or policy impact. Evidence Class E in the methodology is a separate classification from E01-style reference IDs.

TO TRACE A CLAIM
Read the bracketed E-code → check the documentary source notes (p. 84 onward) → verify year, population, definition and stated limitations.

Executive summary

Bauchi's education delivery challenge

Bauchi's education-sector challenge is not adequately described by one school-enrolment statistic, teacher headcount or annual budget allocation. The available evidence identifies historically weak school participation, marked gaps in learning proficiency and potentially large differences in administrative staffing and school-service capacity across the state. Yet the current outcome picture remains incomplete because the most recent published full national learning assessment was conducted in 2022 and the most detailed school-system administrative data available for independent review relate to the 2024/25 school year. This report therefore combines a dated assessment of what is observed with an explicit programme for testing what remains unknown. [E04, E01, E03]

Learning proficiency

The starkest historical contrast comes from NALABE 2022. In Primary 3 English studies, 16% of sampled Bauchi learners met or exceeded the report's minimum proficiency threshold, compared with 32% nationally; the respective Primary 5 figures were 23% and 44%. In Junior Secondary 2 mathematics, however, Bauchi's reported proficiency share of 20% exceeded the 14% national share. These results establish a differentiated learning challenge, not uniform failure across every grade and subject. NALABE tests enrolled learners in sampled schools; the numbers cannot be interpreted as proficiency rates for all school-age children or as current 2026 outcomes. [E04]

School attendance

Household data show an additional dimension. Nigeria's 2021 Multiple Indicator Cluster Survey recorded adjusted net attendance of 38.2% for Bauchi's primary-school-age children, 14.3% for junior-secondary ages and 11.5% for senior-secondary ages. These results were considerably below the corresponding Nigerian averages of 68.4%, 47.6% and 46.7%. The measurements predate recent school-enrolment campaigns and should be used as a historical baseline rather than a contemporary verdict. [E03]

Staffing and school capacity

Administrative evidence introduces a different kind of concern. The federal 2024/25 portal reported approximately 1.93 million learners in Bauchi and a statewide learner-to-teacher ratio of 47.4, while selected LGA ratios were substantially higher. Such differences justify prioritised verification of school staffing, especially where the reported ratios are extreme. They do not independently establish that the reported teachers are absent, unqualified or incorrectly deployed; those questions require matching the school census to personnel, posting and visit records. The federal and SUBEB portals also use values and denominators that have not yet been fully reconciled. [E01, E02]

Education financing

Financing records are informative but incomplete. UBEC's grant attachment records matching grants and state counterpart contributions across grant-year cohorts and a reported unaccessed 2026 grant balance. The 2025 Bauchi budget-performance report separately documents expenditure under various basic-education administrative and functional classifications. Those records permit a financing and accounting assessment; they do not identify which classrooms are functional, whether infrastructure meets minimum standards, or how individual investments affected learning. SUBEB's utilisation schedules, school-level project registers and inspection evidence remain essential. [E05, E06]

Five principal findings and their policy implications

FINDING	EVIDENCE STATUS	IMMEDIATE ACTION
Uneven foundational proficiency	Historical sampled assessment	Review present teaching, assess learning and test targeted support
Major past attendance deficit	Historical household survey	Reconcile current participation and track persistence
Uneven reported teacher/service capacity	Administrative diagnostic	Verify school-level deployments, presence and facilities
Incomplete expenditure-to-outcome trace	Financial records without school joins	Connect grants, BEAPs, contracts, assets and service status
Reform activity without full outcome ledger	Policies/programmes documented	Track implementation, actual reach, learning and retention

Interpretive limitation: the available secondary evidence does not by itself identify the causal drivers of Bauchi's historical learning deficiencies. Documented administrative disparities and programme observations identify matters for institutional correction or verification; they are not findings of misconduct.

The public-policy question

Bauchi's long-term education challenge is not reducible to the number of schools, teachers or programmes on record. The public-policy question is whether available institutions, resources and interventions can reliably produce equitable participation, learning proficiency, safe school conditions and progression. This report assesses observable sector performance and examines reform choices that can strengthen those outcomes.

The evidence captures different moments and populations. The 2021 MICS concerns household participation and children's foundational skills; NALABE 2022 assesses sampled enrolled learners; the 2024/25 federal school census describes administrative enrolment, teachers and facilities; and state budget reports document

fiscal execution. These sources are complementary but cannot be pooled into a single current-outcome estimate or treated as a common cohort.

Recommendations distinguish immediate system-management actions from more resource-intensive changes. Improved data reconciliation, assessment use, transparent deployment criteria and project-status disclosure have a compelling governance rationale. Recruitment, capital expansion, cash-transfer scale-up and major technology procurement require credible needs assessments, financing plans, delivery capacity and defined evaluation arrangements.



01

THE STATE **OF EDUCATION**

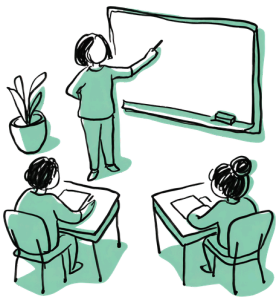
1. The education system and demographic context

Bauchi's education system includes public and private primary and secondary schools, recognised and unrecognised Islamic and Qur'anic learning settings, technical and vocational providers, and schools serving learners who require additional support. Children may move between these settings. To interpret enrolment and access figures, this assessment identifies the population counted, the types of providers included, the age range and education levels covered, and the reporting period where these details are available. Estimates of the school-age population also depend on the underlying census figures and assumptions about migration. [E01–E04]

The federal Universal Basic Education framework establishes compulsory basic education. In Bauchi, the State Ministry of Education, SUBEB, Local Government Education Authorities and specialised agencies play distinct roles in administering and supporting education. Their records can cover different groups. A school may serve both primary and junior secondary learners, a programme may report only public institutions, and a household survey may group children by age. A staffing register may exclude some contracted teachers or teachers outside government employment. These differences affect how the assessment interprets enrolment and staffing figures. [E01–E04]

The Federal Ministry of Education's 2024/25 digital portal reports 1,932,456 learners in Bauchi and 47.4 learners per teacher. Bauchi SUBEB's public Education Management Information System (EMIS) overview reports 1,855,198 enrolled learners, 4,162 schools and 23,745 teaching staff. The records reviewed were insufficient to determine whether the two sources cover the same schools, ownership categories, education levels, reporting periods and categories of teaching staff. The assessment therefore presents the figures separately. The ratio of 47.4 applies to the learners and teachers counted in the federal dataset. [E01, E02]

To address this data comparability gap, SDCI recommends that Bauchi SUBEB's EMIS team lead a joint reconciliation with the Federal Ministry of Education's EMIS team. The review should match school records by identifier, document differences in coverage and definitions, confirm collection dates and revisions, and publish an explanation of how the totals relate.



Statewide averages can also conceal differences between metropolitan Bauchi, smaller rural settlements, remote communities and Islamic learning centres, as well as the experiences of children in economically mobile households. A child may face several barriers at once, including a long or unsafe journey to school, a teacher shortage, unusable toilets and pressure to work. The available administrative ratios can guide the selection of sites for fieldwork. Establishing where these barriers overlap requires school locations, settlement data, seasonal travel-time estimates, learner ages and household verification that protects privacy.

Institutional system map

ACTOR	CORE FUNCTION FOR THIS RESEARCH	EVIDENCE NEEDED
Ministry of Education	Sector standards, planning and quality assurance	Policy registry, inspections and secondary school data
SUBEB	Basic-education delivery, teacher data, EMIS, UBE grants	Certified ASC, contracts, school and teacher IDs
20 LGEAs	Local supervision and school support	Visit records, staffing and issue-resolution logs
Teacher authorities	Recruitment and deployment within confirmed mandates	Postings, qualifications, payroll and redeployment
Finance, budget and audit	Resource allocation, releases, payments and assurance	Budget-code crosswalk and audited project records
Community and alternative providers	Participation, safeguarding and learning continuity	Provider maps and anonymised follow-up records

The boundary of this volume

The principal analytical emphasis is basic and secondary education: access, functioning service, learning, transition and system performance. The report includes only a bounded review of technical/vocational pathways. A comprehensive tertiary-sector or jobs impact study would require a separate data acquisition programme; numbers of trainees or graduates alone are not sufficient evidence of employability.

2. Evidence base, methodology and limitations

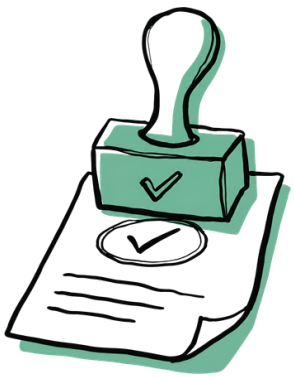
This study is a structured secondary-evidence assessment combining quantitative description, documentary policy review, public-finance tracing and comparative institutional analysis. Its core sources are the national NALABE 2022 assessment, NBS/UNICEF MICS 2021, the federal 2024/25 school census, Bauchi SUBEB public data, UBEC correspondence and matching-grant records provided to SDCI, Bauchi budget-performance reports, programme documents and published external evaluations. It is not a contemporary school census, a field audit or a causal evaluation of state programmes.

Claims are separated by both source class and inferential reach. Sample survey results describe the sampled population and require correct statistical weights, instrument definitions and uncertainty measures. Administrative census returns describe participating reporting units and depend on completeness, database version and denominators. Budget reports describe authorised and recorded financial flows subject to classification. A programme announcement establishes reported activity or intention, but cannot prove effect. External research can establish mechanisms in the studied setting; generalisation to Bauchi requires institutional and cultural transferability tests. [E04, E01, E05, E03, E06]

Time is a necessary dimension of validity. NALABE was administered in October 2022 but published as a 2025 report; MICS household fieldwork is from 2021; the federal school census refers to 2024/25; published budget execution is for fiscal year 2025; relevant programme documents and policy statements continue into 2026. This report therefore avoids putting those data points on one apparent trend line. Trends can only be asserted where the same indicator, compatible instrument, population and denominator have been measured at multiple time points. [E25, E04, E01, E03]

Quantitative analysis is initially descriptive. Differences in percentages are reported in percentage points, not treated as causal effects. A measure of 16% versus 32% is a 16-point gap, not proof that a particular teacher or financing policy caused the difference. We do not treat very small differences as statistically significant without reported uncertainty. Ratios presented by federal or state portals are retained as source-provided indicators where the underlying numerator and denominator cannot yet be reproduced. The report separately records mismatches for official clarification.

Primary school-level microdata, verified teacher posting and attendance records, comprehensive projectcompletion files and the results of the subsequent NALABE round were not available for independent analysis as of the evidence cut-off. Consequently, aggregate ratios cannot reliably locate individual school shortages; public expenditure cannot be matched to each completed asset; and 2022 proficiency cannot be asserted to be the current 2026 level. Where evidence is incomplete, the report identifies its scope and the minimum corroboration needed for a stronger conclusion.



Disputed or unreconciled administrative figures are presented with their source, period and a description of the discrepancy. Documented concerns in programme supervision reports are attributed to those reports and should be evaluated against subsequent corrective-action evidence. Institutional responses can improve the factual record, while the analytical judgement rests on the documented evidence and stated methodology.

Evidence hierarchy and interpretation

EVIDENCE CLASS	USABLE FOR	NOT SUFFICIENT FOR
A — Representative survey / qualified assessment	Population or sampled results with scope and uncertainty	Current trend when measurement periods differ
B — Audited / verified administration	Finance, service and implementation facts under defined coverage	Causal learning effects by itself
C — Administrative portal / project MIS	Operational diagnostics and claims needing reconciliation	Independent verification of actual field functioning
D — Peer-reviewed evaluation	Causal mechanism within its study design	Automatic transfer of effect size to Bauchi
E — Policy / announcement / media	Existence, intent, chronology, leads	Claims that outcomes have been achieved

Conditions for interpreting reported statistics

A statistic is interpreted with its reporting period, population, numerator and denominator, source type, coverage and relevant exclusions. For budget figures, appropriations, releases, reported expenditure, completed works and operating services are treated as distinct categories. For programme results, plans and eligibility are distinguished from verified implementation, funded outputs and measured outcomes.

Research questions and units of analysis

The analysis is organised around six linked but non-equivalent units: the school-age child, the enrolled learner, the school, the teacher, the LGEA and the funded programme. At each level the relevant denominator changes. A child may attend an unrecognised learning centre while being officially out of school; a teacher can appear in payroll records while being away on leave; a school can be recorded as constructed without meeting operational requirements. Consequently, indicators must specify the population, observation period, geography, data collection method and eligibility rule before arithmetic comparisons are made. [E01–E05]

When evaluating interventions, the preferred counter factual is a credible comparison group exposed to similar underlying conditions. Where an experiment or naturally staggered rollout is unavailable, interrupted time series and matched comparison designs may be considered, but they need baseline comparability, plausible controls and pre-specified outcomes. Simple before-and-after movements in attendance or examination scores cannot reliably be attributed to one programme because enrolment campaigns, economic shocks, changes in reporting and other education programmes may occur simultaneously.

The report distinguishes original survey and assessment evidence, administrative extracts, public dashboards, programme documentation and public statements. These source classes support different kinds of inference and are not assigned equivalent evidentiary strength merely because they are published by official organisations.

3. Access, attendance and educational exclusion

Bauchi's access challenge is visible in the 2021 MICS household survey. Adjusted net attendance was 38.2% at primary-school age, 14.3% at junior-secondary age and 11.5% at senior-secondary age; national reference values were 68.4%, 47.6% and 46.7%, respectively. The measure refers to age-specific attendance under the survey definition, not the absolute number of children enrolled in any institution. The low historical rates require attention to both entry and the transitions between schooling stages, particularly where children leave, transfer or attend intermittently. The same values cannot be carried forward as the current 2026 situation. [E03]

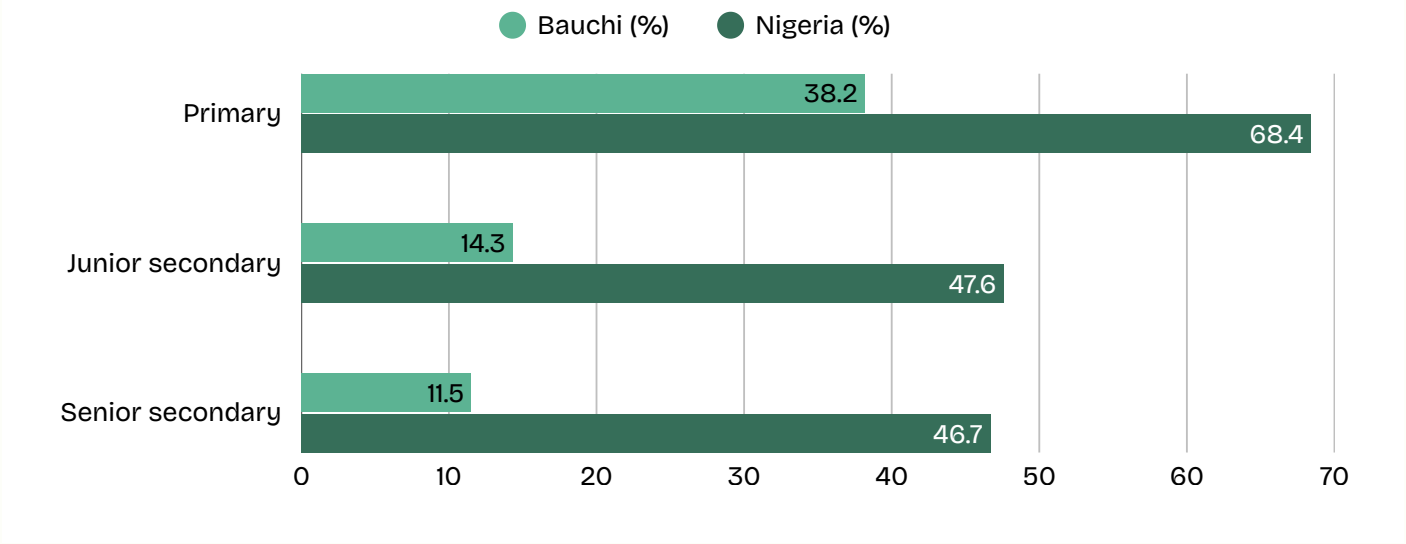
Recent official narratives are more encouraging, but not directly comparable. In February 2026, Bauchi SUBEB reported that an estimated out-of-school population had fallen from more than 1.7 million in 2019 to around 216,000 as at December 2025, citing large enrolment campaigns, local mobilisation and attendance monitoring. It also reported 284,000 enrolments in a recent campaign. These statements establish what the Board reported, not independently verified changes in attendance or proficiency. The numerator and denominator used in the 2019 and 2025 counts, the underlying enumeration, age definitions, treatment of non-formal provision and duplicate-removal procedures have not yet been supplied for this research. [E02]
A 2025 study by Dogar, Shakeel and Tooley reports that approximately 81% of children aged 5–15 in surveyed Bauchi households participated in some form of education, including settings not captured consistently in formal schooling statistics. Its sampled household and provider definitions are different from those of MICS, and the work cannot replace the official attendance baseline or be used to calculate a state-level trend. Nevertheless it identifies a real policy question: how to recognise children engaged in Qur'anic, Islamic and other educational pathways while measuring regular participation and actual learning. A child attending a learning setting is not necessarily meeting nationally recognised competencies, and the presence of alternative learning provision is not the same as complete educational exclusion. [E03, E04, E29]

A five-category participation system is analytically preferable to one aggregate headline. Children may be regular formal-school attendees; irregular formal-school attendees; participants in integrated recognised non-formal programmes; learners in unrecognised educational settings; or children with no sustained educational participation. Each category requires a different response and a documented method for identifying movement between categories. For transition analysis, school and provider data should record age, grade or learning level, prior status, attendance, completion, movement to secondary and verified learning outcomes, with privacy protections.



Understanding exclusion also requires studying household constraints rather than presuming disinterest in education. Relevant mechanisms include direct and indirect education costs, seasonal labour, disability-related barriers, travel time, safety and harassment risks, language, early marriage, school quality and whether families trust the curriculum and institution. The strength of each mechanism in Bauchi remains a testable proposition; aggregate attendance rates alone do not reveal which is dominant. Qualitative interviews with caregivers, girls, children with disabilities and non-formal learning leaders should be paired with household and administrative records.

ATTENDANCE / HISTORICAL BASELINE



Different age groups; these are not a cohort progression measure.
Figure 1. Adjusted net attendance rates, Nigeria MICS 2021; historical household estimates, not 2026 attendance.

The proposed participation taxonomy

Category	What it means	Policy Use
A. Regular formal attendance	Enrolled in school and meets an agreed attendance threshold.	Support learning and progression to the next grade.
B. Irregular formal attendance	Enrolled, with recurring or seasonal absences.	Investigate attendance barriers and follow up with families.
C. Recognised non-formal learning	Participates in an integrated IQS/Tsangaya programme or another approved alternative.	Support learning standards and help learners transition to further education.
D. Other organised learning	Participates in a learning setting outside the formal school system and recognised alternative programmes.	Map provision, engage providers and assess learning and safeguarding.
E. No sustained participation	Has no regular participation in a formal or alternative learning setting.	Prioritise outreach and help children access suitable provision.

A precise definition of learning participation

The recommended evidence product is an anonymised participation panel with child cohort IDs, not a public list of children. Enrolment campaigns should report 30-, 90and 180-day attendance persistence as well as schoolyear transition and relevant competency assessment, allowing stakeholders to distinguish temporary registration from durable educational participation.

Five distinct forms of participation

The basic access problem becomes intelligible when participation is separated into five operational categories: children regularly attending recognised formal schools; formally enrolled children with irregular or seasonal attendance; children in integrated or recognised non-formal and Islamic education settings; children attending learning environments outside the official school registry; and children with no sustained educational participation. Each group encounters different barriers and needs a different policy response. [E03, E20]

For the first group, priorities are retention, grade progression and learning quality. The second requires attendance case management and an investigation of costs, distance, mobility and child work. The third needs appropriate learning standards and viable transitions. The fourth needs safeguarding, community engagement and a measured recognition or equivalency pathway rather than automatic classification as learning failure. The fifth may require outreach, alternative provision, social support and safe access to schools. A single headline outof-school count cannot deliver those choices.

The state's reported reduction in out-of-school children could reflect genuine progress, denominator revisions, school enrolment drives, the classification of Islamic education providers, migration, duplicate removal or a combination. The report neither rejects nor validates the claim without the underlying method and cohort retention data. Its immediate recommendation is a public reconciliation showing which definitions and populations changed and the proportion of newly enrolled children regularly attending after 30, 90 and 180 days.

Early childhood education: an upstream deficit

MICS 2021 reported that 5.6% of Bauchi children aged three to four participated in early childhood education, compared with 37.8% nationally. Participation in organised learning at age five was 23.7%, against 63.2% nationally. These old measures suggest that entry into school may already be unequal before the first primary grade; they do not establish present 2026 participation levels. [E03]

The policy mechanism is not simply the construction of more pre-primary classrooms. Quality early childhood learning requires play-based materials, language-responsive instruction, child protection, nutrition and ageappropriate teaching, as well as a financially credible transition to the primary grades. Without these inputs, expanding nominal places can produce low-quality services that are difficult to sustain. Any early-years option for Bauchi should therefore be evaluated against qualified-staff availability, parent demand, facility suitability, proximity, unit cost and measurable school readiness.

An early-childhood baseline could first sample existing registered ECE classrooms and informal community provision in selected high-exclusion LGAs, then estimate unmet demand with household data. This would avoid applying a statewide financing commitment on the basis of a single historical participation figure.

Transition and retention as a cohort problem

Primary, junior-secondary and senior-secondary adjusted attendance levels from MICS 2021 cannot be treated as a single cohort graduating through the system, because each reflects different age groups at one point in time. They do nonetheless point to low participation at successive educational stages. The proper longitudinal question is what happens to a defined group of children enrolled in a particular grade across subsequent school years. [E03]

An attendance-and-transition panel should link anonymised learner IDs, school IDs and academic years, recording transfer, repetition, completion, re-entry, disability supports and exit where lawful and feasible. Aggregate enrolment totals should be reconciled with beginning-of-year and end-of-year attendance, since a campaign can register a child without ensuring consistent participation. Targets should reward persistence and successful transition, not duplicate registrations or grade reclassification.

Where child-level linkage is not yet feasible, transparent repeated-cohort estimates can be produced with explicit attrition assumptions. Until then, claims that a specific programme raised completion rates should be considered

unverified unless based on a defensible follow-up or evaluation design.

4. Learning achievement and proficiency

NALABE 2022 is the strongest directly available grade–subject evidence for the state's basic-education learning profile in this research. UBEC, with UNICEF, tested Primary 3, Primary 5 and Junior Secondary 2 learners in mathematics and English; it also assessed Basic Science and Technology and Social Studies in the upper two grades. The national assessment sampled 75,067 Primary 3, 71,041 Primary 5 and 23,564 JS2 learners across Nigeria, with questionnaires for school leaders, teachers and parents. Proficiency was organised into four levels aligned to a common performance scale. The published state tables allow Bauchi/Nigeria comparisons but do not establish the outcomes of unschooled children. [E04]

The ten Bauchi comparisons are varied. In P3 mathematics, 42% reached minimum proficiency compared with 50% nationally; in P5, 25% did so against 34%. Bauchi's JS2 mathematics result was 20% versus 14% nationally, meaning the state exceeded the national share in that particular assessment even though absolute attainment was still low. English was a larger concern: P3 16% against 32%, P5 23% against 44%, and JS2 26% against 31%. Other subject results also differed by grade. These contrasts caution against a simplistic single narrative or statewide composite score. [E04]

The strongest inference is that many pupils who remain in formal schooling are not achieving the assessed minimum competence in particular subjects and grades. Why is less certain. The NALABE contextual analysis relates performance to selected school and family characteristics, but observational associations cannot be read as evidence of causality. Explanations to test include instructional time, language transition, textbook sufficiency, teacher knowledge, class composition, continuity across grades, assessment feedback and school supervision. The fact that learning outcomes are low does not by itself identify whether additional staffing, new facilities, targeted remediation or school leadership support would yield the largest gain.

MICS estimates of foundational reading and numeracy among children aged 7–14 supply a complementary household perspective, including children outside the NALABE sampling frame. Earlier SDCI documentation records very low historical Bauchi levels in those household measures. Their definitions are not identical to NALABE's grade–subject thresholds, and the two assessments should be analysed side-by-side rather than combined as a trend. A new state learning panel should retain stable instrument anchors so change can be measured across years.

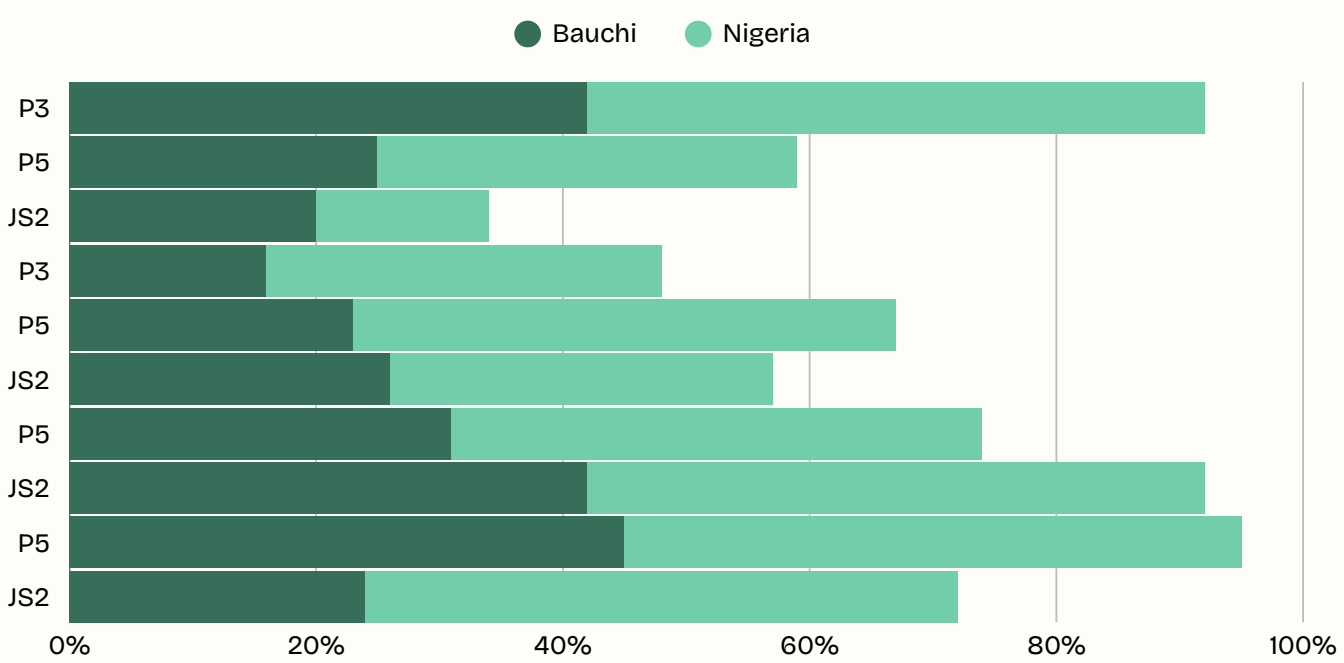


The report therefore recommends an assessment-to-action cycle rather than assessments as isolated events: collect a valid baseline in priority grades and languages; return understandable feedback to schools; equip teachers with structured and level-appropriate instructional support; observe whether support is delivered; reassess learners; and adapt. A proficiency improvement target should follow a verified baseline and available resources, rather than an invented statewide number. [E04, E24]

Grade	Subject	Bauchi	Nigeria	Difference (pp)
P3	Mathematics	42%	50%	-8
P5	Mathematics	25%	34%	-9
JS2	Mathematics	20%	14%	6
P3	English	16%	32%	-16
P5	English	23%	44%	-21
JS2	English	26%	31%	-5
P5	Basic Science & Technology	31%	43%	-12
JS2	Basic Science & Technology	42%	50%	-8
P5	Social Studies	45%	50%	-5
JS2	Social Studies	24%	48%	-24

MINIMUM PROFICIENCY / ENROLLED LEARNERS

NALABE 2022 • Selected state versus national shares



Forest green = Bauchi; pale bar = Nigeria. Results do not describe children outside sampled schools.

Figure 2. NALABE 2022 selected state comparison, percent meeting/exceeding minimum proficiency among assessed enrolled learners.

Interpreting assessment gaps for instructional policy

A Bauchi learning study should draw school-level sampling frames from certified census records, select grades and languages explicitly, ensure minimum proficiency descriptors are aligned to the national curriculum, use sufficient samples to analyse key subgroups, report confidence intervals and sampling exclusions, and include contextual measures of instructional delivery. If the 2026 NALABE results are later released, comparisons must be conditioned on test-equating and survey-design equivalence.

Interpret NALABE as a set of distinct learning problems

Bauchi's 2022 results require grade-specific interpretation. Primary 3 English has a substantially wider gap against the national proficiency share than some other subjects, while Junior Secondary 2 mathematics is a relative exception in the cross-state table. The report must not average ten different assessments into a synthetic 'learning score' without strong methodological justification: content domains, difficulty, target populations and levels differ. [E04]

For each learning area, the diagnostic sequence is: inspect the share of learners at each proficiency level; identify content strands with weak performance; examine whether deficits persist across gender, school type and locality; compare schooling conditions only where appropriate linked data exist; and test a specific instructional response. A proficiency gap may arise from missing foundational content, classroom language, lost instructional time, absence of materials or other conditions. The assessment does not by itself determine which explanation is correct.

The 2022 NALABE report explicitly recommends state scorecards and school-level use of assessment information. The publication should therefore ask what institutional route exists from a national assessment result to an LGEA supervisor, a head teacher and a teacher's next lesson. That route is the missing 'assessment-to-action' mechanism, regardless of the next assessment's date.

Assessment continuity and the next NALABE round

UBEC's October 2026 response to SDCI's FOI request states that a 2026 assessment had been conducted but was still being analysed. Before any publication claims that foundational proficiency improved or deteriorated between 2022 and 2026, The relevant authorities should request the new instrument specifications, sample design, weighting, proficiency cut-score alignment, scale-linking methodology and state estimates. The existence of two assessment rounds does not guarantee direct comparability. [E04, E25]

In the meantime, the 2022 assessment should be treated as a historical baseline and a guide to prioritising verification, not a measure of current classroom performance. A small, properly documented school-based diagnostic assessment can be useful for operations, but it must not be presented as a new state-representative achievement rate unless its sampling design justifies that claim. Programme monitoring tests should be separated from independent statewide learning measurement.

An ideal learning evidence protocol would specify grade, curriculum, language, assessor training, test forms, minimum proficiency standards, test security, inclusion of learners with disabilities and publication of sub-group precision. Public reporting should minimise school-level punishment incentives that encourage gaming or exclusion of low-performing learners.

5. Teachers, deployment and instructional support

The quality and distribution of instruction depend on more than the total number of teachers employed. A staffing system may record positions, headcounts, qualified personnel, those posted to a particular school, those physically present and those delivering instruction. These are not interchangeable units. Because the 2024/25 federal census reports a statewide learner–teacher ratio of 47.4 while some LGAs have much higher figures, the first administrative task is to identify where the imbalance is genuine and how it relates to school type, grade, subject and actual attendance. [E01]

Zaki's published learner–teacher ratio was 251.3, Itas/Gadau 114.4 and Warji 106.1. Gamawa and Shira also reported high values. These are exceptionally strong screening flags, but the ratios are derived from administrative data whose school-level denominators and reporting completeness remain to be inspected. A teacher might be recorded under an administrative unit but posted elsewhere; a school may include teachers not reflected in a public-school roster; or the reported learners may reflect a broader age/ownership frame. The correct response is to reconcile rather than accuse. [E01]

The first reconciliation should join three datasets through protected identifiers: the certified annual school census, the teacher personnel/qualification/assignment register and a dated presence and lesson-observation sample. For each school, the analysis should distinguish headcount, full-time equivalent capacity, grade/subject qualification, attendance, instructional time and vacant approved positions. Teacher redistribution must also account for school isolation, travel safety, accommodation, teaching language, family constraints, gender and retention. The optimal allocation rule should be transparent and negotiated with responsible authorities. [E19]

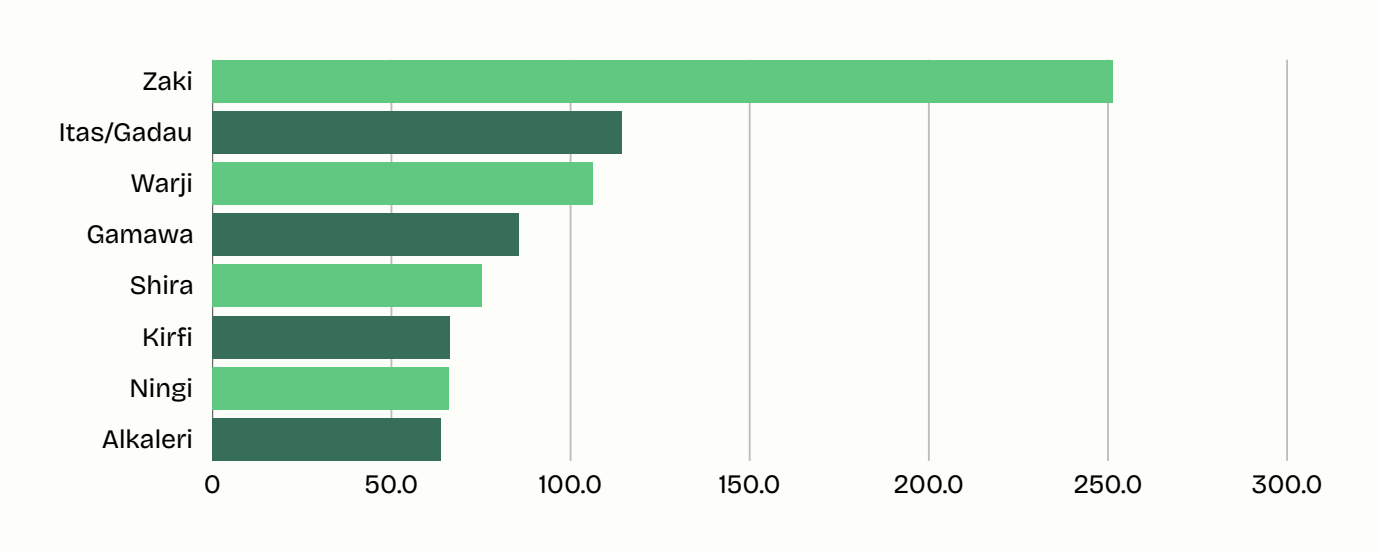
Instructional competence is a separate dimension. A school with enough teachers may still struggle because teachers have insufficient guides or books, weak lesson planning, limited familiarity with foundational assessment, or inadequate coaching. Comparative evidence from Kenya and Ghana indicates that a coherent combination of structured pedagogy, materials and support can improve learning in suitable settings. Local adoption should begin with evidence of the teaching packages currently used in Bauchi and whether coaching and assessment feedback reach classrooms. [E14, E15, E16, E17, E18]

Bauchi's public HOPE-GOV repository lists comprehensive teacher data, biometric verification, a mapping report and teacher-needs assessment. These should materially improve the diagnosis once the complete documents are obtained and their dates and coverage inspected. It is not reasonable to estimate the necessary number of new teachers solely by dividing a state learner total by a normative ratio; the school geography, teaching-grade distribution, subject specialisation, time spent teaching and affordability matter. [E19]



TEACHER CAPACITY / ADMINISTRATIVE SCREENING

Selected reported learners per teacher / FMEASC2024/25



the eight highest learner-to-teacher ratios in Bauchi State..

Unit	Required fields	Quality test
School	Unique ID, LGA, level, enrolment, shift and timetable	Reconcile FME/SUBEB code and reporting date
Teacher	Protected staff ID, qualification, subject, assignment, grade	Compare HR, payroll and assignment
Presence	Dated attendance, timetable fulfilment, supervised observation	Separate one-day observation from persistent pattern
Developmen t	Training, coaching visits, lesson materials and demonstrated practice	Verify actual classroom use
Policy action	Transfer, recruitment, support request and resolution	Track changes and retention after action

Implications for workforce management

A staged teacher allocation and support review is ready for technical discussion. A statewide compulsory deployment reform or numerical recruitment target is not yet supportable without verified school-level staffing and cost data.

From workforce totals to effective instructional availability

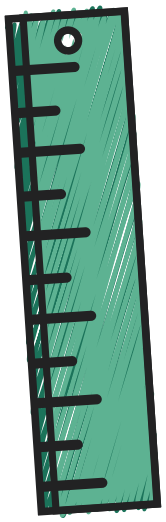
The relevant measure of teacher capacity is not simply employees on the payroll or names in a recruitment announcement. It is qualified teaching hours actually available to learners by subject, grade, school and locality. The public 2024/25 administrative figures show severe apparent inter-LGA variation, but cannot distinguish unfilled posts from reporting errors, multi-grade classes, part-time assignments, postings away from payroll locations or teachers temporarily not in class. [E01, E02, E22]

A reliable school-level workforce table should join a unique school ID, teacher ID (stored securely), official posting, payroll status, qualification, subjects, grades, employment status, leave status, weekly teaching timetable and an independently verified presence sample. The linking rules should handle teachers assigned to multiple campuses, secondments and non-payroll education personnel. Public outputs should report only aggregate service metrics, never individual biometric details.

Before recommending new recruitment, the state should estimate the residual shortage after reconciling existing staff and possible reallocation. Even where redistribution is technically justified, transport costs, accommodation, teacher preferences, security, union agreements, disability accommodations and retention risks require explicit treatment. In geographically difficult communities, incentives and supervision arrangements may be as important as hiring numbers.

LGEA performance and local education management

LGEAs are central to translating policy into school supervision, materials delivery, attendance tracking and followup. A statewide reform might appear to work if measured only at ministerial level while some LGEAs remain unable to support schools. A differentiated capacity assessment should consider supervisor-school workload, travel time, access to transport, teacher-management data quality, frequency and usefulness of school visits, grievance resolution and the ability to convene routine learning review meetings.



A 'high-pressure' LGEA with many learners per recorded teacher may require deployment support; a geographically remote LGEA with lower ratios could instead be constrained by long journeys or unstable teacher attendance. Therefore an LGEA risk score should not use the learner-to-teacher ratio in isolation. The preferable service index combines verified staffing gaps, school functionality, observed instruction, child participation, learning and delivery capacity, each transparently defined.

A school visit should produce an agreed problem-solving action with a responsible officer, date and follow-up check. Counting inspection visits without recording whether the action was implemented would replicate the very output-orientation the reform is meant to overcome.

Teacher development as an instructional cycle

Evidence from structured pedagogy indicates that teacher development works through a package: curriculumaligned lessons, books and guides, initial training, frequent classroom coaching, formative assessment and responsive school management. A certificate from a workshop is at most an intermediate product. It does not establish that the teacher used new methods or that pupils learned more. [E14–E16] The preferred monitoring unit is a teacher-school-grade episode of instruction. A practical observation instrument should capture lesson objective, time on task, use of language, learner practice, feedback, instructional grouping, assessment checks and mentor response. Observers require standardised training and calibration; otherwise scores can reflect individual preferences rather than teaching quality.

Where travel and supervisory capacity constrain frequent coaching, the state could compare different support intensities in a staged pilot. The evaluation should test cost per teacher reached, coaching fidelity, instructional practice change and child learning. Strongly positive short-run implementation data should still not justify statewide rollout until staffing and recurrent support arrangements are credible.

6. School functionality, safety and inclusion

An education system does not produce learning merely by listing schools and classrooms. The relevant service question is whether a child can attend a safe, accessible learning environment in which qualified teaching occurs for the expected duration. That requires usable rooms, seating, learning materials, reliable water, functioning sanitation, hygiene supplies, inclusion supports, protective routines and an identified maintenance responsibility. The federal 2024/25 census reported 206.7 learners per toilet in Bauchi, considerably above the published national ratio of 65.9; this is a signal to inspect actual services, not a verified measurement of usable cubicles or accessibility. [E01]

The denominator problem is more serious than it first appears. Federal portal counts for Bauchi record 1,932,456 learners and 21,227 classrooms, which yield approximately 91 learners per classroom if simply divided. The same portal displays a learner-to-classroom ratio of 66.6. Different school levels, definitions, ownership filters or room types may explain the mismatch; no alternative ratio should be substituted until the calculation rule and data extract are obtained. The fact that a simple arithmetic cross-check does not match is a legitimate request for metadata, not evidence that the underlying system is fraudulent. [E01]

Functionality varies over time. A toilet marked 'present' may not operate, a borehole may be dry during certain seasons, an electricity connection may fail regularly, and a building may contain classrooms not fit for use. A robust school audit must therefore inspect actual service at a documented moment, record last maintenance, assign a person responsible and use repeat observations where seasonality matters. For every rehabilitation programme the data chain should include site ID, diagnosis, scope, awarded contract, physical verification, operation, handover, maintenance budget and post-handover condition. [E19, E06]

The inclusion dimension cannot be reduced to a disability count. Learners with physical, sensory, cognitive or psychosocial challenges may require changes in access, communications, learning materials and teacher support. Girls require safe and private sanitation and clear safeguarding processes. Remoteness may raise transport and emergency risks for all children. Context-specific hazard mapping, school WASH and accessibility protocols should be undertaken alongside the teacher and enrolment audits, rather than as separate and potentially duplicative exercises.

The report recommends a Minimum Functional School Standard framed as an assessment-and-remediation tool. Each component should have a binary minimum compliance question plus an outcome-sensitive service measure, such as days the water source worked in the last month. Capital investment should be directed to the most binding service deficits identified by verified data, with published implementation milestones and an affordable recurrent-maintenance plan.



Illustrative school functionality scorecard

Unit	Required fields	Quality test
School	Unique ID, LGA, level, enrolment, shift and timetable	Reconcile FME/SUBEB code and reporting date
Teacher	Protected staff ID, qualification, subject, assignment, grade	Compare HR, payroll and assignment
Presence	Dated attendance, timetable fulfilment, supervised observation	Separate one-day observation from persistent pattern
Development	Training, coaching visits, lesson materials and demonstrated practice	Verify actual classroom use
Policy action	Transfer, recruitment, support request and resolution	Track changes and retention after action

School functionality: remaining evidence limitations

The available administrative indicators describe recorded infrastructure and access to basic services, but lack consistently verified information on operability, maintenance, security and accessibility. A school recorded as having water, toilets or classrooms may still face inadequate or unusable service. This distinction is central to targeting investment according to functioning capacity rather than asset counts.

A usable school is not the same as a registered or completed building

A school-functionality standard should distinguish asset existence, operability, safety, equitable access and service reliability. A toilet counted in a school inventory may be inaccessible, unsafe, unsegregated or without water. A computer laboratory may exist but lack teachers, electricity, secure storage or instructional use. A borehole can be physically installed but fail to supply water. Each condition needs a different intervention and a different acceptance test. [E01, E11]

For every basic-education campus, the state should maintain a protected asset register with a unique school ID and geolocation; classroom count and usable capacity; ageand sex-appropriate toilets; water point functionality; electricity and learning-material availability; disability accessibility; hazard conditions; maintenance owner; contract/defects liability information; and date of last verification. Critical school data can be published as aggregate LGA and service-category indicators without disclosing information that exposes vulnerable facilities or children.

Procurement completion certificates and budgets should be linked to functional-service verification. A classroom paid for but not safely occupied is a different result from a classroom delivering lessons. Public financing should increasingly be assessed at the second level.

School safety and dignity as components of learning

School facilities are inseparable from attendance and learning where safety, sanitation and accessibility affect whether students remain in school. Girls' participation may be particularly sensitive to privacy, toilets, menstrual hygiene support, harassment and safe journeys. Children with disabilities require practical accommodations rather than being represented only by an administrative 'special-needs' total. [E01, E13]

A school-service audit should ask whether water is available on the day of inspection; whether toilets are usable by pupils of different ages and needs; whether lighting, ventilation and furniture support instruction; and whether there is a trusted complaints or referral route. Evidence on violent incidents, gender-based violence or individual children must be gathered under specialised ethical and safeguarding arrangements rather than a general open survey.

The infrastructure priority rule should combine severity of current service failure, number and vulnerability of affected learners, feasibility of rehabilitation, projected lifecycle cost and credible maintenance ownership. This offers a more transparent basis for prioritising resources than dividing construction projects equally among administrative districts.

7. Girls' education, safety, re-entry and transition

Girls' participation and progression are shaped by household costs, perceived school quality, safety, social expectations, early marriage, pregnancy, caregiving and the availability of appropriate school-level support. The 2021 MICS attendance deficit, especially at secondary ages, establishes a historical system-wide participation concern but does not alone identify a gender-specific causal explanation. Disaggregation by sex, settlement and education stage is necessary before identifying the most effective intervention for Bauchi girls. [E03]

On 28 October 2026 the Bauchi State Government launched a Gender in Education Policy for 2026–2030 and school re-entry guidelines intended for married and pregnant adolescent girls. This is an important development in the legal and policy landscape. The central question is implementation: which schools have received and adopted the guidelines, which staff have been trained, whether decisions are made consistently and without stigma, what safeguarding and referral procedures exist, and whether affected learners return, remain and complete their education. An announcement of the policy cannot itself prove a change in school practice. [E26]

The AGILE programme provides a potentially useful implementation platform. Programme communications in February 2026 reported 12,133 conditional cash-transfer beneficiaries in 100 secondary schools, alongside support for school renovation, life skills and community engagement. Those figures are an output baseline requiring routine verification. A robust evaluation would examine eligible girls and selection rules, approved and successful payments, beneficiary receipt, grievances, attendance persistence, grade transition, completion, wellbeing and learning. It should also account for girls who are eligible but not selected and for differences across schools. The size of a programme's reach is not a direct measure of additional enrolment attributable to the intervention. [E03, E04]

Earlier GEP3 experience in northern Nigeria, including Bauchi, offers reasons for cautious optimism about combined financial and community support, but its frequently quoted enrolment gains refer to a multi-state programme rather than a Bauchi-specific causal estimate. Comparative randomised research on cash transfers for schooling in Malawi also reveals important design choices: conditions can influence attendance during a programme, while other welfare outcomes may differ. Bauchi should therefore evaluate retention, wellbeing and safety together, not simply report the number of transfers issued. [E14, E15, E16, E17, E18]

A school re-entry programme faces a special privacy obligation. Public information should never expose individual girls' marital status, pregnancy or experiences of violence. Aggregate implementation reports can specify schools implementing the policy, anonymous cases supported, types of support, continuation rates, complaints handled and unresolved barriers. Institutional response should include teachers, schools, adolescent groups, parents and relevant protection services, using a credible referral network and independent safeguarding review.



Girls' education policy implementation test

Policy stage	Documentable evidence	Outcome test
Adoption	Signed policy, distributed guidelines, named school focal persons	Schools implementing correct protocols
Resources	Training, safeguarding arrangements and released budgets	Availability and quality of support
Reach	Eligible/beneficiary cohorts with protected IDs	Who is actually reached and excluded
Retention	Term attendance and progression records	Persistence, transition and completion
Response	Confidential grievance/redress and referral logs	Timely resolution and safeguarding

Implications for girls' policy delivery

The sensible first step is a unified girls' transition and re-entry results framework using existing AGILE and Ministry systems. A new state-wide initiative should be considered only after evidence clarifies what the current policy and programme can deliver, at what cost and for which girls.

From gender-policy launch to school-level implementation

The Gender in Education Policy 2026–2030 and school re-entry guidelines create an institutional opportunity. The report should not recommend drafting a policy that the state has already publicly launched. Instead, it should test implementation readiness: Are the documents distributed to school leadership? Are re-entry procedures understood? Is there confidential guidance for learners? Are school administrators trained? Can eligible girls access alternatives after interruption? Are safeguarding and grievance channels active? Which budget and programme officers are responsible? [E13]

An implementation scorecard must carefully separate formal policy adoption from actual use. A school might display guidelines without applying them; conversely, a functioning re-entry practice could exist before official documentation is fully distributed. Evidence should triangulate policy circulars, school records, anonymised reentry and retention data, structured headteacher interviews and feedback from learners, parents and community representatives.

The programme endgame is not enrolment at the first point of contact but sustained and safe progression. Monitoring needs to capture transition, chronic absence, completion, repeat pregnancy or marriage-related withdrawal where ethically and lawfully measurable, and quality of learning opportunities. Participation incentives should be assessed for possible exclusion errors, payment delays and burden on schools.

AGILE within the education-system results chain

AGILE should be assessed as a multi-component secondary-education programme, not a single conditionalcash-transfer scheme. Cash assistance may address household financial barriers, school improvements address supply constraints, life skills affect competencies and safeguarding, and local engagement may influence

participation norms. Their results need to be disaggregated before SDCI identifies what worked. Programme-wide success cannot automatically be attributed to a specific component. [E11–E13]

An AGILE monitoring framework for Bauchi should link eligible population, unique beneficiaries, disbursement status, school improvement projects, asset functionality, mentor and guidance staffing, attendance, retention, transition and relevant learning outcomes, with privacy-preserving identifiers. Programme dashboards should distinguish data submitted, records validated and outputs independently verified. Financial risk ratings from 2025 do not establish that the same issues persist in late 2026, but they justify questions about corrective actions and audit closure.

One valuable opportunity for independent research is the intersection of AGILE and existing gender policy: the state may be able to use its programme beneficiary systems and school quality monitoring to evaluate how reentry guidelines work in practice. Such a study would need an agreed protocol, access permissions, independent analytical control and an explicit decision about who owns the data and findings.

8. Qur'anic, Islamic and alternative learning pathways

There are multiple educational pathways in Bauchi, and no credible situational assessment can treat formal enrolment as the totality of children's learning. Qur'anic and Islamic institutions vary widely in curriculum, management, recognition, age composition, residential arrangements and relationship to formal education. The correct research question is therefore neither whether such learning exists nor whether every provider should be treated as equivalent to formal school; it is how children's participation, safeguarding, literacy, numeracy and recognised progression can be accurately understood. [E03, E04, E29]

The Dogar, Shakeel and Tooley 2025 research provides a useful demonstration of the measurement issue, reporting a large share of sampled children engaged in some form of learning in Bauchi. That study was based on different provider and attendance definitions from MICS, and sampling limitations constrain statewide interpretation. The existence of educational activity outside the formal registry must not be mistaken for attainment of national minimum competencies. Conversely, classifying every child outside the formal register as receiving no educational experience can obscure opportunities for co-designed integration and quality assurance. [E29]

This report proposes a voluntary and protection-sensitive provider typology: formally recognised Qur'anic/Islamic schools that satisfy relevant standards; integrated non-formal providers with verified basic education components; other learning environments with varying curricula; and unserved children with no sustained educational participation. Categories should not stigmatise teachers, families or pupils. A neutral provider census should collect educational activities, teacher qualification, pupil age, attendance patterns, literacy/numeracy instruction, health and safeguarding arrangements, transition routes and willingness to participate in structured support.

Historic Almajiri model-school experience offers a warning about building without institutional continuity. A new school may exist physically but have no recurrent staffing model, maintenance, sustained learner demand or accepted governance. Any integration proposal should therefore require formal agreements with credible local providers and families, appropriate curriculum and language design, qualified instructional support, a named safeguarding lead, financing beyond capital construction and independent evidence of competency progression. [E03, E04, E14, E15, E16, E17, E18]

Recognition and integration should be framed as an educational quality partnership, rather than simply enforcement or replacement. The state might offer teacher coaching, curriculum bridges, access to textbooks, assessment and transitions into recognised qualifications. Its design must be negotiated with the affected communities, respect applicable laws and learner rights, and test a small number of options before scaling. The potential benefit is substantial, but the current evidence does not establish which pathway design will prove acceptable, affordable or effective in Bauchi.



Alternative-pathway evidence requirements

Question	Minimum data	Safe inference
Who participates?	Provider type, age, sex, attendance, unique anonymised cohort	Coverage within sampled providers
What is taught?	Curriculum, language, hours, foundational skills content	Educational service offered
What is learned?	Age-appropriate independent competency assessment	Measured proficiency within sampled group
Is the environment safe?	Safeguarding protocol, accommodation and referral safeguards	Documented protection readiness
Can learners transition?	Assessment/recognition pathway and follow-up record	Verified progression, not building counts

Recognised learning and the constitutional/statistical distinction

The governing objective is educational participation with demonstrated competencies and safeguarding, not statistical relabelling. Pathways between recognised formal education, integrated non-formal provision and community-based learning should respect family circumstances and provider realities while providing opportunities for progression and independent learning assessment.

This is not merely a denominator problem. Recognition rules, language of instruction, religious and community legitimacy, itinerant learning arrangements, seasonal livelihood movement and expectations about formal certification shape household choices. A successful pathway could involve supported integration, recognised foundational modules, flexible timetables or equivalency arrangements. The state must work through trusted community and specialist institutions and avoid imposing solutions before understanding demand.

The risk of building facilities without sustained staff, operating expenditure and community ownership is especially relevant. The history of stranded model-school investments illustrates the difference between a capital asset and a functioning educational pathway. New models should pass a recurrent-cost and community partnership assessment before scale.

A consent-based mapping and learning pathway protocol

A credible baseline should separately enumerate recognised IQS/Tsangaya providers, other Islamic learning settings, conventional non-formal centres and children currently not participating in any learning. The mapping should record which institutions accept engagement, their operating schedule, ages served, teaching language, basic-service conditions and voluntary participation in learning assessments. It should not publish stigmatizing lists of providers or personally identifying child data.

A short assessment of foundational competencies can inform support without turning the exercise into a blanket certification or police activity. Participating communities should receive useful feedback and be involved in designing safe pathways to recognised learning, secondary education or vocational options where appropriate. The programme would be judged on retention, verified foundational competencies and successful transitions, not merely on the number of centres registered.

02

Public Finance, **Institutions and Programme.**

9. Education finance: from allocations to functioning learning services

Education financing has several dimensions that are frequently conflated: appropriation, revised allocation, government release, cash disbursement, project payment, accounting expenditure, certified physical output, asset functionality and learning effect. A transparent fiscal analysis should specify which stage each source establishes. More money may be necessary in particular schools, but programme effectiveness cannot be inferred simply from a large disbursement or a high budget-execution percentage. Conversely, a zero line in one programme code does not prove that no related service was financed through another line. [E05, E06]

UBEC's records supplied to SDCI report approximately ₦24.934 billion in matching-grant disbursements across 2005–2025 grant cohorts and approximately the same amount in Bauchi counterpart contributions, a combined nominal schedule of ₦49.867 billion. The 2025 matched federal entry is approximately ₦3.555 billion, while the 2026 column shows no disbursement in the schedule. A separate sheet reports ₦6.119 billion in unaccessed matching grant for 2026 as at 30 September 2026. These are direct administrative records, not proof that all released money reached functional school assets. Values span multiple years and cannot be treated as a single real-terms spending amount without deflation and classification reconciliation. [E05]

The 2025 Q4 Bauchi Budget Performance Report identifies approximately ₦12.096 billion expenditure against an approximately ₦17.652 billion revised budget in the narrower SUBEB basic-education administrative line. Other basic-education administrative functions, including Nomadic Education, bring the broader identified basiceducation total to approximately ₦12.690 billion against a revised ₦18.664 billion. These figures are not contradictory; they reflect different scopes. It is still necessary to establish which expenditure items are attributable to state funds, UBEC transfers, counterpart funding, donor programmes and other arrangements, including whether a financing flow is counted more than once. [E06]

The same budget report includes programme lines for teaching and learning, education information systems and infrastructure. Some quality and EIMS programme rows were reported with zero expenditure while substantial spending appeared in the infrastructure and unclassified segments. Such contrasts are not a sufficient basis to conclude that learning support was abandoned. They establish a demand for code-level reconciliation, transaction registers and a review of whether the expenditure classifications are sensitive enough to track educational service outcomes. [E06]



The central unresolved issue is the financial-to-service linkage. Grant records, procurement awards, completion evidence and school-functionality data are not publicly reconciled in a common project-level series. Without a verified identifier linking a grant cohort or budget line to a school and the service actually delivered, it is impossible to draw a defensible conclusion about the educational return from a particular funding stream.

Two distinct financing evidence streams

Financing record	Reported amount	What it establishes
UBEC matching grant, federal share, 2005–2025 cohorts	24.934	Recorded cumulative disbursement schedule
Bauchi counterpart share, same cohorts	24.934	Recorded cumulative matching-contribution schedule
Combined nominal schedule	49.867	Arithmetic sum of two administrative financing records
2025 federal matching-grant line	3.555	Amount attributed to 2025 in UBEC schedule
2026 reported unaccessed matching grant, 30 Sep	6.119	Reported grant-year access status, not proved forfeiture
2025 narrower SUBEB expenditure	12.096	Administrative budget performance expenditure
2025 broader basic-education expenditure	12.69	Sum across defined relevant administrative lines

Reconstructing the financing-to-service chain

A credible reconciliation follows the same project from approved intervention and grant cohort through contract, disbursement, payment, physical certification and operational use. Matching by LGA name or a budget heading alone cannot establish that a given school received and benefited from a particular investment. Expenditure transparency would be strengthened by publication of project identifiers, location, scope, status and operational handover.

INTERPRETIVE LIMITATION The UBEC attachment is an administrative matching-grant schedule; it is not an independent audit of utilisation, a current purchasing-power valuation, or proof of successful or improper spending.

A financing chain rather than a single budget percentage

Public finance analysis should start by separating appropriation, revised budget, release, cash expenditure, contract commitment, physical output and sustained service. The Bauchi 2025 Q4 Budget Performance Report records approximately ₦12.690 billion actual basic-education sub-sector expenditure under a ₦18.664 billion final budget. The narrower SUBEB administrative line records ₦12.096 billion; it is contained within the broader subsector total and must not be added to it. An estimate of 'total education spending' would need other MDAs, levels of education and funding channels, including donor expenditure and extra-budgetary grants, on the same consistent classification basis. [E06]

The 2024 SUBEB administrative line records ₦7.582 billion against a final budget of ₦8.321 billion. Comparisons between 2024 and 2025 require normalising the reporting scope, adjusting for inflation and considering differences in capital investment timing. Nominal naira increases do not directly imply a higher real level of services. Bauchi's state-level accounts should be reconciled with programme and school-level records before relating fiscal changes to observable learning outcomes. [E06, E07]

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The evidence indicates a transparency opportunity: current budget performance tables make it possible to distinguish some areas of expenditure but do not consistently connect each recorded payment to a school, location, finished asset, staffing plan or measurable change in learning. A programme-to-output crosswalk would enable a more informative sectoral public expenditure review, while avoiding unsupported allegations about missing or misused funds.

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UBEC matching-grant disbursements: what the provided attachment proves

The UBEC spreadsheet supplied to SDCI is dated 13 October 2026 for the disbursement schedule and 30 September 2026 for the unaccessed-grant schedule. It records cumulative federal matching-grant disbursements of ₦24,933,700,175.99 and an equal state counterpart amount across the cohorts displayed from 2005 through 2025; the combined nominal total is ₦49,867,400,351.98. The federal matching-grant amount recorded for 2025 is ₦3,554,642,584.46 and the 2026 entry is zero. The companion table reports ₦6,118,690,423.60 of 2026 matching grants unaccessed at its reporting cutoff, with zero unaccessed entries for 2021–2025. [E05]
The grant amounts should be interpreted as UBEC's reported financing status, not cash-outlay receipts independently audited by SDCI, and not a measure of final use or school benefit. Equal recorded federal and counterpart contributions reflect the matching arrangement; no additional 'state investment total' should be inferred outside the report's specified categories.

To assess utilisation, SDCI needs approved Basic Education Action Plans by grant-year cohort, drawdown statements, procurement notices, contract registers, payment vouchers, project IDs and site-level commissioning/functional evidence.

A further question concerns cohort and fiscal-year differences. An approval in one grant year can be accessed, transferred, executed or reported in a later fiscal year. Each project should therefore retain the UBEC allocation cohort, counterpart funding evidence, approval date, fund release, contract stage, payment stage, defect/maintenance responsibilities and physical outcomes. Only that linked sequence can establish whether investment reached a functioning school service.

Expenditure effectiveness without overclaiming causality

A cost-per-classroom calculation should use verified construction or rehabilitation scope, quantity, location and inflation-adjusted costs; one 'classroom' can describe quite different works. A cost-per-learner calculation needs

reliable beneficiaries and service duration. A cost-per-proficiency-point calculation is credible only if the intervention's effect on learning has been established with appropriate comparison and sampling procedures. Dividing a whole-sector budget by an unrelated NALABE percentage is not an evaluation. [E04–E07]

Financial analysis should include recurrent commitments. Every classroom has expected furniture, maintenance, teaching material and staff costs; every digital platform has licensing, connectivity, equipment replacement and staff time; every coaching model requires ongoing mentor capacity. An investment appraisal that excludes operating costs will exaggerate affordability and create future stranded assets. Lifecycle costs should be reported over plausible horizons under explicit inflation and discount assumptions, rather than as unsupported exact naira estimates.

Cost comparisons depend on verified quantities and like-for-like specifications. Classroom rehabilitation costs should distinguish scope, materials, location and site condition; teaching programmes require per-learner or perteacher delivery costs and recurrent coaching arrangements. Local financial commitments should be estimated from contemporaneous procurement and staffing records, with uncertainty shown where prices are not available.

Table: reconciled, non-additive education expenditure series

Classification	Period	Final budget (₦bn)	Actual (₦bn)	Interpretive rule
2024 SUBEB admin	2024	8.321	7.582	2024 Q4 state BPR; administrative line
2025 basic education subsector	2025	18.664	12.690	Sub-sector total; contains SUBEB and others
2025 SUBEB admin	2025	17.652	12.096	Subset of total basic education; do not sum
2025 Nomadic Education admin	2025	0.957	0.594	Subset within 2025 subsector; do not sum

Source: Bauchi Budget Performance Reports, 2024 Q4 and 2025 Q4 [E06, E07]. The 2025 basic-education subsector total includes SUBEB and Nomadic Education expenditure.

EVIDENCE NOTE

Bauchi budget-performance reports, 2024 Q4 and 2025 Q4. SUBEB and nomadic-education amounts are contained within the wider basic-education sub-sector; they are not additive [E06, E07].

Table: reconciled, non-additive education expenditure series

Code	Programme	Original (₦m)	Actual (₦m)	Research caveat
0501	Effective governance of the education system	298.0	2,170.1	Published YTD; do not equate with improved governance
0502	Increase in access, retention and completion rate	2,157.3	420.2	No enrolment/retention outcomes measured here
0503	Equity and inclusiveness in education	521.4	583.9	Not direct evidence of inclusion quality
0504	Improved quality of teaching and learning outcomes	47.3	0.0	No separate execution under this code; other codes may apply
0505	Adequate infrastructure at all levels	6,473.5	4,162.8	Budget outturn not physical work verified
0506	Improved education management information system (EIMS)	12.0	0.0	No separate execution under this code; other codes may apply
0510	Education Sector Expenditures Not Elsewhere Classified	941.1	5,352.9	A large unclassified actual line; financial classification crosswalk needed

EVIDENCE NOTE

This table reproduces the selected programme codes recorded in the Phase 04 evidence crosswalk; detailed project-level reclassification remains outstanding [E06].

Table: UBEC matching-grant schedule by allocation cohort

Grant cohort	Federal matching grant (₦bn)	State counterpart (₦bn)	Combined (₦bn)
2005–2008	2.501	2.501	5.002
2009–2010	1.154	1.154	2.308
2011–2012	1.725	1.725	3.451
2013–2014	1.983	1.983	3.966
2015–2016	1.919	1.919	3.838
2017	1.286	1.286	2.573
2018	1.474	1.474	2.948
2019	1.520	1.520	3.040
2020	0.715	0.715	1.430
2021	0.947	0.947	1.893
2022	1.204	1.204	2.409
2023	1.396	1.396	2.792
2024	3.555	3.555	7.109
2025	3.555	3.555	7.109
Total	24.934	24.934	49.867

EVIDENCE NOTE

UBEC correspondence and supplied “BAUCHI MATCHING GRANT STATUS.xlsx”; numbers are reported grant disbursement/counterpart figures, not verified project expenditure [E05, E25].

10. Policy architecture and implementation performance

Bauchi already has several instruments capable of supporting education reform: the national compulsory-basiceducation framework, state education authorities, SUBEB and LGEAs, annual basic-education planning mechanisms, curriculum and assessment systems, gender and school re-entry policy commitments, AGILE implementation and potentially expanded HOPE-EDU participation. This institutional presence is an asset. The challenge is to determine whether responsibilities are unambiguous, plans align with actual school deficits, financing reaches implementers and outcome evidence informs decisions. [E26, E08, E09, E28]

The institutional system is best analysed through decision rights. The Ministry should be able to define standards, policy priorities and review mechanisms within its lawful mandate; SUBEB should maintain a certified basiceducation school and teacher register and connect support to learning needs; LGEAs should act on local school conditions and attendance; finance and budget institutions should reconcile expenditure; and programme units should report externally funded results in interoperable formats. Where authority lies with federal agencies, The relevant authorities should not invent powers for the state. The first technical task is to confirm current statutory mandates and operating agreements, rather than prescribe a new committee by default.

The state's new Gender in Education Policy 2026–2030 is an example of a policy whose existence is established by contemporary reporting, while actual school-level adoption and service outcomes remain unverified. A formal policy audit should obtain the signed text, implementation guidance, costing, geographic rollout, institutional focal persons, grievance procedures, training records and reporting timetable. Independent evidence of girls' retention and progression should be used to determine whether observed improvements can be plausibly linked to the policy. [E26]

AGILE requires an implementation-to-outcome chain: beneficiary eligibility, school works, staff deployment, cashtransfer approval and receipt, life-skills delivery, school attendance, transition, learning and safeguarding. Project documentation and announcements can establish reach or delivery processes but need careful verification before results are attributed. Similarly, HOPE-EDU was restructured in May 2026; the current financing and disbursement-linked indicators must be sourced from the applicable revised documents, not assumed from the programme's original 2025 approval. Bauchi-specific verification or earnings under a particular indicator must not be asserted in the absence of confirmed state records. [E08, E09, E28]

The education system has also begun to invest in data infrastructure. The federal DNEMIS portal and state EMIS functions create an opportunity for school-level planning. Yet public inconsistencies between federal and state totals, within some state web tables, and between certain federal counts and ratios demonstrate the need for routine metadata, versioning and published correction protocols. Transparency is strengthened when data custodians explain differences rather than when researchers simply select the values supporting an argument.



Programme effectiveness is a harder question than programme activity. If children are already enrolled, programme success should be assessed through sustained attendance and learning gains; if children are not enrolled, the relevant outcome may be durable entry into an appropriate pathway; if facilities are built, they must be functioning and used. Reporting should connect resources to outputs and outcomes, and independent evaluation should be commissioned for expensive or scaled interventions.

Programme-to-outcome audit template

Programme or policy	Documented status	Still required
Gender in Education Policy / re-entry	Reported launch on 28 Oct 2026	Signed documents; school adoption, funding, protected retention outcomes
AGILE Bauchi	Programme activity and beneficiary statements	Beneficiary/payment cohort data, works, transition, learning and safeguards
HOPE-EDU	2025 approval; May 2026 restructuring	Latest state applicability, DLI baseline, independent verification and actual state flows
Teacher mapping / biometric review	Government document titles listed	Full signed results and school-level corrective actions
UBE matching grants / BEAPs	UBEC schedule and listed annual workplan	Projects, payments, certificates, independent functionality and audit

The institutional coordination question

A practical governance priority is interoperability among existing institutions rather than creation of another agency. Common school identifiers, harmonised definitions, verified annual reporting and joint learning reviews would allow the Ministry of Education, SUBEB, LGEAs, personnel authorities and programme teams to translate information into decisions more consistently.

03

Programme **Effectiveness** and **Implementation.**

A policy instrument is not a delivered public service

Bauchi has a functioning legal and administrative architecture for education. The relevant question is whether each policy has an implementing office, authorising instrument, funded action plan, record of delivery, monitoring system and responsive accountability process. A policy register should record date, version, jurisdiction, agency, implementation status and known interactions with existing education programmes. Policy duplication and contradictory reporting arrangements can be more damaging than the absence of an additional strategy document. [E02, E19, E22]

Policy options must respect the boundaries of state, federal and programme authority. State agencies can improve their own budget execution, school management and service standards, while national examinations, federal grants and externally financed programmes remain subject to separate rules and verifications. Effective coordination depends on transparent allocation of responsibilities and credible reporting arrangements.

The institutional diagnosis should also be responsive to variation between LGAs. A standardised policy instruction can affect well-resourced urban schools and remote small schools differently. Equity-sensitive implementation plans therefore need mechanisms to support low-capacity local units rather than assuming uniform implementation capacity.

A programme-performance test for all interventions

Each major intervention should be tested through a common sequence: relevance to verified needs; coherence with existing state policies and programmes; implementation quality; efficiency and unit cost; effectiveness on defined outputs and outcomes; contribution to wider system effects; sustainability after partner funding; and equity or safeguarding implications. These dimensions broadly reflect established evaluation practice, but they require local evidence rather than descriptive statements about programme intent. [E08–E13]



A programme matrix should separate resources allocated, funds received, services contracted, outputs delivered, outputs functioning, beneficiary reach, programme quality and independently assessed outcomes. In an education context, a completed block, a school receiving textbooks, a teacher attending training and a child achieving proficiency represent different stages and should not be collapsed into one 'achievement' label.

Changes between stages must have clearly identified assumptions and a named actor responsible for verification.

Formal evaluation should include a government factual response, but not give the implementing agency unilateral power to suppress unfavourable or favourable findings. The final report can record points of agreement, unresolved disagreements and whether subsequent evidence altered the original conclusion.

11. Programme assessments: six institutional cases

The assessments below evaluate programme design, documented delivery status and the availability of outcome evidence. They do not constitute independent causal impact evaluations of Bauchi programmes. Each case identifies an established programme contribution, a documentary constraint and an actionable governance response.

Case 1 — HOPE-EDU: from state eligibility to verified learning results

HOPE for Quality Basic Education for All (P507001) is a World Bank-supported Program-for-Results operation with a capacity-building component. The original operation was approved on 31 March 2025; the May 20, 2026 restructuring paper records effectiveness on 26 February 2026. Its objectives are improved foundational learning, expanded basic-education access and stronger participating-state education systems. The paper identifies a US$500 million IDA credit and a US$52.18 million GPE grant. These are national operation amounts, not Bauchi allocations. [E08, E09]

The World Bank restructuring paper dated 20 May 2026 identifies Bauchi among the GPE-financed states eligible for targeted Results Area 1 participation. It provides specific conditions concerning adequate teaching and learning materials, structured pedagogy, learning assessments and classroom provision. Eligibility establishes an opportunity and a set of verification obligations; it is not evidence that Bauchi has received a particular payment or achieved its intended learning effects. [E08, E09]

Under the GPE verification protocol, relevant payments depend on meeting defined conditions. For example, sufficient quality-assured Grades 1–3 literacy and numeracy materials require adequate textbooks and teacher guides, while classroom-related results depend on agreements and independently verifiable creation of usable space. An implementation system that links school IDs, verified materials, teacher support, local education authority action and assessment results would better position Bauchi to demonstrate delivery. [E08]

The immediate policy implication is to integrate HOPE-EDU indicators with SUBEB's school census, teachersupport systems and annual learning assessment cycles. The programme should reinforce classroom-level performance and existing institutional capacity, rather than operate as a stand-alone reporting exercise. Available documents do not yet establish the state's DLR-specific disbursement or independently verified learning gains.

Case 2 — HOPE-GOV: governance as a precondition for education results

HOPE-GOV (P181476) is a distinct results-oriented governance programme focused on financial and humanresource management in basic education and primary healthcare. Its relevance lies in controls that education quality programmes require but cannot easily build alone: accessing counterpart grants, transparent expenditure data, staffing-gap forecasts, credible payroll and biometric reconciliation, recruitment, deployment and

management information. Programme targets and reported achievements must follow the current operational manual and verification schedule, not assumed from the general programme title. [E10, E19]

Bauchi's public HOPE-GOV repository lists teacher biometric verification, comprehensive teacher data, a teachermapping report, teacher-needs assessment, recruitment/deployment plans, annual basic-education workplans and a capital-project performance audit. Their listing establishes that the documents are publicly advertised; it does not establish the data findings when download endpoints have not yielded inspectable copies. A documentindexing exercise and a substantive data-validation exercise are different tasks. [E19]

The policy value lies in reconciling payroll entries, active school postings, recorded student numbers and observed service availability at the school level. A successful personnel audit would show where qualified teachers actually serve learners, while budget and project records would establish whether resources reach the facilities they are intended to support. Publicly listed reports are promising accountability instruments; their contents remain subject to review and validation.

A transparent workforce-and-finance reconciliation can improve decision-making without enlarging the state bureaucracy. The wider test is whether improved systems lead to more equitable teacher availability, credible budget execution and functioning basic-education services. Neither published programme membership nor a website document list demonstrates that those outcomes have already occurred.

Case 3 — AGILE: girls' education results and management controls

AGILE (P170664) is a multicomponent programme supporting secondary education, girls' participation and empowerment. Its intervention logic combines improved school facilities, financial barriers, life skills, community involvement and system strengthening. A national programme envelope, output total or dashboard record should not be described as the amount spent in Bauchi or the number of Bauchi girls whose retention was improved, unless a valid state extract documents those figures. [E11, E12]

The World Bank's June 2025 AGILE implementation-support mission, transmitted on 1 August 2025, identified uneven progress across participating states and described Bauchi and Kogi as lagging on some preparatory implementation activities. This observation is specific to that review period, and later improvement or corrective action cannot be ruled out without more recent records. The mission also assessed Bauchi's financialmanagement performance as Moderately Satisfactory while rating its financial-management risk Substantial. [E11]

The detailed World Bank financial-management annex for Bauchi records reasonably established staffing, segregation of duties, reconciled accounts and use of accounting software. It also notes that an initial interim financial report was rejected as deficient and subsequently corrected, and recommends improved digital document back-up. The report does not establish diversion of funds or current unresolved misconduct. Assessment of the programme should address whether preparatory delays and documentation weaknesses were corrected and whether beneficiaries and functioning school services can be independently verified. [E11]

AGILE's effectiveness should be judged by the full pathway from eligible girls and verifiable transfers to regular attendance, secondary progression, completion, functioning school improvements, life-skills participation and effective safeguards. In the absence of reconciled state outcome data, programme outputs should be described as reported achievements rather than independently demonstrated improvement in Bauchi's educational outcomes.

Case 4 — NALABE, school census and the assessment-to-action chain

NALABE 2022 is a nationally designed assessment of enrolled Primary 3, Primary 5 and Junior Secondary 2 learners. It provides state-disaggregated proficiency by subject and context. It is neither an intervention that teaches pupils directly nor a census of all school-age children. Evaluating it as though it were an ordinary programme with beneficiary transfers or construction outputs would misstate its purpose. Its contribution is information that can guide pedagogical decisions and system accountability. [E04]

The reported Bauchi results show that the instructional problem varies markedly across age, subject and proficiency level. The assessment also documents contextual associations, but these are not proof that a particular school resource caused a score difference. To convert these data into service improvements, SUBEB

and the Ministry need a standard mechanism through which state results are analysed, LGEAs identify relevant instructional gaps, teachers receive appropriate materials and coaching, and subsequent assessments test improvement.

UBEC correspondence of 16 October 2026 indicates that a subsequent NALABE round had been conducted but that the results were still undergoing analysis at that date. A change from the 2022 figures cannot be estimated until the later report is available and the instruments, performance scales, population definitions and statistical linking conditions are established. Assessment results should support differentiated classroom improvement, not become an annual ranking detached from instruction. [E25]

The state Annual School Census and teacher systems complement rather than substitute for NALABE. Their value lies in linking school location, staffing and functionality to learning programmes. Disagreements between portal totals are to be reconciled through school frames and definitions before the analysis constructs merged indicators.

Case 5 — TaRL, RANA and foundational-learning instruction

Teaching at the Right Level and related literacy/numeracy approaches reorganise instruction around demonstrated learning level rather than solely the grade printed on a pupil's register. The international evidence is sufficiently credible to justify serious consideration, but existing activity in Bauchi must first be mapped by programme, school, implementer, grade, language, training model and assessment instrument. A programme's national presence or a public methodology does not establish that all participating Bauchi schools are receiving the planned services. [E14, E21]

The principal implementation question is whether teachers and mentors use the specified instructional approach consistently, for the intended learners, for sufficient time and with appropriate learning materials.

Such implementation fidelity is a necessary consideration when interpreting any reported improvement and should not be confused with an independent estimate of programme impact.

The most useful programme evidence would connect school-level coverage, learners' starting competencies, instructional frequency, attendance, mentor visits, post-assessments and sustained learning. Existing public records do not yet establish a comparable Bauchi-wide panel of these variables. The resulting conclusion is a need for outcome-oriented programme coordination rather than another untested initiative.

The policy opportunity is coordination: ensure that HOPE-EDU-supported structured pedagogy, existing TaRL-type practices and curriculum-based instruction share compatible learning objectives, teacher schedules and reporting instruments. Coordination must not be taken to mean forcing all approaches into a single method where their intended pupils and learning goals differ.

Case 6 — Girls' education, GEP3 legacy and non-formal pathways

The historical Girls' Education Project Phase 3 (GEP3), implemented from 2012 to 2022 in six northern states including Bauchi, offers evidence on addressing multiple participation barriers through a package of household and community engagement, financial support and school-level changes. UNICEF reported gains in six-state girls' attendance and parity, and an independent programme evaluation contains relevant lessons. Neither a multistate aggregate nor a programme press release is a Bauchi-specific causal impact estimate. [E13]

For Bauchi, the right question is institutional continuation: What community engagement or teacher-support processes were retained? Who funds them? Which beneficiary datasets remain usable? Were evidence and practices carried into AGILE, current state girls' education planning and school re-entry arrangements? Legacy assessment should compare organisational capabilities and delivery systems, not simply count historically enrolled girls.

The same distinction matters for Islamic and other non-formal learning: increasing recognised schooling participation may require negotiated pathways with families and providers, flexible learning formats and protection standards, not merely constructing separate formal institutions. Existing AGILE alternative-education activities and HOPE-EDU non-formal basic-education components should be assessed for possible complementarity, overlap and feasible transitions.

The high-priority research output is an integrated adolescent transition and re-entry framework, with child protection and community legitimacy built in from the start. Such a framework should not replace programme data ownership or overstate projected funding before institutions formally agree.

Cross-programme accountability matrix

Programme	Evidence of current architecture	Outcome still unproven locally	Most useful immediate verification
HOPE-EDU	May 2026 GPE expansion includes Bauchi	Bauchi-specific DLR achievement and learning gain	Bauchi plan; materials audit; IVA certificates
HOPE-GOV	Governance DLIs and listed state administrative files	Staffing gaps resolved and grant-to-service linkage	Teacher roster join; ledger/contract link
AGILE	2025 mission records activities and implementation risks	2026 site functionality and durable retention	Corrective actions; school visits; beneficiary panel
NALABE	Published 2022 Bauchi subject proficiency	2026 proficiency trend	2026 technical alignment and state scorecard
TaRL / RANA	Established pedagogical approaches and prior programming	Current Bauchi coverage and fidelity	School/programme census and assessment extracts
GEP3 legacy	Six-state programme and independent evaluation	Sustained Bauchi-specific institutional effects	Legacy process and budget records

HOPE-EDU: documented verification criteria

Readiness element	Proposed evidence	Verification condition / concern	Most useful immediate verification
Quality-assured texts and guides	School-grade stocktake and supply proof	Check threshold and designated GPE result	Bauchi plan; materials audit; IVA certificates
Teachers using structured pedagogy	Training, coach records, observed lessons	Distinguish attendance from sustained practice	Teacher roster join; ledger/contract link
Assessment review by LGEAs	Dated meeting, analysis and actions	Require documented response, not meeting counts	Corrective actions; school visits; beneficiary panel
Classroom partnership framework	Signed state template and partners	Bauchi-specific minimum agreement coverage of 200 classrooms	2026 technical alignment and state scorecard
Classrooms opened	Contracts, site verification, qualified teacher	Operational classrooms, not structures alone	School/programme census and assessment extracts
Non-formal education participation	Provider frame and learner attendance	Measure retention and learning; avoid duplicate counts	Legacy process and budget records
School census coverage	School registry, ASC submissions, verification	Published ratio with verified denominator	

12. Comparative reform evidence: successful, mixed and unsuccessful models

Comparative evidence is useful when it explains a mechanism, specifies an effect and reveals the conditions that made it possible. A reform cannot be imported merely because it comes from a better-performing country or bears an attractive programme name. This report therefore selects cases that illuminate Bauchi's specific institutional problems—foundational learning, teacher support, local governance, girls' retention, alternative pathways and education technology—and grades their evidence by study design and transferability.

Zambia's Catch Up programme, an adaptation of Teaching at the Right Level, tested grouping pupils by their assessed competencies rather than by nominal grade alone. A randomised evaluation reported gains of approximately 0.10 standard deviations in foundational literacy and 0.15 in numeracy over two years, while documenting attendance and implementation constraints. The implication for Bauchi is not an unconditional recommendation to replicate the same programme. It is to audit existing TaRL or remediation provision, assess diagnostic fidelity, monitor actual instructional sessions and compare gains with credible alternative support models. [E14, E15, E16, E17, E18]

Kenya's Tusome approach combined structured teaching guides, reading materials, training and coaching. External evaluations reported substantial improvements in early reading measures during national implementation, although the national before-and-after design leaves some causal uncertainty. Bauchi should learn from the programme's coherent delivery package: a textbook without a teaching routine, or a teacher workshop without continuous support, is weaker than a linked curriculum-materials-coaching-assessment model. Language-of-instruction choices, teacher preparation and lesson duration require local adaptation. [E15]

Ghana's differentiated-instruction and supervisor-support experiences provide additional lessons on managing heterogeneous classroom ability. Brazil's Ceará illustrates how sustained support to subnational implementing authorities, transparent assessment and institutional incentives may strengthen local delivery. However, administrative authority, fiscal arrangements and professional incentives in Brazil are very different from Nigeria's. A practical Bauchi application would be a documented assistance and accountability loop between SUBEB and 20 LGEAs, not a wholesale transplant of Brazilian legal or funding institutions. [E14, E15, E16, E17, E18]

India offers both encouraging and cautionary examples. An experimental evaluation of monitored teacher attendance in a narrow non-formal school setting reported lower absence and higher test scores. The mechanism shows that verified implementation matters, but its camera-based incentive model cannot simply be imposed on civil-service schools without legal, labour, privacy and feasibility analysis. Separate experiments found that providing local committees with information about school oversight did not automatically improve teacher effort or pupil learning. For Bauchi, this means committees need authority, usable feedback and an actual issue-resolution route; information leaflets alone are insufficient. [E14, E15, E16, E17, E18]



For girls' education, Malawi's Zomba cash-transfer experiment highlights a trade-off between conditions, school participation and other adolescent outcomes. Nigeria's earlier Girls' Education Project Phase 3 likewise demonstrates the possibility of combined community, grant and cash-transfer approaches, but the frequently cited six-state aggregate numbers are not a Bauchi-specific causal effect. AGILE's present results should be assessed through the same mixed lens of take-up, retention, wellbeing, learning and programme cost. [E03, E04, E14, E15, E16, E17, E18]

A high-quality failure case is Peru's One Laptop per Child programme. A long-term randomised evaluation across 531 rural primary schools found better computer skills but no significant improvements in academic performance or educational attainment. The research also identified limited teacher utilisation and weak digital-skill development. It does not prove that education technology never works. It shows that hardware procurement without a clear instructional use case, teacher readiness, maintenance and outcome measurement is a high-risk development strategy. Any Bauchi digital-learning investment should therefore pass a pedagogy-and-service gate before scale. [E18]

Nigeria's Almajiri model-school experience offers a local institutional failure warning: public investment into buildings without durable management, staff, financing and community buy-in may not translate into sustained education. Evidence here is primarily administrative and qualitative rather than a strong quantified causal study, so it should support design safeguards, not sweeping claims about all Qur'anic and Islamic education. [E03, E04, E14, E15, E16, E17, E18]

Comparative evidence: strength and adaptation

Case	Evidence strength	Transferable mechanism	Caution
Zambia — Catch Up	Randomised trial	Assessment-informed learning-level instruction	Sessions and attendance must be monitored
Kenya — Tusome	Independent external evaluations; nonexperimental scale trends	Structured lessons + books + teacher coaching	No guaranteed Bauchi effect size
Ghana — differentiated instruction	Experimental and system learning	Targeting mixed-ability classrooms and practical coaching	Requires coach capacity and quality controls
Ceará / Sobral, Brazil	Long-term system case	LGEA-style technical assistance and transparent metrics	Institutional/fiscal setting differs
India — attendance experiment	Randomised narrow-setting experiment	Verified presence and implementation incentives	Rights, teacher-service design and context differ
Malawi — transfers	Randomised programme	Payment targeting plus progression and protection	Trade-offs and school context differ
Peru — OLPC	Long-term randomised evaluation	Technology must serve pedagogy	Avoid generalising to all edtech
India — school committee information	Randomised community experiment	Accountability needs powers and response systems	Information alone insufficient

Transferability principles

Before SDCI recommends a reform for large-scale adoption, the responsible institution should document: the precise local bottleneck, quality of causal and implementation evidence elsewhere, differences in language and culture, statutory mandate, cost per beneficiary, recurrent financing, workforce capacity, implementation fidelity, safeguards and a measurable stop/scale threshold. When any essential condition is unknown, the appropriate output is a feasibility study or evaluated pilot, not a promise of results.

Country and programme comparisons

International comparisons are selected by mechanisms rather than international prestige. The strongest case for transfer requires a similar implementation bottleneck, an intervention with credible outcome evidence, institutions capable of delivering it, relevant operating costs and an identifiable way to adapt it without weakening rights or equity. A programme that achieved strong results in an affluent national system with stable teacher supply may not provide a usable blueprint for a state facing inconsistent attendance and weak administrative denominators. [E14–E18]

Evidence grades also differ. A randomised study can estimate a causal effect within its sample and implementation conditions; a national reform narrative can document long-term improvements and plausible institutional contributors but often cannot isolate individual mechanisms; an implementation review can identify operational barriers without estimating effects on learning. The report should use the strongest feasible evidence for each question while resisting a false hierarchy in which only experiments can inform every institutional decision. Not all questions—such as the role of a national assessment authority—are experimentally testable.

Comparators must be scrutinised for unintended effects: targeting can exclude children whose needs are not measured; high-stakes tests can create incentives to teach narrowly or manipulate results; recruitment incentives can attract staff to easier-to-measure schools; and digital interventions can divert funding from books, repairs and ongoing teacher support. The comparative cases are evidence inputs to local option appraisal, not turnkey programmes.

Zambia Catch Up: targeted learning and the attendance bottleneck

A 2026 independent evaluation of Zambia's Catch Up programme reported average gains of about 0.10 standard deviations in foundational literacy and 0.15 in numeracy over a two-year period. The evaluation also identified severe attendance constraints, including lower participation during designated Catch Up time, and modest or uneven transfer from directly targeted tasks to other mathematical abilities. [E14]

This is highly relevant to Bauchi because learners already enrolled may not consistently acquire gradeappropriate skills. The mechanism that can transfer is diagnostic grouping, structured remedial instruction and simple progress measurement. The numerical effect should not be copied into a Bauchi forecast: the language, school timetable, teacher preparation, pupil absence, baseline competency and programme intensity could differ substantially. A more useful design question is whether targeted instruction would reach the learners who are furthest behind without excluding them from the rest of their curriculum.

The lesson is to evaluate a complete operational chain: teacher time available, scheduled remedial sessions, pupil presence, number of weeks completed, materials and mentor support, and progress at both targeted and broader competencies. A scale-up decision should be based on a local pilot with an appropriate comparison design and costed recurrent support, not on the attractiveness of the evaluation headline alone.

Kenya Tusome: structured instruction backed by management support

Kenya's Tusome programme combined evidence-based reading materials, teacher guides, coaching and routines for school-level implementation. Published programme analyses reported substantial improvements in earlygrade reading measures in national baseline-to-follow-up comparisons. The nationwide evaluation did not have a conventional untreated counterfactual, so attributing all observed changes exclusively to the intervention would overstate the design. [E15]

The transferable principle is the combination of practical teaching support and implementation discipline. Books that arrive without teacher guides and lesson use may have limited effect; training without coaching may decay; coaching without assessment data may be unfocused. A programme assessment in Bauchi should therefore review teaching-material quality and availability, observed lesson delivery, mentor caseload, travel feasibility and how often instructional problems are discussed and resolved.

What is less directly transferable is national coverage scale. Kenya's programme operated within its own language, curriculum and management environment. Bauchi would need to accommodate local language needs, integration with the Nigerian curriculum, teacher deployment variation, non-formal learning pathways and potential parallel programmes. A viable approach would be to compare existing state initiatives against the Tusome package's operational requirements before commissioning a new supplier or curricular model.

Brazil's Ceará and Sobral: governance, measurement and local support

The Brazilian state of Ceará and the municipality of Sobral offer a systemic rather than purely instructional comparison. World Bank analysis describes sustained leadership, measurement of early literacy, technical support to municipal networks, incentives and local autonomy with accountability. The improvements observed

over many years provide powerful evidence that governance choices can accompany substantial learning progress, but they do not establish the independent causal contribution of any single reform. [E16]

For Bauchi, a literal translation of municipal fiscal incentives would be premature. Differences in Nigerian state– local governance, school management, data reliability, institutional mandates and fiscal discretion matter. A safer initial adaptation is a differentiated LGEA support compact: reliable annual learning baselines, monthly problemsolving reviews, technical support for weaker units and clear improvement plans. Incentives can be considered only after safeguards protect disadvantaged areas and make measurement resistant to gaming.

The central institutional lesson is that decentralisation without capacity can devolve problems, while central directives without local delivery support may leave instruction unchanged. The relevant authorities should assess the extent to which SUBEB and LGEAs have data, resources and flexibility to act on verified needs, rather than advocate generic devolution as though it automatically improves outcomes.

India: the limits of information-only community oversight

A randomised study in India tested efforts to improve school accountability through information, community measurement and volunteer mobilisation. The institutional-information interventions did not yield measurable improvements in teacher effort or school learning outcomes within the study, although children attending volunteer remedial camps benefited from direct teaching. [E17]

The lesson is important for Bauchi's SBMCs, PTAs and local accountability proposals. A committee's existence, number of meetings and volume of information distributed do not prove its ability to alter school decisions. Community actors may have limited formal authority, information may not be actionable, and school staff may lack the means to respond to complaints. A viable accountability design must connect evidence, decision rights, responsible officers, resources and feedback about resolution.

The implication is not to abandon community participation. It is to define an outcome-oriented role: monitoring school reopening and basic services, reporting prolonged teacher absence through protected channels, assisting safe student return, and confirming completion of agreed works. The community should not be asked to substitute for government payroll management or to disclose sensitive child information without safeguards.

Peru: a technology investment can succeed technically and fail educationally

A long-term evaluation of the One Laptop per Child programme in rural Peru found improved computer skills but no significant long-term improvements in academic performance or educational attainment. The evidence also identified limited classroom use and teacher digital-skill constraints. The intervention therefore did achieve a narrower outcome—computer familiarity—without achieving the broader educational promise. [E18]

For Bauchi, the transferable decision rule is an education-technology gate. Every device, platform, connectivity or digital-skills investment should have a defined learning problem, evidence of teacher capability, functioning electricity and storage, relevant content, maintenance arrangements, actual usage telemetry where lawful, and a budgeted replacement cycle. A procurement delivery receipt is not the final performance indicator.

Where digital tools are intended to improve administrative rather than student outcomes, the test differs. A teacher-information or grant-disclosure system should be assessed for accuracy, interoperability, staff use and reduced errors. The report should not conflate the case against unsupported pupil hardware programmes with a case against all education data infrastructure.

Northern Nigeria GEP3: evaluate the package and its legacy

UNICEF reported that GEP3 supported an additional 1.5 million girls across six northern states and that the combined programme areas showed improved girls' primary attendance and gender parity. These published numbers summarise a multi-state programme; they cannot be assigned to Bauchi or attributed to one programme component without suitable evaluation evidence. [E13]

The mechanisms combined household and community mobilisation, financial support, school grants and instruction. The appropriate comparison for AGILE is not whether Bauchi copied any individual feature, but

whether its combined package effectively relieves the constraints faced by girls in selected communities and whether it can be sustained after external financing. A state-level follow-up should investigate which GEP3 institutional processes and trained staff remain available and whether later programmes adopted the lessons from independent evaluation.

The case also illustrates the need to separate girls' school access from educational quality and dignity. Gains in entry or attendance may not persist without safe facilities, competent teachers, continued transition opportunities and household support. Sustainable policy must therefore be measured across both access and learning pathways.

Comparative evidence synthesis and safeguards

Case	Strongest evidence	Transferable mechanism	Bauchi-specific safeguard
Zambia Catch Up	Randomised learning gains; attendance limits	Diagnostic grouping and targeted lessons	Verify presence, fidelity and broader skills
Kenya Tusome	Nationwide implementation and reading improvement	Books + guides + coaching + assessment	Local languages; capacity and cost
Ceará/Sobral	System improvement, multi-instrument reform	LGEA support and results use	Avoid high-stakes rewards before reliable data
India school committees	Randomised null for information-only actions	Accountability needs real authority	Pair complaints with resources and closure
Peru laptops	Long-run randomised null academic findings	Edtech requires instructional design	Lifecycle cost and teacher use
Northern Nigeria GEP3	Multi-state programme and independent review	Multi-constraint girls education support	Never infer Bauchi-specific causal effect

EVIDENCE NOTE

Comparator conclusions are about original contexts. Proposed Bauchi adaptations remain conditional on feasibility, equity, implementation and independent outcome measurement [E13–E18].

04

DIAGNOSIS AND **POLICY CHOICES**

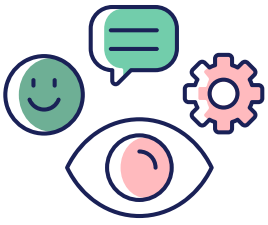
Policy and implementation gaps

Seven analytical stages identify thirteen analytically distinct gaps. Some are established outcome problems; others are incomplete records, institutional coordination issues or untested mechanisms. The report therefore avoids treating all observations as policy failures. For example, low historical NALABE proficiency is an observed challenge. Whether teacher absenteeism or particular procurement decisions explain it remains a hypothesis. An unreconciled teacher dataset is a data-governance gap, not evidence that teachers have been deliberately misallocated.

A published policy with unobserved school uptake is an implementation-evidence gap, not proof of nonimplementation. [E04, E01, E02, E19]

The strongest confirmed historical outcomes concern attendance and learning. Administrative signals concerning teacher distribution and school facilities are credible priorities for investigation, but their exact operational interpretation remains provisional. Education-finance records demonstrate the existence and nominal magnitude of particular budget and grant transactions, but do not resolve value for money at school level. Programme-level evidence supports targeted evaluation of ongoing work, not a claim that its outcomes are already known.

A causal diagnosis should distinguish constraints on households, schools, teachers and government administration. Households respond to safety, direct and indirect costs, childcare, transport and trust. Schools respond to usable facilities, capable personnel, materials and management. Teachers respond to deployment conditions, skill, feedback, incentives and school leadership. Government agencies respond to mandates, budget systems, administrative data and accountability. These mechanisms interact: a well-funded classroom with no competent teacher has limited instructional value; a trained teacher with no pupil attendance cannot achieve intended learning outcomes. Identifying the binding constraint requires evidence at the relevant unit, not a statewide generalisation.



Interventions should also be assessed as complements or alternatives. Improving school attendance without raising instruction quality may increase time spent in low-learning environments. Improving teacher presence without books, lesson support or evaluation may generate limited gains. Introducing a learning technology programme before electricity, maintenance or teacher readiness can create stranded assets. A sensible portfolio therefore focuses on small sets of compatible inputs linked to actual service and outcome indicators. [E14, E15, E16, E17, E18]

The present research supports immediate technical advocacy for measurement, independent learning assessment, grant-to-school traceability, teacher-data reconciliation and a documented programmeimplementation results chain. It supports conditional design of foundational-learning coaching, school rehabilitation, cash-transfer improvements and local delivery compacts. It does not support definitive conclusions on the optimal number of teachers to hire, the precise number of currently out-of-school children, current state-wide proficiency or claims of project diversion.

Integrated evidence-to-policy gap matrix

ID / Area	Observed gap	Next evidence / decision
G01 Learning	Low historical minimum proficiency in most NALABE cells	Assessment + teaching fidelity review
G02 Teacher distribution	Extreme published LGA ratio differences	Certified roster + attendance / qualification check
G03 School functionality	Facility-service deficits indicated; operability unknown	School/WASH functionality audit
G04 Participation	Historical attendance deficit and incompatible OOSC estimates	Unique-child categories + persistence
G05 Girls' retention	Gender policy now exists; implementation outcomes unknown	School adoption and safeguarding evaluation
G06 Finance	Transfers and expenditure not joined to school functioning	UBEC/BEAP/contract/payment/assets bridge
G07 Data governance	Portal totals/ratios need reconciliation	School ID, metadata and signed data version
G08 Local governance	LGEA issue-resolution performance unverified	Supervision record and corrective-action logs
G09 Non-formal education	Provider and competency definitions fragmented	Consent-based provider mapping and tests
G10 Education technology	Equipment not equivalent to learning	Pedagogy, uptime and use audit
G11 School safety	Comprehensive current preparedness uncertain	School risk and safeguarding audit
G12 Secondary progression	Linked completion/transition cohorts missing	Cohort tracking by sex/LGA
G13 TVET pathways	Institution counts do not prove post-training outcomes	Graduate/employer tracer survey

05

Reform Design, Financing and Implementation.

Evidence limits, policy design and delivery failure

Policy gaps, implementation gaps and evidence gaps demand different remedies. An absent legal obligation or contradictory regulation may require a policy decision. A funded and legally established programme that fails to deliver materials or operating services requires management improvement or contract enforcement. An outcome that cannot be estimated from available records requires better information, not necessarily new spending. A publication that treats each as a call for new projects would misdiagnose the sector.

The strongest diagnostic categories emerging from Bauchi's secondary evidence are: low historical participation at multiple ages; unequal grade and subject proficiency; potentially extreme teacher distribution imbalances; inadequate or unreconciled school-service statistics; incomplete linkage between grants, contracts and usable assets; uneven availability of current outcome evidence; and fragmented reporting across programmes. These differ in evidence confidence and in the capacity of existing institutions to act immediately. [E01–E11]

The report therefore recommends a problem-to-action matrix for each finding: observed condition, strongest supporting evidence, alternative explanations, current government response, verified implementation status, unresolved data, legal or administrative owner, viable options and decision threshold. Publishing only a ranking of 'worst issues' would conceal some of the most important uncertainties.

Prioritisation criteria and public-value tests

SDCI's earlier evidence register uses provisional scoring to structure debate. Such scores can help compare options, but they are policy judgments contingent on the weights chosen. There is no objectively correct numerical score for 'teacher reform' versus 'school rehabilitation' without explicit decision-maker preferences, costs, risks and estimates of benefit. The final report should display transparent criteria and sensitivity analyses, not present a priority number as independent scientific proof.



A robust option appraisal would assess severity and equity of the underlying problem, evidence of intervention effectiveness, local implementation feasibility, expected recurring cost, legal mandate, external-programme alignment, adverse-risk exposure, measurability and reversibility. Interventions that remedy immediate safety

Prioritisation criteria and public-value tests

A provisional scoring framework can help compare reform options and make the reasons for each ranking explicit. The relative priority of teacher reform and school rehabilitation, for example, depends on their costs, risks and expected benefits, as well as the weight decision-makers give to each criterion. The appraisal should publish its criteria and weights and show whether the ranking changes when those weights change.

The appraisal should consider how serious the problem is, who is most affected, how strong the evidence is that the intervention works, and whether Bauchi's institutions have the authority and capacity to deliver it. It should also assess recurring costs, alignment with existing programmes, potential harms, how results will be measured and whether the decision can be reversed.

Immediate safety or protection hazards may warrant action before an impact evaluation. Costly statewide expansion of instructional or infrastructure programmes requires stronger evidence and a credible financing plan.

Decision-makers should compare at least two viable options, such as strengthening an existing service or piloting an adapted model, alongside the option of deferring new investment until evidence or delivery capacity improves. The appraisal should explain the local conditions that would make each option unsuitable.

How conditional recommendations are assessed

A foundational-learning compact should not be defined as an outside research organisation selecting curriculum; it should propose an implementation protocol within existing education authorities and programmes. A teacherdeployment compact should begin with a verified school-level staffing baseline, existing HR rules and consultation with affected staff. A school-functionality compact should begin with safety and operability criteria and a public works register rather than a capital-project announcement.

The report's priority reform options are supported by different levels of evidence: direct historical outcomes, documented administrative constraints, and credible reform mechanisms from other jurisdictions. None constitutes a locally verified forecast of effect. The proposed order favours lower-regret improvements in evidence use and service standards, followed by targeted interventions with explicit implementation and evaluation conditions.

The most defensible immediate actions are common infrastructure for public understanding: evidence definitions, source reconciliation, audit closure, results-linked budget reporting and coordinated review of existing programmes. These have value even if later experimentation finds that a proposed instructional intervention performs differently in Bauchi than in the international cases.

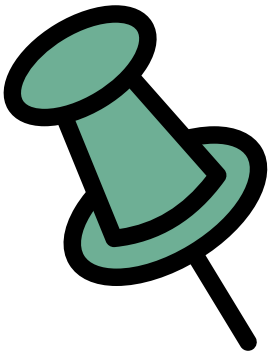
13. A practical reform agenda

The strategic reform objective is to establish a small number of durable operating routines through which evidence is converted into education service decisions. First, every school and relevant learning provider should have a stable, documented identifier. Second, learning and attendance indicators should be updated by responsible institutions with reproducible definitions. Third, school and teacher needs should be assessed against standards and actively responded to. Fourth, state and externally supported education finance should be joinable to projects, operations and service outputs. Fifth, officials and communities should receive clear feedback and an agreed process for resolving problems.

Reform priorities must be differentiated by maturity. Source reconciliation, policy review, learning-assessment design and specific data requests are already ready for technical engagement. A teacher redistribution programme, expanded cash-transfer design or new digital-learning procurement is not justified solely by the present documentary findings. These interventions require verified baselines, legal and operational mandates, practical costing and explicit safeguards. A pilot may be warranted where an intervention addresses an independently confirmed gap but local effectiveness is uncertain.

The recommended Foundational Learning Delivery Compact would connect a grade-specific assessment, lesson support, teaching material sufficiency, teacher coaching and regular follow-up. It should begin in schools selected through a fair, transparent and verified needs assessment. Its central measures should be the number and proportion of pupils improving in comparable proficiency categories, actual instructional delivery, attendance and the programme's cost. No single project-brand score should substitute for independent learner measurements.

The Teacher Allocation and Instructional Support Protocol would use a certified school-level teacher roster, grade and subject needs, personnel identity and attendance verification, agreed transfer standards and practical coaching arrangements. Necessary changes to postings should account for fairness, legal constraints, safe accommodation and retention. The implementation should track not only new teachers appointed but also how staffing and lesson delivery change in the most underserved schools.



The Minimum Functional School Standard would combine basic classrooms, WASH, safeguarding, usable teaching materials, accessibility and affordable maintenance. It should be paired with an issue-resolution system that records a problem, assigns institutional responsibility, specifies a deadline appropriate to its urgency and verifies completion. Priorities would be driven by measured service deficits rather than broad geographic formulas. Projects without a credible operations and maintenance arrangement should not be classified as service-ready.

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The Education Participation and Progression Register would reconcile attendance and provider status for a protected cohort and monitor transitions at appropriate intervals. Its purpose is not to create an intrusive statewide register of children's private lives. It is to reduce duplicate reporting, identify dropouts and support durable educational participation. Where ethical, legal or technical conditions for individual linkage are not met, the state can begin with de-identified sample cohorts and aggregated school-level reports.

A Finance-to-Service Ledger should connect UBEC grant cohorts and other financing streams with approved plans, procurement, payments, physical verification, school-level service and maintenance. Existing budget and audit functions would own the financial assurance. SDCI's role is to analyse the published evidence, formulate technical questions and report institutional responses, not to assert powers of statutory audit. A clear distinction between administrative records and independent findings protects both accuracy and institutional relationships.

The governance model should work through existing Ministry/SUBEB/LGEA decision rights. A small inter-agency technical focal team can maintain a common indicator dictionary and reconcile conflicting datasets, while the sector leadership meets periodically to consider a concise set of actionable problems. Independent review and

public reporting should follow the same definitions. This creates continuity when leadership, projects or donor arrangements change.

Recommended reform packages and decision gates

Package	Proposed implementation partners	First evidence gate / stop rule
R01 Foundational Learning Compact	SUBEB + Ministry + LGEAs	Learning baseline; materials/coaching capacity; Pilot only after baseline and intervention inventory
R02 Teacher Allocation Assurance	Teacher authorities + SUBEB	Certified school/staff roster; costs and service rules; No hiring/redeployment target without verified shortage
R03 Functional School Standard	SUBEB + Works/WASH + schools	Asset and service audit; O&M budget; Only verified functional assets count
R04 Participation & Transition Panel	MoE + SUBEB + BASAME/BASANE	Provider taxonomy, consent, protected cohort IDs; No unverified OOSC trend claims
R05 Girls' Policy Results Framework	MoE + AGILE + schools	Signed policy, adoption and retention records; Respect safeguarding and confidentiality
R06 Education Finance Ledger	Budget/Finance + SUBEB + UBEC	Grant/BEAP/contract/payment/school mapping; No lost-funds or success inference without audit
R07 Education Data Protocol	MoE + SUBEB PRS + LGEAs	School ID crosswalk and indicator dictionary; Resolve portal mismatches before composite scorecards

Sequencing, accountability and monitoring

Within an initial evidence-acquisition window, participating institutions should agree on document custodians and data standards. After baseline validation, small assessed implementation pilots may be launched where there is a credible service problem and the relevant authority has operational capacity. Scaling should depend on demonstrated implementation quality, learner benefits, fiscal sustainability and safeguards. Timelines for receipt of MDA records are inherently uncertain; internal milestones should describe dependencies rather than promise data will be delivered on a fixed date.

Policy priorities emerging from this assessment

The evidence supports seven priority areas for public policy: consistent learning measurement; equitable instructional capacity; functioning and accessible schools; credible child participation and transition records; financial-to-service traceability; implementation discipline across existing programmes; and coordination of state policies and external results frameworks. These are complementary priorities rather than competing standalone projects.

Delivering a reform portfolio through existing institutions

The reform agenda is intended for adoption and adaptation by existing authorities. Expansion of any intervention should follow a documented needs assessment, an implementation owner, verification of operating conditions, a credible recurrent cost and an outcome measure. Large-scale spending without these conditions risks repeating weaknesses identified in comparable international experience.

Policy effectiveness depends on transparent administrative accountability, not only external review. Responsibility for implementation should remain with the statutory authorities and relevant programme units, while independent monitoring can test publicly stated outcomes. The absence of a specific government response to this study is not treated as evidence that a problem has been conceded.

The state should distinguish 'minimum service guarantees' from discretionary pilots. Safe usable toilets, protection pathways and correct teacher payments are core responsibilities, not experimental products. Alternative teaching modalities or new technologies, by contrast, can be subjected to comparative pilots and cost-effectiveness assessment.

Financing and sustainability of the proposed reforms

Existing HOPE-EDU and HOPE-GOV frameworks provide potential channels for strengthening teaching materials, assessment, school management, staffing records and budget accountability, subject to their rules and verification procedures. Any expansion of fiscal commitments should be based on current unit costs, qualified personnel availability and recurrent funding. Public programme eligibility does not amount to an automatic funding entitlement or a forecast of future receipts.

A more realistic institutional funding pathway for SDCI is to present evidence that implementing agencies can use: a documented gap, a proposed technical solution, scope of work, credible methodology, measurable deliverables, required permissions, approximate cost drivers, and independence safeguards. Examples include learning-data analysis, an LGEA instructional support diagnostic, independent verification of school functionality, a programme learning evaluation or technical assistance to document corrective actions. Such opportunities depend on procurement rules, partner demand and institutional agreement, none of which is presumed by this report.

The first approach should be evidence exchange and constructive policy dialogue, not an unsolicited request for programme funds. After technical discussions establish a shared need, SDCI and potential partners can consider a formal concept note with deliverables and costs. Any later commissioned work must disclose potential conflicts with SDCI's independent publication and advocacy responsibilities.

Costing principles and fiscal risk

A proposed intervention budget needs verifiable inputs: number of schools or learners, books per child, coaches per school, teacher-days, transport, assessments, training materials, equipment repair, accessible facilities and administrative support. The model should separate one-off investments from recurrent obligations and assign price sources for every material assumption. A classroom pilot with high nominal affordability may become expensive if it requires permanent staffing, transport, water and maintenance without budget coverage.

The report recommends three explicit planning scenarios—a small verification pilot, a targeted multi-LGA implementation package and wider phased expansion—without populating unsupported unit prices. Each should show the effect of high/low teacher and transport costs, delayed grant disbursement, supplier performance and inflation. Scaling decisions should be based on implementation and result thresholds, not on the availability of a one-time capital grant alone. Where development-partner objectives overlap with Bauchi's priorities, programme coordination should first map existing commitments and avoid counting the same beneficiary, book, classroom or coaching activity more than once. This is both a fiscal-control measure and a research-integrity requirement.

Responsible institutions and execution constraints

The Ministry of Education should be the policy convenor and inter-agency owner of quality and equity decisions. SUBEB and LGEAs have direct basic-education delivery and evidence responsibilities. Teacher-management authorities must reconcile personnel and posting records within applicable mandates; budget and finance offices should provide classification and expenditure evidence; project units should supply programme results and corrective-action records; schools and communities should participate in safe verification and local feedback. [E02, E06, E19, E22]

The Ministry of Education, SUBEB, LGEAs, teacher-management authorities, budget and finance offices and relevant programme coordination units should adopt compatible indicators and reporting calendars. A common service-delivery evidence chain would allow expenditure, available teachers, functioning facilities and learning outcomes to be examined together while retaining lawful responsibilities and confidentiality safeguards.

Institutional dialogue should produce an action matrix showing each issue, the evidence currently accepted, the record still needed, proposed action, responsible institution, review date and whether a recommendation changed following the response. This provides a transparent basis for policy briefs and advisories without announcing agreement where none has occurred.

Twelve priority implementation actions

ID	Action	Proposed owner	Evidence prerequisite	Output
A01	Reconcile the 2024/25 school master frame	SUBEB PRS + FME EMIS	Unique school IDs, period and level scope	Certified extracts, public metadata
A02	Create a learning-domain priority analysis	Ministry + SUBEB + UBEC	NALABE subject/grade gaps	State learning scorecard and action note
A03	Verify the highest-pressure teacher locations	Teacher authorities + LGEAs	Personnel/payroll/posting join	School-level gap and presence map
A04	Apply a school-functionality standard	SUBEB + school services	Usable WASH, classrooms, safety	Condition-based repair priority list
A05	Audit UBEC grant-to-project records	SUBEB finance + budget authorities	BEAP, contract, project, operational status	Reconciled fiscal-and-asset crosswalk
A06	Document HOPE-EDU result readiness	SUBEB programme focal persons	DLR plan, qualifying materials, IVAs	DLR compliance evidence dossier
A07	Close historic AGILE audit observations	AGILE SPIU + independent auditors	2025 findings, corrective actions	Dated remediation/closure record
A08	Track girls' re-entry and retention	Ministry + AGILE + schools	Guideline adoption, cohort persistence	Safe anonymised transition monitoring
A09	Map IQS/Tsangaya transition options	BASAME/BASANE + communities	Provider typology, learner safeguards	Consent-based pathway feasibility
A10	Launch targeted pedagogy pilots	SUBEB + LGEAs + partners	Attendance, coaching, learning, cost	Independent comparative pilot results
A11	Introduce public quarterly education scorecards	Ministry + SUBEB + Budget	Indicators and source ownership	Aggregated outputs plus data caveats
A12	Commission annual independent education review	Government + research partners	Review protocol and right of reply	Publication and follow-up action ledger

EVIDENCE NOTE

These are SDCI policy options, not commitments approved by government or partner programmes. Scheduling and quantitative targets must follow institutional agreement and validated baseline.

Indicator specification: measurement must follow the population

Domain	Indicator	Numerator / denominator	Source	Minimum disaggregation
Access	Adjusted net attendance	Age group in relevant level / age-group population	Household survey	Age, sex, wealth, LGA where supported
Participation	Attendance persistence 90/180	Children attending threshold / enrolled cohort	School registers + validation	Age, school type, sex, LGA
Learning	Minimum proficiency by grade/subject	Learners meeting level / tested weighted sample	NALABE / aligned state assessments	Grade, subject, sex, school type
Teacher availability	Verified instructional load	Delivered teacher-hours / scheduled teacher-hours	Roster, timetable, visit sample	School, grade, subject, LGA
Teacher allocation	Learners per deployed teacher	Learners / verified deployed teachers	ASC + TMIS + school checks	LGA, rurality, school type
School functionality	Usable safe classrooms	Usable rooms / identified classrooms	Asset and inspection register	LGA, level, age of building
School WASH	Functional safe toilets	Usable toilets / school population	Inspection sample	Sex, disability accessibility
Female transition	Grade progression/return	Learners transitioning / relevant cohort	Linked anonymous cohort	Sex, school level, location
Grant traceability	Payments linked to verified assets	Traceable project expenditure / relevant	BEAP + contract + payment + site	Grant year, project, LGA
Programme reach	Validated unique beneficiaries	Unique participants / eligible defined population	Project MIS + school checks	Programme, age, sex, LGA
Programme quality	Observed instructional fidelity	Sessions meeting protocol / observed sessions	Classroom observation	Subject, grade, mentor
Public accountabili	Corrective-action closure	Evidence-closed actions / due actions	Inspection and audit register	Agency, type, due date
Efficiency	Cost per verified functional output	Full allocated cost / verified service units	Finance + technical verification	School type, location, project class
Equity	LGA disparity range	Weighted indicator distribution across LGAs	Verified administrative +	LGA, rurality and vulnerability
Governance	Reporting timeliness and completeness	Valid returns by deadline / expected	ASC submissions and public logs	Agency, fiscal/academic year

EVIDENCE NOTE

These are SDCI policy options, not commitments approved by government or partner programmes. Scheduling and quantitative targets must follow institutional agreement and validated baseline.

14. Performance measurement and accountability

A good performance framework measures the stages in which implementation can fail, but keeps a small set of outcomes as the actual destination. Core outcomes for Bauchi should include children's regular participation and completion, minimum proficiency in foundational and subject skills, teacher instructional availability, functional school conditions, equitable transitions, and the share of education resources whose service outputs can be verified. Programme activity indicators are useful to diagnose delivery; they are not substitutes for outcomes. [E24]

The monitoring system should adopt an explicit indicator dictionary: definition; numerator and denominator; reporting unit; reference population; educational stage; reporting frequency; disaggregation; owner; evidence source; verification method; data confidentiality requirement; historical series; and any comparability break. A teacher-to-learner ratio without an agreed teacher definition is a poor metric. Similarly, an out-of-school figure without a specified age range, school/provider definition and denominator cannot meaningfully be compared across years.

The first operational evidence sprint should consolidate relevant documentary records, not launch a large field survey immediately. Acquire signed 2024/25 and newer Annual School Census extracts, teacher mapping, biometric verification, school facility assessments, the 2025 Basic Education Annual Work Plan, UBEC grant utilisation, education spending code breakdowns, NALABE state technical tables, AGILE cohort extracts and the relevant gender policy texts. Establish school ID crosswalks and versions. Only after that should the research team determine where field validation adds sufficient value.

Fieldwork should focus on unresolved mechanisms. A carefully stratified set of school and household visits can test staffing presence, working WASH, instructional guides, actual attendance, non-formal pathways and schoolcommunity constraints. It should use a defensible sample size for any generalisable estimates and avoid presenting purposive hotspot visits as state-representative. Interviews with children, pregnant or married girls and other vulnerable learners require special safeguarding. Datasets should be de-identified for analysis and access-controlled in storage.

Where possible, evaluation should compare an intervention group with a credible counterfactual and establish pre-intervention outcomes. A comparison of selected beneficiary schools before and after an intervention is vulnerable to selection and time trends. A matched school comparison or randomised phased implementation can be considered where ethical, feasible and agreed with the responsible institutions. Otherwise, the report should transparently describe an implementation study rather than claim an impact estimate.

The state's principal education indicators should be reported alongside their populations and reporting coverage. Teacher ratios are meaningful only with consistent teacher definitions; functionality shares should use usable facilities rather than installed assets; and learning proficiency must be reported by grade, subject and

assessment design. A small set of outcomes should guide decisions, supported by operational measures that reveal why delivery succeeds or stalls.

Core outcome and delivery indicators

Domain / indicator	Source / unit	Status
Access — Adjusted attendance by age/level and sex	MICS or validated household survey	Historically 2021; new data pending
Participation — 30/90/180-day attendance persistence	School/child panel; privacy-protected	No certified current baseline
Learning — Share meeting minimum proficiency by grade/subject	NALABE/comparable learning assessment	2022 dated baseline
Teachers — Qualified teacher presence per school/grade	Roster + payroll + sampled classroom check	Current verified baseline missing
School functionality — Share meeting minimum functioning services	Site audit with WASH/safety/O&M	Working baseline missing
Girls' progression — Transition, completion and re-entry persistence	Cohort + gender programme MIS	Current baseline needed
Finance — Expenditure traceable to verified functional output	Budget/UBEC/BEAP/contracts/certificates	Traceability not yet established
Governance — Issues closed with dated verification	LGEA/SUBEB action log	Process baseline missing

EVIDENCE NOTE

These are SDCI policy options, not commitments approved by government or partner programmes. Scheduling and quantitative targets must follow institutional agreement and validated baseline.

Reporting frequency and institutional accountability

Monthly or termly internal implementation reviews can improve the use of existing records, while annual public reporting should include a certified school census, attendance and progression indicators, assessment findings, school-service status, expenditure classification and programme results. Results should be analysed by LGA and relevant equity groups without compromising confidentiality.

Transparency and legitimate data protection

Routine public disclosure of aggregate school and programme indicators, methodology notes and financial-toproject summaries would strengthen accountability. Sensitive child or personnel records should remain

protected under applicable law and data-management safeguards. Record access and institutional transparency are complementary objectives, not competing obligations.

Six high-priority policy decisions

1 | Assess learning systematically. Publish a transparent gradeand subject-specific learning baseline and connect results to classroom coaching and teaching materials. The Ministry of Education, SUBEB, LGEAs and programme units should avoid conflating school enrolment with competency attainment.

2 | Put teachers where learners need them. Reconcile current school census, posting, qualification, payroll and instructional-presence records. Prioritise schools with verified severe workload and subject gaps. Additional recruitment should respond to residual school-level need after redeployment and workforce verification.

3 | Count functioning school services, not just projects. Adopt a service-standard framework covering usable classrooms, safe water, functional sex-appropriate sanitation, teaching materials, basic safety and accessibility. Direct capital and maintenance spending toward documented deficiencies and disclose asset handover and upkeep responsibilities.

4 | Measure durable participation and progression. Maintain compatible indicators for enrolment, regular attendance, grade transition, completion, re-entry and participation in recognised or alternative learning pathways. Apply Bauchi's new gender and school re-entry policies through schools and LGEAs with identifiable implementation responsibilities.

5 | Connect financing to verified services. Reconcile UBEC grant cohorts, state counterpart contributions, budget execution, approved workplans, project contracts, completion certificates and school asset status. Explain broad programme budget classifications and publish non-sensitive project-level status summaries.

6 | Make existing reform programmes accountable for outcomes. Integrate the relevant HOPE-EDU, HOPE-GOV and AGILE reporting requirements with state planning and programme reviews. Distinguish eligibility from achieved results and independently verified outcomes. Link targeted support, non-formal education and learning recovery to explicit costs, delivery conditions and evaluation.

Scope and evidentiary limits

This is a secondary-evidence assessment with data reviewed to 11 November 2026. It does not claim to establish current 2026 learning proficiency, the functioning condition of each school, causal effects of Bauchi interventions, or a complete audited account of UBE project utilisation. The latest UBEC learning results available for detailed analysis are from the 2022 assessment, published in 2025; federal school administrative figures refer to 2024/25; and state and federal aggregate totals differ. Where current implementation records are not publicly accessible, the report offers bounded conclusions and recommendations appropriate to that uncertainty.

Policy priority	Institutional lead	Proof of progress
Learning improvement	Ministry of Education; SUBEB; LGEAs	Comparable grade/subject proficiency and documented school responses
Teacher service equity	SUBEB; teacher authorities	Certified school-level postings, attendance and subject gaps
School functionality	SUBEB; School Services; works/WASH agencies	Usable learning spaces, safe WASH, accessibility and operational handover
Access and progression	Ministry; SUBEB; specialised education agencies	Unique participation definitions; attendance persistence; transition
Education fiscal accountability	Budget/Finance; SUBEB; UBEC	Grant-to-contract-to-school reconciliation and verified outputs
Programme effectiveness	Relevant HOPE, AGILE and education programme units	Result verification, implementation fidelity and measured beneficiary outcomes

Conclusion — From education activity to learning and service outcomes

The evidence presented in this report does not establish that Bauchi's education system is uniformly failing or that any single institution is the cause of historical deficits. It does establish that, at the last published house hold survey baseline, participation was low; at the 2022 national learning assessment, minimum proficiency fell below national levels in most grade–subject combinations; and newer administrative records identify material geographic and data-quality questions. [E01, E03, E04]

The institutional lesson is that education progress requires a continuous relationship between access, teaching conditions, classroom practice, learning measurement, financing and public accountability. Policies, enrolment drives, grant allocations and infrastructure projects are valuable only insofar as they contribute to functioning educational services and sustained learner outcomes.

A feasible reform path begins with school-level evidence reconciliation and assessment-informed teaching, strengthens teacher availability and school functionality in the most disadvantaged localities, improves transitions for girls and children outside recognised schooling, and links state and partner financing to verified outputs and outcomes. Existing HOPE and AGILE arrangements should be used where relevant and their results reported against programme-specific conditions.

Comparative evidence from Zambia, Kenya, Brazil, India and Peru suggests that sound instructional and governance mechanisms can matter more than programme labels or capital inputs alone. The appropriate response is disciplined adaptation: diagnose local problems, verify institutional capacity, choose a mechanism with credible evidence, measure its delivery and scale only on demonstrated performance.

The next chapter of Bauchi's education policy should be defined by progressively better learning and equitable opportunity, supported by transparent management of public resources. This report provides a defensible secondary-evidence baseline and concrete policy options; its unresolved administrative and causal questions remain explicit rather than obscured by the appearance of certainty.

The ultimate public-value test is straightforward: children should attend safe and functioning learning environments, receive effective instruction, demonstrate progress in literacy and numeracy, complete the relevant cycles and move to higher levels of education or productive training. Public policy should be assessed by how consistently institutions deliver those outcomes across Bauchi State.

ANNEX A — PUBLIC ADMINISTRATIVE PROFILE OF BAUCHI'S 20 LGAs

The following locality profiles reproduce selected2024/25 federal school-census indicators and highlightgeographic questions relevant to targeted planning. They do not represent independent school inspections. Differences in reporting coverage, denominators and school types may affect comparisons, and the data cannot alone establish current school conditions. [E01]

LGA	Learners	Learners/teacher	Learners/classroom	Learners/toilet	Female teachers
Alkaleri	110,303	63.8	58.9	185.4	29.9%
Bauchi	322,383	28.7	81.0	133.3	54.2%
Bogoro	42,308	25.5	38.7	328.0	37.7%
Dambam	50,005	51.3	54.9	306.8	24.9%
Darazo	76,267	44.5	68.8	224.3	35.4%
Dass	54,287	45.0	46.7	158.7	32.6%
Gamawa	53,308	85.6	73.8	262.6	24.2%
Ganjuwa	98,426	48.2	67.4	177.7	28.8%
Giade	56,419	56.8	52.6	221.3	22.7%
Itas/Gadau	58,455	114.4	71.6	526.6	22.3%
Jama'are	58,861	50.0	70.1	218.0	31.4%
Katagum	134,332	42.1	67.8	184.5	35.1%
Kirfi	46,298	66.2	62.5	376.4	28.8%
Misau	75,331	40.0	59.2	186.0	26.6%
Ningi	134,285	66.1	88.1	231.9	35.1%
Shira	62,416	75.1	63.4	159.6	25.9%
Tafawa Balewa	123,113	35.9	52.0	282.4	32.9%
Toro	189,639	52.4	57.0	233.0	38.3%
Warji	80,744	106.1	118.2	388.2	30.0%
Zaki	105,276	251.3	110.8	368.1	19.1%

Source: Federal Ministry of Education, DNEMIS/Annual School Census 2024/25. Differences in school category, returns completeness, and ratio definitions require validation. [E01]

Alkaleri LGA — documentary risk profile

The federal 2024/25 administrative portal records 110,303 learners for Alkaleri, with 63.8 learners per recorded teacher, 58.9 per reported classroom and 185.4 per recorded toilet; female teachers account for 29.9% of reported teaching staff. These are administrative aggregates rather than audited measures of daily teacher presence, functional room capacity or safe access to sanitation. The published special-needs count (3,740) also requires documentation of the underlying definition, referral status and duplication rules. [E01] The overall ratio is less extreme than in the highest-pressure LGAs, but could conceal severe school-level imbalances within the same LGA. The sanitation ratio must still be interpreted alongside functional water, cleanliness, privacy and maintenance. Female-teacher distribution should be disaggregated by school, qualification and grade before any causal argument concerning inclusion. Interpretive limitation and source requirements: school and teacher master lists with common IDs; public/private/IQS coverage by level; school geolocations; operational classrooms and WASH facilities; anonymised teacher qualification and presence verification; and a signed record of denominator reconciliation. Any LGA prioritisation should be reconsidered after those records are obtained.

Bauchi LGA — documentary risk profile

The federal 2024/25 administrative portal records 322,383 learners for Bauchi, with 28.7 learners per recorded teacher, 81.0 per reported classroom and 133.3 per recorded toilet; female teachers account for 54.2% of reported teaching staff. These are administrative aggregates rather than audited measures of daily teacher presence, functional room capacity or safe access to sanitation. The published special-needs count (2,318) also requires documentation of the underlying definition, referral status and duplication rules. [E01] The relatively low aggregate learner-to-teacher ratio must not be read as proof of adequate instructional availability: qualification, subjects, school clustering and attendance could still be uneven. The sanitation ratio must still be interpreted alongside functional water, cleanliness, privacy and maintenance. The higher female-teacher share is a relevant staff-composition observation, but does not establish equitable subject or grade allocation. Interpretive limitation and source requirements: school and teacher master lists with common IDs; public/private/IQS coverage by level; school geolocations; operational classrooms and WASH facilities; anonymised teacher qualification and presence verification; and a signed record of denominator reconciliation. Any LGA prioritisation should be reconsidered after those records are obtained.

Bogoro LGA — documentary risk profile

The federal 2024/25 administrative portal records 42,308 learners for Bogoro, with 25.5 learners per recorded teacher, 38.7 per reported classroom and 328.0 per recorded toilet; female teachers account for 37.7% of reported teaching staff. These are administrative aggregates rather than audited measures of daily teacher presence, functional room capacity or safe access to sanitation. The published special-needs count (38) also requires documentation of the underlying definition, referral status and duplication rules. [E01] The relatively low aggregate learner-to-teacher ratio must not be read as proof of adequate instructional availability: qualification, subjects, school clustering and attendance could still be uneven. Reported toilet pressure suggests a facilities-verification priority; the condition and access rules for existing units need review. Female-teacher distribution should be disaggregated by school, qualification and grade before any causal argument concerning inclusion. Interpretive limitation and source requirements: school and teacher master lists with common IDs; public/private/IQS coverage by level; school geolocations; operational classrooms and WASH facilities; anonymised teacher qualification and presence verification; and a signed record of denominator reconciliation. Any LGA prioritisation should be reconsidered after those records are obtained.

Dambam LGA — documentary risk profile

The federal 2024/25 administrative portal records 50,005 learners for Dambam, with 51.3 learners per recorded teacher, 54.9 per reported classroom and 306.8 per recorded toilet; female teachers account for 24.9% of reported teaching staff. These are administrative aggregates rather than audited measures of daily teacher presence, functional room capacity or safe access to sanitation. The published special-needs count (489) also requires documentation of the underlying definition, referral status and duplication rules. [E01] The overall ratio is less extreme than in the highest-pressure LGAs, but could conceal severe school-level imbalances within the same LGA. Reported toilet pressure suggests a facilities-verification priority; the condition and access rules for existing units need review. The low reported female-teacher share merits a gender-sensitive workforce review; its relevance to girls' attendance cannot be assumed without local evidence. Interpretive limitation and source requirements: school and teacher master lists with common IDs; public/private/IQS coverage by level; school geolocations; operational classrooms and WASH facilities; anonymised teacher qualification and presence verification; and a signed record of denominator reconciliation. Any LGA prioritisation should be reconsidered after those records are obtained.

Darazo LGA — documentary risk profile

The federal 2024/25 administrative portal records 76,267 learners for Darazo, with 44.5 learners per recorded teacher, 68.8 per reported classroom and 224.3 per recorded toilet; female teachers account for 35.4% of reported teaching staff. These are administrative aggregates rather than audited measures of daily teacher presence, functional room capacity or safe access to sanitation. The published special-needs count (690) also requires documentation of the underlying definition, referral status and duplication rules. [E01] The overall ratio is less extreme than in the highest-pressure LGAs, but could conceal severe school-level imbalances within the same LGA. The sanitation ratio must still be interpreted alongside functional water, cleanliness, privacy and maintenance. Female-teacher distribution should be disaggregated by school, qualification and grade before any causal argument concerning inclusion. Interpretive limitation and source requirements: school and teacher master lists with common IDs; public/private/IQS coverage by level; school geolocations; operational classrooms and WASH facilities; anonymised teacher qualification and presence verification; and a signed record of denominator reconciliation. Any LGA prioritisation should be reconsidered after those records are obtained.

Dass LGA — documentary risk profile

The federal 2024/25 administrative portal records 54,287 learners for Dass, with 45.0 learners per recorded teacher, 46.7 per reported classroom and 158.7 per recorded toilet; female teachers account for 32.6% of reported teaching staff. These are administrative aggregates rather than audited measures of daily teacher presence, functional room capacity or safe access to sanitation. The published special-needs count (469) also requires documentation of the underlying definition, referral status and duplication rules. [E01] The overall ratio is less extreme than in the highest-pressure LGAs, but could conceal severe school-level imbalances within the same LGA. The sanitation ratio must still be interpreted alongside functional water, cleanliness, privacy and maintenance. Female-teacher distribution should be disaggregated by school, qualification and grade before any causal argument concerning inclusion. Interpretive limitation and source requirements: school and teacher master lists with common IDs; public/private/IQS coverage by level; school geolocations; operational classrooms and WASH facilities; anonymised teacher qualification and presence verification; and a signed record of denominator reconciliation. Any LGA prioritisation should be reconsidered after those records are obtained.

Gamawa LGA — documentary risk profile

The federal 2024/25 administrative portal records 53,308 learners for Gamawa, with 85.6 learners per recorded teacher, 73.8 per reported classroom and 262.6 per recorded toilet; female teachers account for 24.2% of reported teaching staff. These are administrative aggregates rather than audited measures of daily teacher presence, functional room capacity or safe access to sanitation. The published special-needs count (193) also requires documentation of the underlying definition, referral status and duplication rules. [E01] The reported teacher ratio exceeds the statewide 47.4 figure and warrants school-level workload and location verification, including multi-grade teaching and teacher deployment patterns. Reported toilet pressure suggests a facilities-verification priority; the condition and access rules for existing units need review. The low reported female-teacher share merits a gender-sensitive workforce review; its relevance to girls' attendance cannot be assumed without local evidence. Interpretive limitation and source requirements: school and teacher master lists with common IDs; public/private/IQS coverage by level; school geolocations; operational classrooms and WASH facilities; anonymised teacher qualification and presence verification; and a signed record of denominator reconciliation. Any LGA prioritisation should be reconsidered after those records are obtained.

Ganjuwa LGA — documentary risk profile

The federal 2024/25 administrative portal records 98,426 learners for Ganjuwa, with 48.2 learners per recorded teacher, 67.4 per reported classroom and 177.7 per recorded toilet; female teachers account for 28.8% of reported teaching staff. These are administrative aggregates rather than audited measures of daily teacher presence, functional room capacity or safe access to sanitation. The published special-needs count (808) also requires documentation of the underlying definition, referral status and duplication rules. [E01] The overall ratio is less extreme than in the highest-pressure LGAs, but could conceal severe school-level imbalances within the same LGA. The sanitation ratio must still be interpreted alongside functional water, cleanliness, privacy and maintenance. Female-teacher distribution should be disaggregated by school, qualification and grade before any causal argument concerning inclusion. Interpretive limitation and source requirements: school and teacher master lists with common IDs; public/private/IQS coverage by level; school geolocations; operational classrooms and WASH facilities; anonymised teacher qualification and presence verification; and a signed record of denominator reconciliation. Any LGA prioritisation should be reconsidered after those records are obtained.

Giade LGA — documentary risk profile

The federal 2024/25 administrative portal records 56,419 learners for Giade, with 56.8 learners per recorded teacher, 52.6 per reported classroom and 221.3 per recorded toilet; female teachers account for 22.7% of reported teaching staff. These are administrative aggregates rather than audited measures of daily teacher presence, functional room capacity or safe access to sanitation. The published special-needs count (251) also requires documentation of the underlying definition, referral status and duplication rules. [E01] The overall ratio is less extreme than in the highest-pressure LGAs, but could conceal severe school-level imbalances within the same LGA. The sanitation ratio must still be interpreted alongside functional water, cleanliness, privacy and maintenance. The low reported female-teacher share merits a gender-sensitive workforce review; its relevance to girls' attendance cannot be assumed without local evidence. Interpretive limitation and source requirements: school and teacher master lists with common IDs; public/private/IQS coverage by level; school geolocations; operational classrooms and WASH facilities; anonymised teacher qualification and presence verification; and a signed record of denominator reconciliation. Any LGA prioritisation should be reconsidered after those records are obtained.

Itas/Gadau LGA — documentary risk profile

The federal 2024/25 administrative portal records 58,455 learners for Itas/Gadau, with 114.4 learners per recorded teacher, 71.6 per reported classroom and 526.6 per recorded toilet; female teachers account for 22.3% of reported teaching staff. These are administrative aggregates rather than audited measures of daily teacher presence, functional room capacity or safe access to sanitation. The published special-needs count (206) also requires documentation of the underlying definition, referral status and duplication rules. [E01] The unusually large learner-to-teacher ratio is an urgent reason to reconcile payroll, postings, school coverage and reported enrolment before recommending a specific recruitment total. Reported toilet pressure is especially high. An independent inspection should measure the number of usable, safe, accessible and sex-appropriate toilets rather than inventory count alone. The low reported female-teacher share merits a gender-sensitive workforce review; its relevance to girls' attendance cannot be assumed without local evidence. Interpretive limitation and source requirements: school and teacher master lists with common IDs; public/private/IQS coverage by level; school geolocations; operational classrooms and WASH facilities; anonymised teacher qualification and presence verification; and a signed record of denominator reconciliation. Any LGA prioritisation should be reconsidered after those records are obtained.

Jama'are LGA — documentary risk profile

The federal 2024/25 administrative portal records 58,861 learners for Jama'are, with 50.0 learners per recorded teacher, 70.1 per reported classroom and 218.0 per recorded toilet; female teachers account for 31.4% of reported teaching staff. These are administrative aggregates rather than audited measures of daily teacher presence, functional room capacity or safe access to sanitation. The published special-needs count (694) also requires documentation of the underlying definition, referral status and duplication rules. [E01] The overall ratio is less extreme than in the highest-pressure LGAs, but could conceal severe school-level imbalances within the same LGA. The sanitation ratio must still be interpreted alongside functional water, cleanliness, privacy and maintenance. Female-teacher distribution should be disaggregated by school, qualification and grade before any causal argument concerning inclusion. Interpretive limitation and source requirements: school and teacher master lists with common IDs; public/private/IQS coverage by level; school geolocations; operational classrooms and WASH facilities; anonymised teacher qualification and presence verification; and a signed record of denominator reconciliation. Any LGA prioritisation should be reconsidered after those records are obtained.

Katagum LGA — documentary risk profile

The federal 2024/25 administrative portal records 134,332 learners for Katagum, with 42.1 learners per recorded teacher, 67.8 per reported classroom and 184.5 per recorded toilet; female teachers account for 35.1% of reported teaching staff. These are administrative aggregates rather than audited measures of daily teacher presence, functional room capacity or safe access to sanitation. The published special-needs count (1,002) also requires documentation of the underlying definition, referral status and duplication rules. [E01] The overall ratio is less extreme than in the highest-pressure LGAs, but could conceal severe school-level imbalances within the same LGA. The sanitation ratio must still be interpreted alongside functional water, cleanliness, privacy and maintenance. Female-teacher distribution should be disaggregated by school, qualification and grade before any causal argument concerning inclusion. Interpretive limitation and source requirements: school and teacher master lists with common IDs; public/private/IQS coverage by level; school geolocations; operational classrooms and WASH facilities; anonymised teacher qualification and presence verification; and a signed record of denominator reconciliation. Any LGA prioritisation should be reconsidered after those records are obtained.

Jama'are LGA — documentary risk profile

The federal 2024/25 administrative portal records 58,861 learners for Jama'are, with 50.0 learners per recorded teacher, 70.1 per reported classroom and 218.0 per recorded toilet; female teachers account for 31.4% of reported teaching staff. These are administrative aggregates rather than audited measures of daily teacher presence, functional room capacity or safe access to sanitation. The published special-needs count (694) also requires documentation of the underlying definition, referral status and duplication rules. [E01] The overall ratio is less extreme than in the highest-pressure LGAs, but could conceal severe school-level imbalances within the same LGA. The sanitation ratio must still be interpreted alongside functional water, cleanliness, privacy and maintenance. Female-teacher distribution should be disaggregated by school, qualification and grade before any causal argument concerning inclusion. Interpretive limitation and source requirements: school and teacher master lists with common IDs; public/private/IQS coverage by level; school geolocations; operational classrooms and WASH facilities; anonymised teacher qualification and presence verification; and a signed record of denominator reconciliation. Any LGA prioritisation should be reconsidered after those records are obtained.

Katagum LGA — documentary risk profile

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Kirfi LGA — documentary risk profile

The federal 2024/25 administrative portal records 46,298 learners for Kirfi, with 66.2 learners per recorded teacher, 62.5 per reported classroom and 376.4 per recorded toilet; female teachers account for 28.8% of reported teaching staff. These are administrative aggregates rather than audited measures of daily teacher presence, functional room capacity or safe access to sanitation. The published special-needs count (450) also requires documentation of the underlying definition, referral status and duplication rules. [E01] The reported teacher ratio exceeds the statewide 47.4 figure and warrants school-level workload and location verification, including multi-grade teaching and teacher deployment patterns. Reported toilet pressure is especially high. An independent inspection should measure the number of usable, safe, accessible and sex-appropriate toilets rather than inventory count alone. Female-teacher distribution should be disaggregated by school, qualification and grade before any causal argument concerning inclusion. Interpretive limitation and source requirements: school and teacher master lists with common IDs; public/private/IQS coverage by level; school geolocations; operational classrooms and WASH facilities; anonymised teacher qualification and presence verification; and a signed record of denominator reconciliation. Any LGA prioritisation should be reconsidered after those records are obtained.

Misau LGA — documentary risk profile

The federal 2024/25 administrative portal records 75,331 learners for Misau, with 40.0 learners per recorded teacher, 59.2 per reported classroom and 186.0 per recorded toilet; female teachers account for 26.6% of reported teaching staff. These are administrative aggregates rather than audited measures of daily teacher presence, functional room capacity or safe access to sanitation. The published special-needs count (293) also requires documentation of the underlying definition, referral status and duplication rules. [E01] The overall ratio is less extreme than in the highest-pressure LGAs, but could conceal severe school-level imbalances within the same LGA. The sanitation ratio must still be interpreted alongside functional water, cleanliness, privacy and maintenance. Female-teacher distribution should be disaggregated by school, qualification and grade before any causal argument concerning inclusion. Interpretive limitation and source requirements: school and teacher master lists with common IDs; public/private/IQS coverage by level; school geolocations; operational classrooms and WASH facilities; anonymised teacher qualification and presence verification; and a signed record of denominator reconciliation. Any LGA prioritisation should be reconsidered after those records are obtained.

Ningi LGA — documentary risk profile

The federal 2024/25 administrative portal records 134,285 learners for Ningi, with 66.1 learners per recorded teacher, 88.1 per reported classroom and 231.9 per recorded toilet; female teachers account for 35.1% of reported teaching staff. These are administrative aggregates rather than audited measures of daily teacher presence, functional room capacity or safe access to sanitation. The published special-needs count (1,778) also requires documentation of the underlying definition, referral status and duplication rules. [E01] The reported teacher ratio exceeds the statewide 47.4 figure and warrants school-level workload and location verification, including multi-grade teaching and teacher deployment patterns. The sanitation ratio must still be interpreted alongside functional water, cleanliness, privacy and maintenance. Female-teacher distribution should be disaggregated by school, qualification and grade before any causal argument concerning inclusion. Interpretive limitation and source requirements: school and teacher master lists with common IDs; public/private/IQS coverage by level; school geolocations; operational classrooms and WASH facilities; anonymised teacher qualification and presence verification; and a signed record of denominator reconciliation. Any LGA prioritisation should be reconsidered after those records are obtained.

Shira LGA — documentary risk profile

The federal 2024/25 administrative portal records 62,416 learners for Shira, with 75.1 learners per recorded teacher, 63.4 per reported classroom and 159.6 per recorded toilet; female teachers account for 25.9% of reported teaching staff. These are administrative aggregates rather than audited measures of daily teacher presence, functional room capacity or safe access to sanitation. The published special-needs count (425) also requires documentation of the underlying definition, referral status and duplication rules. [E01] The reported teacher ratio exceeds the statewide 47.4 figure and warrants school-level workload and location verification, including multi-grade teaching and teacher deployment patterns. The sanitation ratio must still be interpreted alongside functional water, cleanliness, privacy and maintenance. Female-teacher distribution should be disaggregated by school, qualification and grade before any causal argument concerning inclusion. Interpretive limitation and source requirements: school and teacher master lists with common IDs; public/private/IQS coverage by level; school geolocations; operational classrooms and WASH facilities; anonymised teacher qualification and presence verification; and a signed record of denominator reconciliation. Any LGA prioritisation should be reconsidered after those records are obtained.

Ningi LGA — documentary risk profile

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Shira LGA — documentary risk profile

The federal 2024/25 administrative portal records 62,416 learners for Shira, with 75.1 learners per recorded teacher, 63.4 per reported classroom and 159.6 per recorded toilet; female teachers account for 25.9% of reported teaching staff. These are administrative aggregates rather than audited measures of daily teacher presence, functional room capacity or safe access to sanitation. The published special-needs count (425) also requires documentation of the underlying definition, referral status and duplication rules. [E01] The reported teacher ratio exceeds the statewide 47.4 figure and warrants school-level workload and location verification, including multi-grade teaching and teacher deployment patterns. The sanitation ratio must still be interpreted alongside functional water, cleanliness, privacy and maintenance. Female-teacher distribution should be disaggregated by school, qualification and grade before any causal argument concerning inclusion. Interpretive limitation and source requirements: school and teacher master lists with common IDs; public/private/IQS coverage by level; school geolocations; operational classrooms and WASH facilities; anonymised teacher qualification and presence verification; and a signed record of denominator reconciliation. Any LGA prioritisation should be reconsidered after those records are obtained.

Tafawa Balewa LGA — documentary risk profile

The federal 2024/25 administrative portal records 123,113 learners for Tafawa Balewa, with 35.9 learners per recorded teacher, 52.0 per reported classroom and 282.4 per recorded toilet; female teachers account for 32.9% of reported teaching staff. These are administrative aggregates rather than audited measures of daily teacher presence, functional room capacity or safe access to sanitation. The published special-needs count (845) also requires documentation of the underlying definition, referral status and duplication rules. [E01] The overall ratio is less extreme than in the highest-pressure LGAs, but could conceal severe school-level imbalances within the same LGA. Reported toilet pressure suggests a facilities-verification priority; the condition and access rules for existing units need review. Female-teacher distribution should be disaggregated by school, qualification and grade before any causal argument concerning inclusion. Interpretive limitation and source requirements: school and teacher master lists with common IDs; public/private/IQS coverage by level; school geolocations; operational classrooms and WASH facilities; anonymised teacher qualification and presence verification; and a signed record of denominator reconciliation. Any LGA prioritisation should be reconsidered after those records are obtained.

Toro LGA — documentary risk profile

The federal 2024/25 administrative portal records 189,639 learners for Toro, with 52.4 learners per recorded teacher, 57.0 per reported classroom and 233.0 per recorded toilet; female teachers account for 38.3% of reported teaching staff. These are administrative aggregates rather than audited measures of daily teacher presence, functional room capacity or safe access to sanitation. The published special-needs count (1,361) also requires documentation of the underlying definition, referral status and duplication rules. [E01] The overall ratio is less extreme than in the highest-pressure LGAs, but could conceal severe school-level imbalances within the same LGA. The sanitation ratio must still be interpreted alongside functional water, cleanliness, privacy and maintenance. Female-teacher distribution should be disaggregated by school, qualification and grade before any causal argument concerning inclusion. Interpretive limitation and source requirements: school and teacher master lists with common IDs; public/private/IQS coverage by level; school geolocations; operational classrooms and WASH facilities; anonymised teacher qualification and presence verification; and a signed record of denominator reconciliation. Any LGA prioritisation should be reconsidered after those records are obtained.

Warji LGA — documentary risk profile

The federal 2024/25 administrative portal records 80,744 learners for Warji, with 106.1 learners per recorded teacher, 118.2 per reported classroom and 388.2 per recorded toilet; female teachers account for 30.0% of reported teaching staff. These are administrative aggregates rather than audited measures of daily teacher presence, functional room capacity or safe access to sanitation. The published special-needs count (843) also requires documentation of the underlying definition, referral status and duplication rules. [E01] The unusually large learner-to-teacher ratio is an urgent reason to reconcile payroll, postings, school coverage and reported enrolment before recommending a specific recruitment total. Reported toilet pressure is especially high. An independent inspection should measure the number of usable, safe, accessible and sex-appropriate toilets rather than inventory count alone. Female-teacher distribution should be disaggregated by school, qualification and grade before any causal argument concerning inclusion. Interpretive limitation and source requirements: school and teacher master lists with common IDs; public/private/IQS coverage by level; school geolocations; operational classrooms and WASH facilities; anonymised teacher qualification and presence verification; and a signed record of denominator reconciliation. Any LGA prioritisation should be reconsidered after those records are obtained.

Zaki LGA — documentary risk profile

The federal 2024/25 administrative portal records 105,276 learners for Zaki, with 251.3 learners per recorded teacher, 110.8 per reported classroom and 368.1 per recorded toilet; female teachers account for 19.1% of reported teaching staff. These are administrative aggregates rather than audited measures of daily teacher presence, functional room capacity or safe access to sanitation. The published special-needs count (2,145) also requires documentation of the underlying definition, referral status and duplication rules. [E01] The unusually large learner-to-teacher ratio is an urgent reason to reconcile payroll, postings, school coverage and reported enrolment before recommending a specific recruitment total. Reported toilet pressure is especially high. An independent inspection should measure the number of usable, safe, accessible and sex-appropriate toilets rather than inventory count alone. The low reported female-teacher share merits a gender-sensitive workforce review; its relevance to girls' attendance cannot be assumed without local evidence. Interpretive limitation and source requirements: school and teacher master lists with common IDs; public/private/IQS coverage by level; school geolocations; operational classrooms and WASH facilities; anonymised teacher qualification and presence verification; and a signed record of denominator reconciliation. Any LGA prioritisation should be reconsidered after those records are obtained.

References and documentary source notes

Source identifiers used in the text and exhibits correspond to the documentary entries below. Administrative estimates, published policy documents and independent research have different evidentiary meanings. URLs identify the public record at the stated access period; some official pages may be updated subsequently. Unpublished UBEC correspondence and grant schedules were supplied directly to SDCI and are described without reproducing personal data.

[E01] Federal Ministry of Education. Digital National EMIS 2024/25 state and LGA administrative indicators. https://emis.education.gov.ng/portal/.
[E02] Bauchi SUBEB. EMIS overview and school/teacher portal. https://subeb.bu.gov.ng/department_statutory_unit.php.
[E03] NBS and UNICEF. MICS 2021 statistical snapshots, education tables. https://www.unicef.org/nigeria/media/6126/file/2021%20MICS%20Statistical%20Snapshots%20Report.pdf.
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